



REPUBLIC OF THE PHILIPPINES

NATIONAL ECONOMIC AND DEVELOPMENT AUTHORITY



Manila Bay Sustainable Development Master Plan

INSTITUTIONAL SET-UP REPORT

October 2019



STRUCTURE OF MBSDMP DELIVERABLES



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PREFACE

In 2018, the National Economic and Development Authority (NEDA) engaged the Joint Venture of Orient Integrated Development Consultants, Inc. (OIDCI) - Lead Firm; Tractebel, Inc. (TRACT); and University of the Philippines Los Baños Foundation, Incorporated (UPLBFI) as the Local Consulting Firm (LCF) to work with the Dutch Expert Team (DET) in the Formulation of the Manila Bay Sustainable Development Master Plan (MBSDMP).

This report is the Revised Institutional Set-up Report which is part of the April 2019 deliverable. This report is accompanied by the Revised Draft Master Plan Report and Capacity Building Report.

The institutional set-up for the Master Plan (MP) contains the institutional support for the implementation of the Manila Bay Sustainable Development Master Plan.

This report presents the Stakeholders of Manila Bay as well as the recommended option and functional structure in establishing the MB governing body and the recommended institutional arrangements.

The institutional arrangement is developed based on and aligned with the measures and preferred strategy of the Master Plan. Sources of information in this report are gathered from the consultation meetings, group discussions and workshops held during the situation analysis phase, the technical inputs from the project specialists and key agencies (Manila Bay Coordinating Office, Laguna Lake Development Authority, Metro Manila Development Authority, and the Task Force for the Manila Bay Clean Up)

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ACRONYMS

AFP	Armed Forces of the Philippines
AO	Administrative Order
BCC	Behavior Change Communication
BFAR	Bureau of Fisheries and Aquatic Resources
BoD	Board of Directors
CDA	Clark Development Authority
CHED	Commission on Higher Education
CSO	Civil Society Organizations
DA	Department of Agriculture
DBM	Department of Budget and Management
DBM	Department of Budget and Management
DENR	Department of Environment and Natural Resources
DepEd	Department of Education
DET	Dutch Experts Team
DHSUD	Department of Human Settlements and Urban Development
DICT	Department of Information and Communications Technology
DILG	Department of Interior and Local Government
DND	Department of National Defense
DOF	Department of Finance
DOH	Department of Health
DOJ	Department of Justice
DOST	Department of Science and Technology
DOLE	Department of Labor and Employment
DOT	Department of Tourism
DPWH	Department of Public Works and Highways
DRRMO	Disaster Risk Reduction and Management Office
DSWD	Department of Social Welfare and Development
DTI	Department of Trade and Industry
ENRO	Environment and Natural Resources Office
EO	Executive Order
GAA	General Appropriations Act
GOCC	Government owned and controlled corporations
ICT	Information Communications Technology
IDP	Infrastructure Development Preparation
IEC	Information Education and Communication
KRA	Key Result Areas

LCF	Local Consulting Firm
LGU	Local Government Unit
LLDA	Laguna Lake Development Authority
LWUA	Local Water Utilities Administration
MARINA	Maritime Industry Authority
MB	Manila Bay
MBCO	Manila Bay Coordinating Office
MBIS	Manila Bay Information System
MBMP	Manila Bay Master Plan
MBSDMP	Manila Bay Sustainable Development Plan
MMDA	Metropolitan Manila Development Authority
MOA	Memorandum of Agreement
MP	Master Plan
MWCI	Manila Water Company, Inc
MWSS	Metropolitan Waterworks and Sewerage System
NAMRIA	National Mapping Resource and Information Agency
NAPC	National Anti-Poverty Commission
NBI	National Bureau of Investigation
NCR	National Capital Region
NEDA	National Economic and Development Authority
NHA	National Housing Authority
OIDCI	Orient Integrated Development Consultants, Inc.
OPMBCS	Operational Plan for the Manila Bay Coastal Strategy
OSG	Office of the Solicitor General
PAPs	Programs, Activities, Projects
PCG	Philippine Coast Guard
PCOO	Presidential Commission for the Urban Poor
PDO	Planning and Development Office
PDP	Philippine Development Plan
PNP-MG	Philippine National Police- Maritime Group
PO	People's Organization
PPA	Philippine Ports Authority
PRRC	Pasig River Rehabilitation Commission
RASCI	Responsible, Accountable, Support, Consulted and Informed
RDC	Regional Development Council
RO	Regional Office
SBMA	Subic Bay Metropolitan Authority
SDG	Sustainable Development Goals
UPLBFI	University of the Philippines Los Baños Foundation, Incorporated

1

INTRODUCTION

This section provides the institutional support for the implementation of the Manila Bay Sustainable Development Master Plan through defining 1) the recommended organizational design for the Manila Bay governing body and 2) the relationships of the different institutional stakeholders.

