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REPUBLIC OF THE PHILIPPINES)
First Regular Session)



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SENATE
S. B. No. 2181

RECEIVED BY: _____

Introduced by Senator SONNY ANGARA

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

EXPLANATORY NOTE

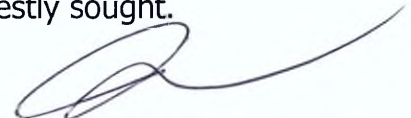
Since 2003, the Community-Driven Development (CDD) approach has been implemented and championed by the Kapit-bisig Laban sa Kahirapan - Comprehensive and integrated Delivery of Social Services (KALAHI-CIDSS) Program of the Department of Social Welfare and Development (DSWD). The DSWD describes it as an effective method to allow communities, especially the poor, to participate in governance to ensure that their needs are properly addressed and that resources are allocated and used for these needs

The CDD approach is an internationally recognized empowerment strategy that relies on community participation to achieve significant and lasting development. It treats citizens as partners in the development process by allowing community members to identify and prioritize community issues and problems. Further, CDD involves the community in the implementation, management, operation, and maintenance of community-identified solutions to their prioritized problems. Through this approach, communities are empowered to take part and claim ownership of the government's community-based programs, activities, and projects. (PAPs).

The CDD institutionalization will provide 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 PAPs.

The institutionalization of the CDD approach also 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. Consequently, 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.

For all the foregoing, the passage of this bill is earnestly sought.

A handwritten signature in black ink, appearing to read 'SONNY ANGARA', with a long, sweeping flourish extending to the right.

SONNY ANGARA

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

1 Section 1. *Short Title.* – This Act shall be known as the "*Community-Driven*
2 *Development (CDD) Approach Institutionalization Act.*"
3

4 Sec. 2. *Declaration of Policies.* – It is the policy of the State to uplift the
5 standard of living and quality of life of the poor and provide them with sustained
6 opportunities for growth and development. The State also recognizes that the right
7 of the people and their organizations to effective and reasonable participation at all
8 levels of social, political, and economic decision-making shall not be abridged. The
9 State shall, by law, facilitate the establishment of adequate consultation mechanisms.

10 Towards this end, and in pursuit of good governance, sustainable and inclusive
11 growth, and poverty reduction, the State shall enact programs that provide
12 opportunities for community members particularly the poor, vulnerable, and
13 marginalized to effectively participate in designing, planning, budgeting,
14 implementing, monitoring, and evaluating community programs, activities, and
15 projects.

16 Further, the State shall provide capability building opportunities for local
17 government units, civil society organizations, and communities to ensure the proper
18 use of the CDD approach in implementing local programs, projects, and activities.
19

20 Sec. 3. *Definition of Terms.* – As used in this Act:

21 (a) *Basic sectors* refer to the disadvantaged sectors of Philippine society
22 including farmer-peasants, fisherfolk, workers in the formal sector including migrant
23

1 workers, workers in the informal sector, indigenous peoples and cultural
2 communities, women, persons with disability, senior citizens, victims of calamities
3 and disasters, youth and students, children, urban poor, and members of
4 cooperatives;

5
6 (b) *Community-based programs* refer to programs, activities, or projects
7 that are designed, planned, organized, and implemented locally by community
8 members or groups to address community-identified plans and needs;

9
10 (c) *Community-driven development (CDD)* refers to an approach that gives
11 control over the development process, decision-making, and resources to community
12 members or groups and treats people as assets and partners in the development
13 process while building on their institutions and resources; and

14
15 (d) *Community empowerment* refers to a process of enabling groups to
16 increase control over the factors and decisions that shape their lives, including their
17 assets and attributes, partners, networks, and voice.

18
19 Sec. 4. *Elements of CDD.* – The CDD approach, through the principles of
20 participation, transparency, and accountability, has the following elements:

21
22 (a) *Community focus* wherein programs or projects put primacy on a group of
23 people living in a particular locality or geographical area such as a barangay, ancestral
24 domain, or specific subsets thereof, where interventions are implemented;

25
26 (b) *Participatory planning* wherein the process directly involves the community
27 members, leaders, and other stakeholders in diagnosing local problems and designing
28 a course of action to resolve those problems, and aims to harmonize views among
29 all of its participants and provide opportunities for the engagement especially of the
30 marginalized groups;

31
32 (c) *Community control of resources* wherein the utilization and management
33 of the resources by the community members or groups are based on
34 community-identified plans and needs;

35
36 (d) *Community-managed implementation* wherein the execution, monitoring,
37 and contract management of community-identified projects are performed by
38 community members or groups, with assistance from the local government units
39 (LGUs) and other local partners;

40
41 (e) *Participatory monitoring and evaluation* wherein the process through which
42 members at various levels of the community engage in monitoring and evaluating a
43 program or policy, share control over the content, the process and the results of the
44 monitoring and evaluation activity, and participate in identifying and making
45 corrective actions.; and

46
47 (f) *Operation and Maintenance, and Sustainability* wherein the community

1 participates in the operation and maintenance of the community-identified project,
2 ensuring sustainability not only of the project itself but also of the elements and
3 principles of the CDD approach

4
5 *Sec. 5. Institutionalization of the CDD Approach.* – National government
6 agencies (NGAs) and departments, including their attached agencies, offices,
7 bureaus, other government instrumentalities, and LGUs shall adopt the CDD
8 approach in their community-based programs to promote participation and
9 empowerment of poor, vulnerable, disadvantaged, and marginalized groups within
10 communities.

