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Republic of the Philippines
HOUSE OF REPRESENTATIVES
Quezon City, Philippines

TWENTIETH CONGRESS
Second Regular Session

HOUSE BILL NO. 10589



INTRODUCED BY REP. MARCELINO "MARCY" R. TEODORO

EXPLANATORY NOTE

Despite significant economic gains achieved by the country in recent years, many communities continue to face persistent challenges arising from poverty, inequality, limited access to basic services, vulnerability to disasters, and insufficient participation in governance and development planning.

Experience has shown that development programs are most effective when communities themselves actively participate in identifying priorities, planning interventions, managing resources, and monitoring project implementation. Community participation not only improves transparency and accountability but also fosters local ownership, strengthens social capital, and ensures that government interventions genuinely respond to the needs of the people.

The Community-Driven Development (CDD) approach has been successfully implemented in various poverty alleviation and local development initiatives, particularly through programs that empower communities to take a direct role in decision-making and project implementation. Through this approach, local residents become active partners rather than passive beneficiaries of development.

This measure seeks to institutionalize the CDD approach as a national strategy for inclusive development, social protection, disaster resilience, and grassroots governance. It mandates national government agencies and local government units to adopt participatory and community-centered mechanisms in the planning, implementation, monitoring, and evaluation of community-based programs and projects.

The bill also strengthens coordination among government agencies, civil society organizations, academic institutions, and local communities; promotes greater transparency and social accountability; enhances the participation of marginalized sectors, including Indigenous Peoples and other vulnerable groups; and establishes a National Program on Community-Driven Development to ensure policy coherence and sustainability.

By empowering communities to become active builders of their own development, this measure advances the constitutional principles of people-centered governance, participatory democracy, social justice, and inclusive growth.

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

MARCELINO "MARCY" R. TEODORO

Representative

1st District, Marikina City

Republic of the Philippines
HOUSE OF REPRESENTATIVES
Quezon City, Metro Manila
TWENTIETH CONGRESS
Second Regular Session

House Bill No. 10589

Introduced by Representative MARCELINO "MARCY" R. TEODORO

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:

48 **SECTION 1. *Short Title.*** – This Act shall be known as the "*Institutionalization of the*
49 *Community-Driven Development (CDD) Approach Act.*"

50
51 **SEC. 2. *Declaration of Policies.*** – It is hereby declared the policy of the State to promote
52 people-centered, participatory, and sustainable development by empowering communities to
53 take an active role in shaping programs and projects that affect their welfare. The State shall
54 ensure that citizens, particularly those belonging to poor, vulnerable, disadvantaged, and
55 marginalized sectors, have meaningful opportunities to participate in local governance and
56 development processes.

57
58 Towards this end, the State shall strengthen mechanisms that encourage community
59 participation, transparency, accountability, and collaboration among government agencies,
60 local government units, civil society organizations, and community stakeholders in the pursuit
61 of inclusive growth and social development.

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

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

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

74
75 (c) *Community-driven development (CDD)* refers to an approach that gives control
76 over the development process, decision-making, and resources to community members or
77 groups and treats people as assets and partners in the development process while building on
78 their institutions and resources;

(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; and

(e) *Community Empowerment Facilitator* refers to a trained development worker assigned to support barangays in planning, implementing, and monitoring CDD projects.

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, 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.* – All national government agencies, government-owned and controlled corporations involved in community-based interventions, and local government units shall integrate Community-Driven Development principles into the formulation, implementation, monitoring, and evaluation of programs and projects affecting local 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 CSOs as partners in organizing and strengthening communities, and implementing community-based programs, activities, and projects, and

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

(h) Establish mechanisms to ensure the participation of women, youth, persons with disabilities, senior citizens, Indigenous Peoples, and other marginalized groups at every stage of project development and implementation.

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

(a) Participating in 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 strive to advance its practice through regular and purposive interaction.

SEC. 8. *Incentives.* – The DILG, in coordination with DSWD and other relevant agencies, shall develop a performance assessment framework recognizing local government units and national government agencies that consistently demonstrate excellence in participatory governance and community-driven development.