Organizational design is composed of three major elements: 1) the overall organizational mandates and powers, which are further defined by the 2) organizational key result areas (KRAs), 3) the core processes and systems that deliver results to target constituencies or publics. Relationships between and among stakeholders are defined by the institutional arrangements of roles and responsibilities and how these stakeholders will interact or work together.

The first part of this section explains the rationale for the recommended organizational design and institutional arrangements. It reviews the relevant findings in the Situation Analysis Report submitted by the Study Team last December 2018 and presents the current developments in Manila Bay that affect institutional relationships and performance of involved stakeholders. It also provides a summary of the institutional strengthening required by the different measures presented in this Master Plan.

The succeeding sub-sections presents the different options for institutional set-up from various consultations since 2018, the recommended institutional arrangement and organizational design for the Manila Bay governing body. The last section explains institutional arrangements for results oriented coordination and collaboration.



2 CONTEXT OF MANILA BAY STAKEHOLDERS

FINDINGS FROM THE SITUATIONAL ANALYSIS

Across the presentations of the five major development themes of the Master Plan (ecosystem protection, inclusive growth, upgrading of informal settlements, water quality improvement, disaster risk reduction and climate change mitigation) recurring institutional and capacity issues were identified that hinder responsive, effective and efficient policy and program implementation at the national and local levels. There are several strengths and good practices, but these may not be sustained in the long-term if the hindering factors are not addressed in the short and medium term.

Institutional and Capacity Barriers.

Implementation of sustainable development related programs and policies remain fragmented and uneven because of the inability of local government units to integrate local plans with national programs. This is due to lack of competencies and processes for integrated planning and budgeting, especially for CLUPs, and science-based and evidence-based decision making. This situation is further complicated by 1) the lack of formal structures and staff dedicated to the environment, 2) the lack of accessible, available and updated standards, data and information from the national agencies, and 3) the presence of inefficient systems, technology and structures for coordination, information sharing and consultations. At the national level, national agencies have different data bases, which are not constantly updated. Roles and accountabilities of each agency vis-à-vis

implementation of specific laws and major programs are not clear and or not widely understood and consistently followed. Processes, guidelines, technology and competencies for consistent and reliable monitoring, analysis of data and information require updating and further strengthening. The complicated situation at the national level makes program and policy implementation more confusing and taxing at the local level.

At the local and national levels, a more strategic and systems-approach analysis of issues and conditions will need strengthening so that decisions and actions ensure sustainable growth and development. Approaches to a more in-depth and active participation of various actors and institutions from different agencies, private sector, CSOs, academe and technical resource organizations will have to be further strengthened and managed effectively to widen and deepen understanding and appreciation of various and complex realities on the ground, especially for biodiversity, disaster risk and reduction, and informal settlers. "What is needed aside from an apex body is a coordinated system of results-based program planning and implementation, where the various agencies agree on desired outcomes and align their programs (according to their separate mandates) to contribute to these outcomes in measurable ways." (MBSDMP Situation Analysis Report, 2018)

Current Institutional Set-up & Arrangements.

The governance and management of agencies critical to Manila Bay are lodged at various institutions based on the focus of the law and the programs. A comprehensive approach to governance and management is not yet

effectively done by a single organization with mandates and powers to undertake key functions related to policy and program integration, oversight and collaboration, knowledge management and continuous improvement for policies and programs, institutions and human resources.

At present, the Manila Bay Council provides policy direction and technical guidance to the members of the Supreme Court mandated 13 agencies, which are tasked to coordinate and show concrete results to develop Manila Bay. The Manila Bay Coordinating Office (MBCO) was created to support the mandamus agencies. However, the MBCO has no oversight function to compel poorly performing Mandamus agencies and to reward those that are within and even beyond targets set in the Operational Plan for the Manila Bay Coastal Strategy (OPMBCS). In the same manner, the DILG has not used its authority to use mechanisms that are available to them to compel and punish non-compliant LGUs, esp., in implementing policies pertaining to the environment. Outside of the Mandamus agencies, other programs and efforts implemented by the private sector, the CSOs in partnership with various local, national and international agencies remain minimally coordinated and synergized with similar or complementing programs and projects.

An on-going concern in the integration, facilitation and coordination of efforts across the 13 agencies is the capacity of the MBCO to sustain its past and current level of high performance. The current staff at the Central Office is composed of two full time members but on a project-basis or contractual term of employment. Similarly, the LGUs have the

same dilemma: the load of work from local and national programs have not abated yet there are no formal positions and organic staff members performing the roles and responsibilities pertaining to environment.