11
12 *Sec. 6. Operationalization of the CDD Approach.* – NGAs and LGUs in
13 community-based programs shall be responsible for:

14
15 (a) Developing policies for enhancing participatory governance practices,
16 tapping community organizations particularly the basic sectors, and responding to
17 community needs;

18
19 (b) Providing information on government intervention, technical assistance,
20 and support to partner communities for more effective community-driven planning
21 and implementation;

22
23 (c) Enabling community members to meaningfully participate in the whole
24 process;

25
26 (d) Ensuring that community members are prioritized, to the extent
27 possible, in receiving employment opportunities brought about by project
28 implementation at the communities;

29
30 (e) Ensuring that identified community priorities are sufficiently funded;

31
32 (f) Ensuring participation of civil society organizations (CSOs) as partners
33 in organizing and strengthening communities, and implementing community-based
34 programs, activities, and projects (PAPs); and

35
36 (g) Creating a Community-Driven Development team that shall ensure full
37 operationalization of the CDD approach within their respective agencies and LGUs.

38
39 *Sec. 7. Role of Civil Society Organizations and the Academe.* – Accredited CSOs
40 and academic institutions are encouraged to participate in community activities,
41 specifically by:

42
43 (a) Facilitating the community empowerment processes;

1
2 (b) Providing continuous capability building and technology transfer to LGUs
3 and communities;

4
5 (c) Conducting third party monitoring and evaluation of capability building
6 and empowerment of LGUs and communities; and

7
8 (d) Providing additional funding or collaboration with partners or donors to
9 implement capacity building and empowerment of LGUs and communities.

10
11 For purposes of this section, the *CDD community of practice* refers to a
12 community of CDD practitioners composed of agencies, NGOs, academic and
13 research institutions, and individuals, that share the commitment and passion for
14 CDD, and together strive to advance its practice through regular and purposive
15 interaction.

16
17 Sec. 8. *Incentives.* – The exemplary use of the CDD approach by NGAs and
18 LGUs shall be considered as a significant criterion for the recognition given to LGUs
19 such as the Seal of Good Local Governance by the Department of the Interior and
20 Local Government (DILG) and other similar awards and recognitions granted by
21 NGAs.

22
23 Sec. 9. *Advisory Council.* – An Advisory Council on CDD Institutionalization is
24 created to develop policies relative to the implementation of this Act.

25
26 The Advisory Council is composed of the following:

27
28 (a) Secretary of Social Welfare and Development, as chairperson;

29
30 (b) Secretary of the Interior and Local Government, as co-chairperson;

31
32 (c) Representatives from the National Anti-Poverty Commission (NAPC),
33 National Commission on Indigenous Peoples (NCIP), National Commission on Muslim
34 Filipinos (NCMF), National Economic and Development Authority (NEDA), Department
35 of Budget and Management (DBM), Department of Agriculture (DA), Department of
36 Agrarian Reform (DAR), Department of Environment and Natural Resources (DENR),
37 Department of Health (DOH), Department of Education (DepEd), and Department of
38 Human Settlements and Urban Development (DHSUD); and

39
40 (d) Presidents of the League of Cities of the Philippines (LCP) and League
41 of Municipalities of the Philippines.

42 The representatives include the secretaries of the agencies as the officially
43 designated permanent members and designated undersecretaries as alternate
44 representatives.

45 The Advisory Council shall have, as additional members, representatives of
46 reputable and accredited CDD non-government organizations (NGOs) which shall

1 constitute not less than one-fourth (¼) of the members of the Advisory Council, and
2 shall be appointed by the Advisory Council to serve for three (3) years from the date
3 of their appointment. Thereafter, the representatives shall be selected from and
4 appointed by the CDD community of practice.

5 Advisory councils at the regional levels are also established with the regional
6 directors of the Department of Social Welfare and Development (DSWD) and DILG,
7 as chairperson and co-chairperson, respectively, and representatives from the
8 regional offices of NAPC, NEDA, DBM, DA, DAR, DENR, DOH, DepEd, DHSUD, and
9 from accredited NGOs, as members.

10
11 Sec. 10. *Functions of Advisory Council.* – The Advisory Council shall have the
12 following functions:

13
14 (a) Meet regularly to promote coordination among agencies to enhance and
15 promote the use of the CDD approach;

16
17 (b) Formulate and issue relevant policies to ensure the effective and
18 efficient implementation of CDD and its principles;

19
20 (c) Formulate an incentives program to enhance and promote the use of
21 the CDD approach by NGAs and LGUs;

22
23 (d) Formulate a grievance redress mechanism that accepts and resolves
24 complaints pertaining to the implementation of this Act;

25
26 (e) Provide the monitoring and assessment report on the implementation
27 of this Act, post the same on the DSWD website, and submit an annual report to the
28 Joint Congressional Oversight Committee; and

29
30 (f) Recommend to the President of the Philippines measures and policies
31 for the responsive delivery of commitments under this Act and integration into the
32 general poverty reduction strategy of the National Government.