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), Department of Economy, Planning and Development (DEPDev), Department of Agriculture (DA), Department of Agrarian Reform (DAR), Department of Environment and Natural Resources (DENR), Department of Health (DOH), Department of Education (DepEd), Department of Human Settlements and Urban Development (DHSUD) Climate Change Commission (CCC), Philippine Commission on Women (PCW); and
- (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, DepDev, DA, DAR, DENR, DOH, DepEd, DHSUD, CCC, PCW, LCP, LMP, 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 advance 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;

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

231
232 (f) Recommend to the President of the Philippines measures and policies for the
233 responsive delivery of commitments under this Act and integration into the general poverty
234 reduction strategy of the National Government.

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236 **SEC. 11. *Implementing Agencies.* –**

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238 (a) ***DSWD as lead agency.*** – As lead agency for the implementation of this Act,
239 the DSWD shall serve as the central coordinating, capability building, technical
240 assistance, and monitoring agency for this Act.

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242 The DSWD shall, through the Kapit-bisig Laban sa Kahirapan-Comprehensive and
243 Integrated Delivery of Social Services (KALAHI-CIDSS) National Program Management
244 Office, integrate in their regular operations the following functions:

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246 i) Ensure effective compliance and implementation of this Act;
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248 ii) Facilitate support to empower community members to participate in
249 the local development processes and to strengthen community
250 capabilities to engage LGUs, NGAs, and other stakeholders to support
251 community-identified priorities; and
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253 iii) Provide technical assistance and resource augmentation including but
254 not limited to ensuring integration of municipal development plans into
255 provincial development plans.

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257
258 The DSWD, through its existing facility referred to as the DSWD Social Welfare and
259 Development Learning Institute/DSWD Academy and in coordination with the DSWD
260 KALAHI-CIDSS National Program Management Office, shall:

- 261
262 i) Lead the research, development, and implementation of new and
263 improved CDD mechanisms to adapt to the ever-changing needs of
264 communities;
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266 ii) Institutionalize capability building and learning on CDD for NGAs,
267 CSOs, private sector institutions, and other partners; and
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269 iii) Establish the CDD resource pool, a group of experts on CDD principles
270 and implementation who possess expertise in CDD to co-develop the
271 certification and accreditation programs and other learning and
272 development requirements of the staff, partners, and other
273 stakeholders.

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275 Further, the DSWD shall also accredit CSOs to become partners in the use of CDD
276 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 LGU development plans;

(c) ***NAPC as a key partner in basic sectors' representation and participation.*** – 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; and

(d) ***DHSUD as a key partner for communities with duly registered Homeowners Association (HOAs)*** – The DHSUD shall be a key partner for community development for HOAs, particularly in government housing projects, through the issuance of policies and guidelines and implementation of community development programs in line with its mandates.

(e) ***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. *National Program on Community-Driven Development (NP-CDD).* - There is hereby established a NP-CDD to be implemented by the DSWD as the lead agency, in coordination with the DILG, DEPED, DHSUD, and other concerned agencies.

SEC. 13. *Program Components.* - The NP-CDD shall include the following components:

(a) Capacity-Building - Training for barangay officials, community volunteers, and local development councils on project planning, implementation, financial management, and monitoring;

(b) Social Accountability Mechanisms - Transparent processes including public posting of budgets and participatory monitoring by community members;

(c) Linkage to Local and National Programs - Ensuring community priorities are integrated into municipal and provincial development plans; and

(d) Technical Assistance - Deployment of Community Empowerment Facilitators and technical experts to guide project design and implementation.

SEC. 14. *Community-Management Implementation as Delivery Mechanism.* - All NGAs and LGUs shall use mechanisms for community-managed implementation of community-based projects. The community members, with the assistance of LGU and other local partners, shall participate in project implementation, monitoring, and management. 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 (GPPB) 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.

SEC. 15. Transparency and Public Disclosure. - All projects implemented pursuant to this Act shall maintain publicly accessible information on project funding, procurement activities, implementation status, and project outcomes. Such information shall be posted in conspicuous places within the community and through appropriate digital platforms whenever practicable.

LGUs and implementing agencies are encouraged to utilize digital platforms and information and communications technology systems to facilitate community consultations, monitoring activities, feedback mechanisms, and citizen participation, especially in geographically isolated and disadvantaged areas.