Manila Bay is not Top-of-Mind. The lack of consistent and reliable representation of Manila Bay in various venues for integrated planning, decision-making, fund sourcing, policy and program monitoring and evaluation, policy review and analysis affects the Bay's ability to generate attention from important players in government and in the private sector. It is not top-of-mind in regional development councils and may not be a priority development focus in the executive and legislative bodies, unless there are emergency situations or complains the critical few in the public or private sector (like in the case of the Supreme Court Mandamus). The different national agencies that have direct responsibilities over conditions and situations related to Manila Bay are intently engaged and pre-occupied with competing critical national issues. Apart from the recent Administrative Order 16, there is no urgency in the past to address the festering issues of pollution in and around Manila Bay, informal settlers along easement areas, continuous degradation and decay of biodiversity of the Bay that affects livelihood of communities. It is only recently that Manila Bay has been placed at the center-stage of focused action.

Strengths and Good Practices. There are notable institutional and inter-agency, multi-sector practices and initiatives happening to support and ensure a sustainable development of Manila Bay: the presence of alliances and

partnerships that are able to address effects of disasters and climate change; resourcefulness and creativity in addressing waste pollution; presence of knowledge, skills and technology in national and local agencies to respond to highly technical requirements on water quality, biodiversity, solid waste; presence of visible and action-oriented elected and appointed champions, especially at the local level. The early engagement of the CSOs and the private sector in the planning process is an emerging good practice – as experienced in several municipalities and cities in the Manila Bay regions. Their participation provided additional and relevant information and perspectives that allowed the LGUs to explore alternative funding sources, capacity building measures and innovations in addressing specific biodiversity, waste management and climate change issues. There are opportunities provided by other development partners (international and local) to LGUs and national agencies – funding support for specific projects, competency building for LGUs and NGAs here and abroad, technical assistance through consultants and specialists.

All the strengths, good practices and opportunities will have to be enhanced, sustained and shared to other agencies and LGUs, CSOs and partners so that the different players and stakeholders in Manila Bay are able to adopt, adapt and further innovate through continuous information exchange and communities of learning. These facilitating forces will have to be leveraged to address several hindering factors mentioned above, especially those that pertain to coordination and collaboration.

REQUIREMENTS OF THE MASTER PLAN

The different measures provided in this Master Plan will require the synergy of efforts and actors through the integration and alignment of plans, policies and programs that create sustainable impact and achieve the overall goals and strategies. The Master Plan requires inter-dependencies of activities within and across different measures to achieve measure-specific indicators. While there are specific responsibilities of national and local agencies for each measure, there are common requirements across the nine measures that can be translated into institutional and capacity development and support:

- An oversight function that can compel compliance, provide incentives, reward performance and penalize non-compliant agencies, LGUs and private organizations;
- Consistent, strict and informed implementation of laws and policies, including monitoring and evaluation of the implementation of these. This must be applied to all concerned institutions at the local and national levels, government and private organizations;
- Presence of tools, systems and technology that will enhance decision-making, planning, monitoring and evaluation, information-sharing across agencies and LGUs, and knowledge management;
- Strategic and audience-specific

promotion of particular laws, programs and desired practices, and advocacy for specific policies and projects, including norms and use of particular technology; use of both traditional and non-tradition education structures and processes;

- Creation of an environment office at the local level through providing regular and dedicated staff and necessary resources. While this will require amendment of the Local Government Code, other incentives can be provided to encourage LGUs to prioritize such office;
- Competency enhancement that will use non-traditional teaching approaches so that learning and application is more effective, e.g., peer-to-peer coaching, actual or hands-on exposure to new strategies and technology, participant observation in study tours, etc.;
- Providing competencies to undertake highly technical tasks required by the measures, and at the same time manage inter-agency and multi-sector coordination and partnerships and addressing human resource issues within and outside the organization, e.g., equity and human rights.

CURRENT DEVELOPMENTS IN MANILA BAY

Administrative Order 16 on “Expediting the Rehabilitation and Restoration of the Coastal and Marine Ecosystem of the Manila Bay and Creating the Manila Bay Task Force” is currently being implemented using a structured inter-agency cooperation design that provides a clear line of authority,

specialization of roles and accountabilities and mechanisms for technical and geographical focus and coordination. It also provided functional structures that address the different key result areas for Manila Bay clean-up and development. The Table below presents the seven key result areas (KRAs) and the lead national government agencies per KRA. Member agencies are likewise indicated.

TABLE 1: Key Result Areas (KRAs) of the Manila Bay Rehabilitation.