33
34 Sec. 11. *Implementing Agencies.* –

35
36 (a) *DSWD as lead agency.* – As lead agency for the implementation of this
37 Act, the DSWD shall serve as the central coordinating, capability building, technical
38 assistance, and monitoring agency for this Act.

39
40 The DSWD, through a dedicated office, shall integrate in their regular
41 operations, the following functions:

42
43 1) Ensure effective compliance and implementation of this Act;

1 2) Facilitate support to empower community members to participate in the
2 local development processes and to strengthen community capabilities to
3 engage LGUs, NGAs, and other stakeholders to support community-identified
4 priorities;

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

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

10 5) Accredite CSOs to become partners in the use of CDD approach; and

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

14
15 (b) *DILG as a key partner in capability building.* – The DILG shall support
16 the capability building of LGUs and communities. The DILG shall also ensure the
17 horizontal and vertical alignment and linkages of barangay and city or municipal
18 development plans.

19
20 (c) *NAPC as a key partner in mobilizing the basic sectors.* – The NAPC shall
21 be a key partner agency in the development of policies and measures to ensure
22 meaningful representation and active participation of the basic sectors in their local
23 development.

24
25 (d) *Support from relevant government agencies.* – All relevant bureaus,
26 offices, agencies, and instrumentalities of the government shall render the necessary
27 support to the implementation of this Act.

28
29 The various government agencies identified under this Act and the concerned
30 LGUs shall implement this Act using the whole-of-government approach, which
31 provides a logical and systematic convergence of efforts of NGAs and LGUs to
32 respond to the identified community needs, issues, concerns, and priorities.

33
34 *Sec. 12. Regular Monitoring and Reporting.* – The DSWD, through the Advisory
35 Council, shall conduct quarterly monitoring of the implementation of this Act and
36 submit an annual report of its status to the Office of the President and to the Joint
37 Congressional Oversight Committee. The report must also be regularly posted on a
38 dedicated DSWD Website and updated for the public's information. A process
39 assessment shall be conducted by DSWD once every three years, the results of
40 which shall be utilized to stimulate more program lessons exchange, experience
41 sharing, public dialogues, policy discussions and generating inputs for program
42 design works on CDD. Mechanisms for promoting third-party monitoring and
43 evaluation of this Act by NGOs and CSOs, together with community members and
44 LGUs, shall also be established.

1 Sec. 13. *Joint Congressional Oversight Committee.* – A Joint Congressional
2 Oversight Committee, hereafter referred to as the Oversight Committee, is hereby
3 constituted. The Oversight Committee shall set the overall framework to review the
4 implementation of this Act. It shall also determine the inherent weaknesses in the
5 law and recommend the necessary remedial legislation or executive measures.
6

7 The Oversight Committee shall be composed of fourteen (14) members, with
8 the chairpersons of the Committee on Poverty Alleviation of the House of
9 Representatives and the Committee on Social Justice, Welfare and Rural
10 Development of the Senate as co-chairpersons; and six (6) members from each
11 House, to be designated by the Speaker of the House of Representatives and the
12 Senate President, respectively.
13

14 The review of the implementation of this Act must include a systematic
15 evaluation of its impact, accomplishments of the program, and performance of its
16 implementing agencies. The Oversight Committee shall conduct the review every
17 three (3) years reckoned from the effectivity of this Act, or whenever deemed
18 necessary by a majority of the members of the Oversight Committee.
19

20 Sec. 14. *Appropriations.* – The amount needed for the implementation of this
21 Act shall be charged to the current year’s appropriations of the Department of Social
22 Welfare and Development. Thereafter, such amount as may be necessary for the
23 continued implementation of this Act shall be included in the annual General
24 Appropriations Act.
25

26 Sec. 15. *Implementing Rules and Regulations.* – Within six (6) months from
27 the effectivity of this Act, the Secretary of Social Welfare and Development shall, in
28 coordination with national government agency members of the Human Development
29 and Poverty Reduction Cluster, with the participation of the league of barangays,
30 cities, municipalities, and provinces, and relevant stakeholders, promulgate the rules
31 and regulations necessary for the effective implementation of this Act.
32

33 Sec. 16. *Separability Clause.* – If any provision of this Act is declared invalid
34 or unconstitutional, the other provisions not affected thereby shall remain valid and
35 subsisting.
36

37 Sec. 17. *Repealing Clause.* – All laws, decrees, executive orders, rules and
38 regulations, and other issuances or parts thereof inconsistent with or contrary to the
39 provisions of this Act are repealed, amended, or modified accordingly.
40

41 Sec. 18. *Effectivity.* – This Act shall take effect fifteen (15) days after its
42 publication in the *Official Gazette* or in a newspaper of general circulation.
43

Approved,