SEC. 16. Intergovernmental fiscal transfers. - For projects that are employing community-managed implementation, guidelines for community-based financial management shall apply which includes but is not limited to community participation in the management and control of funds, bookkeeping and reporting, and closing of accounts.

The implementing agency shall enter into a Memorandum of Agreement (MOA) with the concerned LGUs with provisions such as, but is not limited to, prompt delivery of local counterpart contributions (LCC) and the opening and maintaining of a Trust Account.

The implementation shall be made in accordance with the community-based finance guidelines and policies which shall ensure that government funds are safeguarded. Financial transactions shall be supported by established disbursement processes, reporting mechanisms, and internal control systems to ensure that management and utilization of funds promote the principles on the use of government public funds. This pertains to the Manual on the Financial Management of Barangays prescribed by the Commission on Audit as provided under Republic Act No. 7160 or the Local Government Code (LGC) of 1991.

The key partner agencies and other relevant government agencies shall help the DSWD in the strict implementation of the financial management system at the local government unit, and impose sanctions for any violation in these guidelines and applicable regulations.

SEC. 17. Special Intervention for Indigenous Peoples (IPs). - To address the unique needs of the IPs and to reinforce the state policy recognizing their rights and protecting their ancestral domains, preserving their cultural integrity and ensuring that they are in equal footing from rights and opportunities, the LGUs, government agencies, and other instrumentalities of the government, in coordination with NCIP, shall ensure the following:

- (a) Indigenous Peoples are represented by their Barangay Indigenous Peoples' Mandatory Representative (BIPMR) in decision-making within the Barangay Development Council (BDC), regardless of land tenurial ownership and number of IP population, as long as it is identified or recognized that IPs are present in the community. Where the BIPMR position is vacant, the ICCs/IPs shall be represented by their duly authorized representative selected in accordance with their customary laws, practices, and indigenous political structures;

- (b) Utilization of the Ancestral Domain Sustainable Development and Protection Plan (ADSDPP), Community Resources Management and Development Plan (CRMDP), Exercise of Priority Rights (EPR), and the Sustainable Traditional Resource Rights (STRRs) of ICCs/IPs as the major references and considerations in addressing needs and providing interventions in IP areas and integration of the ADSDPP, CRMDP, EPR, and STRRs in the Local Development Plan of the Barangay Local Government Unit (B/LGU);
- (c) Fund allocation for the conduct validation in IP areas and implementation of identified needs of IP communities; and
- (d) Prioritization of IP areas in the delivery of basic social services as these communities are in Geographically Isolated and Disadvantaged Areas (GIDA).

SEC. 18. CDD Approach in Community-Based Disaster Risk Reduction and Management (DRRM). - To reduce the disaster risk, prepare communities for disasters, and address the needs of communities affected by disasters, the CDD approach shall be adopted as a strategy for community-based DRRM.

SEC. 19. Particular consideration for 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, older persons, internally displaced persons, rebel returnees, recovering drug dependents, and persons with disability will be represented in decision-making activities in the community.

SEC. 20. 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. 21. 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.

SEC. 22. 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. 23. *Penalty.* - Upon finding that a department, agency, or instrumentality of government, government-owned or -controlled corporation, or LGU has violated any provision of this Act and its implementing rules and regulations, the sanctions under administrative law, civil service, or other appropriate laws shall be recommended to the Civil Service Commission and/or the DILG. The person responsible for the violation, as well as the head of the agency or local chief executive shall be held liable under this Act. Filing a complaint under this Act shall not preclude the offended party from pursuing other legal remedies and to invoke the provisions of existing laws, including Executive Order No. 292, otherwise known as the Administrative Code of 1987 and Republic Act No. 7160, or the Local Government Code of 1991.

Any public officer or private person committing any graft and corrupt practices in the implementation of this Act, including but not limited to mismanagement of public funds, shall be punished based on the penal provisions of existing laws.

SEC. 24. *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. 25. *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 key partners and national government agency members of the Human Development and Poverty Reduction Cluster, with the participation of the leagues of barangays, cities, municipalities, and provinces, and relevant stakeholders, promulgate the rules and regulations necessary for the effective implementation of this Act.

SEC. 26. *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. 27. *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. 28. *Effectivity.* - This Act shall take effect fifteen (15) days after its publication in the *Official Gazette* or in a newspaper of general circulation.

Approved,