KRA	Focus Area	Lead Agency	Members
KRA 1	Liquid Waste Management	DENR	Vice Chair: LLDA, LWUA, MWSS Members: PNP-MG, DA, PCG, PPA, MARINA, DILG, MMDA, DOH, PRRC, DPWH, MWCI, MWSI, DOST and
KRA 2	Solid Waste Management	DENR	Vice Chair: DILG, MMDA Members: LLDA, PPA, DA, DOH, PRRC, MARINA, PCG, DepEd, CHED,
KRA 3	Social Preparation and Relocation	DHSUD	Vice Chair: DILG, NHA, MMDA and DPWH Members: DENR, LLDA, PPA, DA, PRRC, PCG, NAPC, PCUP, DSWD,
KRA 4	Habitat and Ecosystems Management	DA-BFAR	Vice Chair: DENR Members: DPWH, DILG, MWSS, LWUA, PRRC, PNP-MG, DepEd,
KRA 5	Rule of Law	DOJ	DILG, OSG, Office of the Presidential Legal Counsel, NBI, DENR and PNP RO
KRA 6	Strategic Communication, Education and	PCOO	DOT, DENR, DepEd, CHED, DILG, DND, AFP, PNP, and LGUs
KRA 7	Crafting the MBSDMP	NEDA	DENR, DILG, DOT, DPWH, DOH, DA, DHSUD, MMDA, PRRC, PCG, PPA, LWUA and MWSS

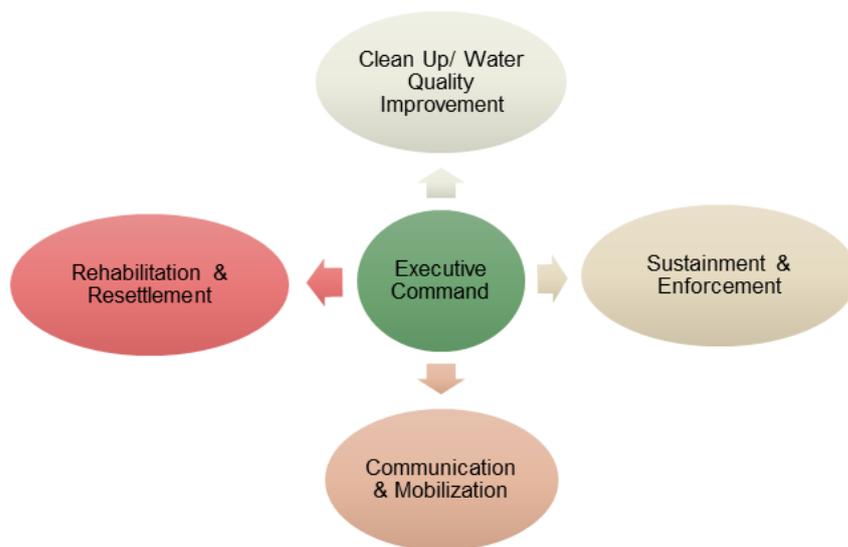


FIGURE 1: Structures in Manila Bay Task Force.

The Task Force also has the following technical working committees or groups that correspond to the clustering of key result areas:

Implementing the key strategies and activities on the group are the different Task Groups created along geographical areas, and within each group are Task Units that are focused on specific bodies of water:

Task Group	Task Unit
NCR	River & Tributaries or Territorial Areas to be covered (ex. Task Unit-Pasig River; Task Unit-Manila; as appropriate)
Region III	River & Tributaries or Territorial Areas to be covered
Region IV A	River & Tributaries or Territorial Areas to be

The Task Force, under the leadership of the Undersecretary of the DENR, mobilizes the participation of both Mandamus and non-Mandamus agencies through human

resource, funding and logistics contributions. Coordination and alignment are done at the Executive Command through monthly or bi-weekly meetings. The Task Force has very clear and concrete strategies and tactics (types of interventions and methodology) and phasing of activities and deliverables. Outputs of activities and initial results or short wins are immediately made visible to the public to generate increasing support and sustain the momentum of participating agencies and private stakeholders.

The institutional set-up, the Task Force, is able to organize, manage and sustain the required institutional arrangements, the networks of cooperating agencies, so that resources are fully maximized to deliver concrete results. The focus and energy provided by the leadership with full legal mandate and resources given to the organization create the impetus for a fast-paced approach. The increasing support and approval from the public provide the implementers and the leaders with recognition that further feeds the momentum to deliver results.

IMPLICATIONS ON ORGANIZATION DESIGN, CAPACITY BUILDING AND INSTITUTIONAL ARRANGEMENTS

The different situations and requirements for Manila Bay’s Master Plan define the specifications for the institutional relationships and how these can be managed effectively to deliver results within constraints and opportunities. The situation analysis and measure-specific PAPs indicate the kind of governing body that can provide synergy and integration, exact compliance, maximize participation and leverage existing strengths and opportunities while ensuring that the sustainable development of Manila Bay is a priority concern due to its contribution to the country’s growth and development. The

measures specified concrete competencies and organizational capacity for achieving success indicators and at the same time managing the different stakeholders and maximizing what they can contribute individually and collectively. The Figure below presents the implications of these contexts on the organizational design and competency development for Manila Bay’s Master Plan. The descriptions on the right portion are the required features of the different aspects of the institutional set-up and arrangements, and capacity and competency requirements.

Another critical requirement is the ability of the governing body to mobilize the different agencies and private stakeholders to cooperate and collaborate, and not simply coordinate, and to manage these collaborations effectively to deliver quick wins that build toward strategic outcomes. The Manila Bay Clean-up Task Force, and how it is

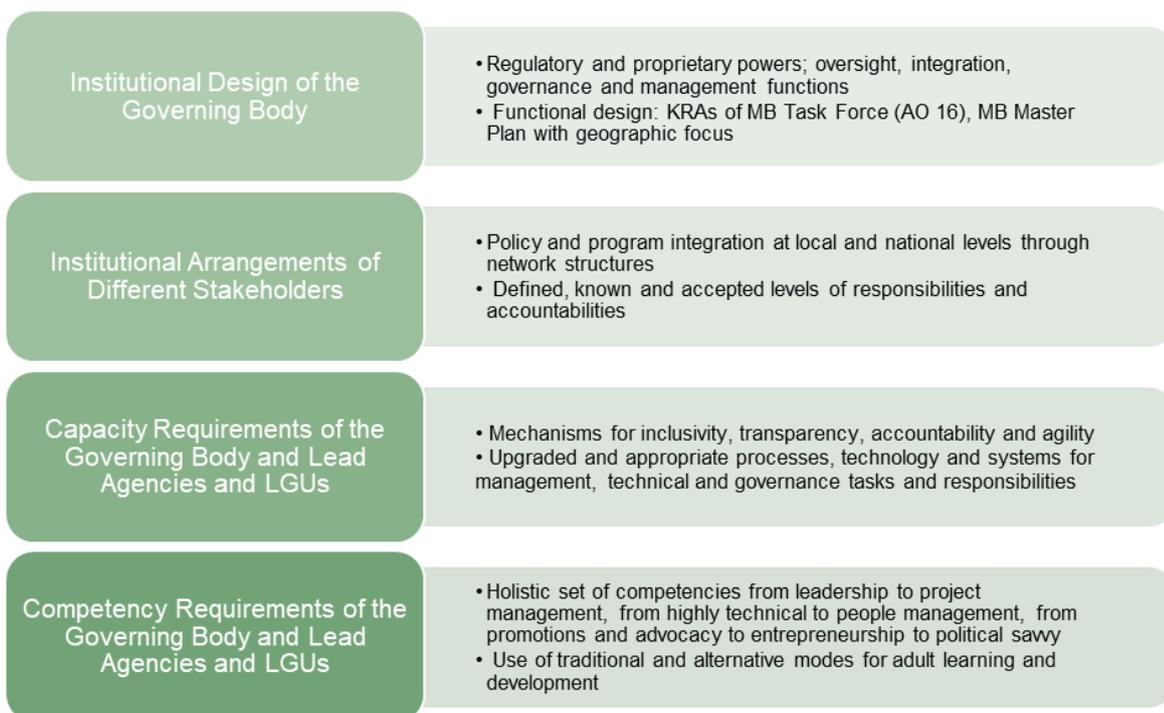


FIGURE 2: Inputs for the Master Plan’s Institutional Support and Capacity Development.

set-up and supported, may be the emerging model for such a challenge.

OPTIONS FROM CONSULTATIONS

During the consultation workshops and meetings, the clamor of stakeholders was to create a body that will have oversight powers to bring to tasks the different agencies and GUs and to synchronize all plans, programs, and activities from national to local levels. This body, when established, must ensure synergy across all actors, rather than duplicate efforts and compete for resources.

Thus, specific conditions are identified in creating options for the institutional set-up:

- Re-organize and strengthen existing institutional set-ups or structures (i.e., make use of ‘well-functioning’ government agencies with “ warm bodies”)
- Must demonstrate and implement the major principles in the MBSDMP (i.e., inclusivity and collaboration, systems-approach in governance, transparency and accountability)
- Maintain strong connection with Supreme Court (Mandamus)
- Capacity to steer through political changes in the government (i.e., change in elected and appointed leaders)
- Can be set up before the creation of new government agency (i.e., can be transitioned to appropriate new departments when created)

Given these conditions, four (4) options are developed for consideration.

OPTION 1: CREATE A NEW AGENCY—DESIGNED AFTER THE TASK FORCE

Option 1: Create a new agency.

Mandate	Will require an Executive Order and will be reporting directly to the Office of the President. This can be a transition structure and can be integrated in a new Department in the future. The structure design is patterned after the Manila Bay Clean Up Task Force
Powers	Regulatory; coverage includes Mandamus and non-mandamus agencies,
Major Functions	Governance and oversight; performance management

These options were presented to the 5th Technical Committee meeting last May 2019. During the meeting, several members pointed toward creating a formal body that will withstand changes in government administration and political transitions. Such a body may be created by law and an interim body, like the Manila Bay Task Force, may suffice in providing direction, integration and coordination for all concerned agencies. Consultations done in June 2019 with officers and members of the MBCO, LLDA, PRRC and MMDA likewise suggested that an Authority similar to the SBMA may be the most appropriate structure to govern and manage the different actors, policies, plans and programs for the entire Manila Bay, including the major rivers that connect to it. The governance and management of the Bay must be approached from a systematic, holistic and integrated manner – considering LGUs not only along the coast but along the major

OPTION 2: STRENGTHEN EXISTING MB STRUCTURES: MBC AND MBCO

Option 2: Strengthen existing Manila Bay

Mandate This will require an Executive Order from the Office of the President. The structure, Manila Bay Development Council, may be under the Office of the President or

Powers Oversight; coverage includes Mandamus and non-mandamus

Structur es Manila Bay Development Council (changed from MBC): governance function - Strategic direction and policy formulation, approval and performance assessment of programs and projects
Membership: Representatives from the different lead and support agencies, private sector and CSO networks, academic and technical

Manila Bay Management Office (change from MBCO)
Oversight and management functions for all Mandamus and non-mandamus agencies, including the LGUs covered within the areas of

rivers, considering not only the Bay but the major rivers, and the Laguna de Bay.

Further consultations done from July to August 2019 generate common themes concerning the needed institutional set-up for Manila Bay: the governance and management of the Bay is critical to its sustainable development; the institutional set-up must have the powers to regulate and the capacity to integrate different plans and programs, implement existing laws consistently, and create synergy through effective coordination and collaboration across different actors from government, the private sector, the civil society and other major

institutions. These consultations moreover point to a major function of this body: to create, capacitate, manage, sustain and assess result-oriented networks at the national and local levels to focus on specific key result areas in Manila Bay's sustainable development.

The next sub section presents the proposed institutional set-up for the sustainable development of Manila Bay and the main responsible body for the implementation of the Manila Bay Sustainable Development Master Plan.

OPTION 3: EXPAND LLDA COVERAGE AND EMPOWER MBCO

Option 3: Expand LLDA & empower MBCO

Mandate Will require legislation since this will change the charter of LLDA. The new office, Manila & Laguna Bay Authority, can be under the Office of the President to further strengthen credibility and

Powers Regulatory and proprietary; coverage includes Mandamus and non-mandamus agencies,

Major Functions Integration of functions of LLDA, MBCO and MMDA for LGUs outside Metro Manila. Governance and

OPTION 4: CREATE A NEW AUTHORITY

Option 4: Create a new Authority	
Mandate	Will require a legislation. The charter will define its powers, mandates and outputs. This can be an Authority similar to the LLDA. It can report to the President or can be attached to the new and appropriate Department currently being considered.
Powers	Regulatory and proprietary; coverage includes Mandamus and non-mandamus agencies, and LGUs in Manila Bay
Major Functions	Governance and oversight; performance management of stakeholders
Structures & functions	1) MB Development Board – Chairperson appointed by the President; members of the Board are head of lead agencies, representatives from the private sector, CSO network and major academic institutions; strategic direction, policy formulation, approval of major programs and investment 2) Executive Committee – Headed by the Chairperson, members include the Executive Director; for performance assessment and crisis management, approval of major operational matters, incentives and sanctions 3) Executive Offices – headed by an Executive Director (Undersecretary Level); management of operations, oversight functions -Divisions with specific specializations: -Geographical Units: NCR, Region III and Region IV-A

3

RECOMMENDED OPTIONS FOR THE MANILA BAY GOVERNING BODY



FIGURE 3: Recommended Institutional Set-up: Interim to Final Option.

BEST-FIT OPTION: INTERIM TO FINAL SET-UP

The proposed options are phased: the current structure of the AO 16 as the interim set-up while the necessary legislation and capacity build up are finalized for the establishment of the final Manila Bay governing body. In the interim, the Task Force created under AO 16 can serve as the best structure to jump start the implementation of the Master Plan, especially continuing its Operational Plan in 2020. The current Task Force structure already mirrors the different measures in the Master Plan and the OPMBCS. Its current leadership has the mandate and support of the DENR Secretary and the President of the Philippines to mobilize organizations and resources to deliver results.

The recommended Manila Bay governing body that will fully implement the Master Plan is an Authority, the Manila Bay Development Authority (MBDA). This structure is similar to the Subic Bay Management Authority (SBMA), the Clark Development Authority (CDA) and the Laguna Lake Development Authority (LLDA). This institutional set-up, MBDA, will be created through the promulgation of a law and

will have powers that will enable it to govern and manage different institutions through integration and alignment of policies and programs, through sanctions and incentives, through different kinds of technical support for different agencies and LGUs, through fund sourcing and management. It will have the assurance of financial support through the General Appropriations Act. It will also have the mandate to seek further investments from other partners, both local and international, to ensure the sustained implementation of the Master Plan and its various programs. This structure has a higher level of success in navigating through different socio-political and economic conditions in the country: terms of top management are fixed by law; it has the mandate to ensure financial stability; it reports directly to the Office of the President thus minimizing the different layers for decision-making.

Features of the Organization Design for the Manila Bay Development Authority. The features of the institutional set-up are presented vis-a-vis the requirements of the measures and the gaps and strengths identified in the Situation Analysis Report:

Table 2: Features of the Proposed Manila Bay Authority.

Considerations and Requirements	Features of the Organizational Design
<p>Inability to manage performance of various stakeholders: compel compliance, sanction non-performance and reward achievements</p> <p>Lack of strict and consistent implementation of laws.</p>	<p>Regulatory and proprietary powers. These will enable the Authority to compel compliance, perform oversight functions, conduct business with other institutions. Implementation of regulatory powers will be further fleshed out with other NGAs. Processes and policies for conducting business will be patterned after the guidelines and mandates for Government Owned and Controlled Corporations (GOCCs).</p> <p>Coverage areas are those defined by the Master Plan: coastal LGUs in Regions III, IVA and the NCR. Included in the coverage within these areas are the Mandamus and non-mandamus agencies, CSOs, private sector organizations in the LGUs covered within the Manila Bay.</p> <p>Governance function provides for integration of plans, policies and programs, addressing strategic issues as the Master Plan is operationalized in different contexts in the future. Oversight functions will be used for performance management, evaluating and strengthening compliance, for giving sanctions and rewards.</p>
<p>Create synergy across actors by aligning different policies and programs, common processes and systems, esp., for planning, information sharing and monitoring and evaluation. Participation of other sectors must be fully engaged</p> <p>Fragmented implementation of policies and programs at local and national levels.</p>	<p>Management structures, processes and competencies are designed around the Key Result Areas (KRAs) provided by the AO 16 Task Force (please see section above).</p> <p>Additional KRAs will be added, especially those that focus on managing results-oriented networks at national and local levels (to be discussed in the next Section).</p> <p>Capacity development will feature:</p> <ul style="list-style-type: none"> ▪ Creation of the Manila Bay information system (MBIS) that is enabled using Information Communications Technology (ICT). The MBIS will link different government information systems relevant to Manila Bay (interoperability). The MBIS will support evidence-based planning and investment planning (including annual budgeting), decision-making, policy analysis and formulation, program development. ▪ End-to-end business process integration to implement the different PAPs under different KRAs. The end-to-end processes for support functions will include supply chain management, knowledge management, monitoring and evaluation, planning and budgeting, among others.

TABLE 2: Features of the Proposed Manila Bay Authority (cont.).

Considerations and Requirements	Features of the Organizational Design
<p>Lack of focus on important concerns in Manila Bay – environment and people; certain sectors and areas are not fully assisted and developed while other areas are over resourced (uneven development); lack of information and education on relevant features of sustainable development</p>	<p>The KRAs for the Authority will be the combination of the Master Plan’s Measures and the OPMBCS: Waste Management, Habitat & Ecosystem Management, Social Preparation & Relocation, Disaster Reduction & Management; Enforcement & Monitoring; Strategic Communication, Education & Mobilization; Program Monitoring & Evaluation.</p> <p>These will define the different functional structures of the organization and the competency models for the leaders, managers and staff of the Authority.</p> <p>These will be the basis for designing the core business processes of the Authority.</p>
<p>Need for science-based and evidence-based decision making, including effective and efficient management of resources</p>	<p>The Authority will also have two additional KRAs: 1) Development and Management of MB Networks (national and local), 2) Development of Capacity and Competencies for Manila bay Stakeholders.</p> <p>These two KRAs will ensure that the Authority is continuously ensuring capacity build up for the different actors and institutions, especially those with lead roles in the networks and in the PAPs.</p> <p>For the 2nd KRA: Development of Capacity and Competencies for Manila bay Stakeholders, a competency framework will be developed to define 1) the major leadership and management competencies required by the Authority and the Lead agencies of networks and PAPs, 2) special technical competencies for specific implementing agencies identified in the PAPs.</p> <p>The implementation of these KRAs will require partnerships with learning and research-based institutions in the Philippines and abroad.</p>

PROPOSED FUNCTIONAL DESIGN OF THE MANILA BAY AUTHORITY

Governance: Board of Directors: The Board of Directors will be composed of representatives of national and local governments, networks of CSOs and private institutions; these are appointed by the President of the Philippines based on determined criteria. An important criterion is the organization's role in the sustainable development of Manila Bay. Multi-sector representation ensures participation of key public and private actors in the main functions of governance: strategic direction, policy formulation, key decisions pertaining to member's performance and major investments and partnerships, and transparency and overall accountability.

- Support functions implements KRAs that are critical to the success of the core functions and KRAs: Capacity and Competency Development; MB Information System; Strategic Communication; Education & Mobilization; Planning & Investments; Monitoring & Evaluation.
- Geographical Integration functions are focused on developing, managing and sustaining national and local networks, including LGUs, through ensuring that all PAPs from different KRAs are delivered and implemented in an integrated and coordinated manner.

Staff support functions of the Authority will include Administration and Finance, Human Resource Management & Development (for the leaders and staff of the Authority),

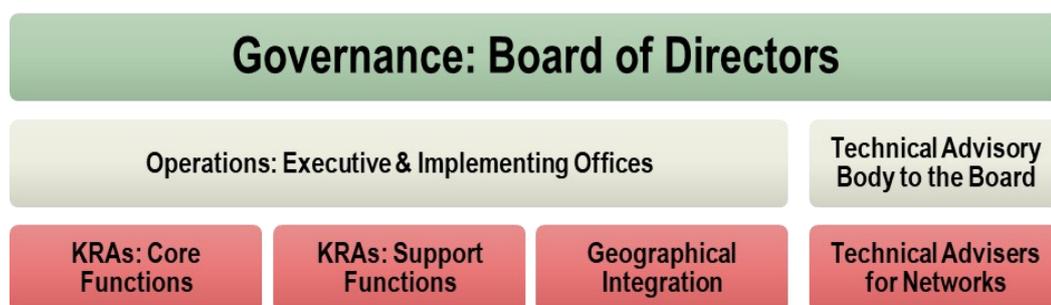


Figure 4: Functional Structures of the Manila Bay Authority.

Advisory Group for the BoD: To support the Board in making strategic and urgent critical decisions, it has a pool of experts (individual and institutional actors) that can provide advice, especially for policy matters. At the national and local levels, specific pools of technical experts (national and international) are also available for the MB Networks (to be discussed in the next chapter).

Operations are performed by the executive and implementing offices. Functional departments are created according to three categories: core functions of the Authority, support functions of the Authority and geographical integration support of the Authority.

- Core functions pertains to the KRAs directly related to the Master Plan and to the OPMBCS:
- Waste Management, Habitat & Ecosystem Management, Social Preparation & Relocation, Disaster Reduction & Management; Enforcement & Monitoring

Performance Management of the Authority (including Internal Control), Communications and Public Relations for the Authority (not the PAPs), among others. These will support the offices and Board of Directors of the Authority.

Integration with other agencies. The MBDA will integrate the functions of the LLDA and the Pasig River Rehabilitation Commission and the planned institutional set-up for the Pampanga River. Certain functions of the MMDA pertaining to waste management may likewise be integrated within MBDA. From previous consultations with LLDA, PRRC and MMDA, together with LGUs, the creation of a single body for Manila Bay will effectively and efficiently integrate program and policy development, implementation and evaluation. These will likewise address several bureaucratic issues experienced by the LGUs as they implement specific sustainable development programs and policies on the ground.

4

INSTITUTIONAL ARRANGEMENTS FOR RESULTS -ORIENTED COORDINATION AND COLLABORATION

Different stakeholders are involved in the implementation of the Master Plan. Vital to effective and efficient implementation is a clear agreement on roles and relationships. Figure 5 is a visual presentation of the relationship of the different institutions at national and local levels, including private sector, CSOs and academic institutions (Partner Organizations). At the core of the arrangement is the Manila Bay Authority, the governing body which provides the overall direction of plan implementation and synchronization of the different actors and programs. The Authority is responsible for making all institutions accountable based on their specific deliverables in Manila Bay sustainable development. Lead agencies at the national level are responsible for implementing specific or measure-related programs together with their local counterparts, the lead agencies at the local level, especially the LGUs.

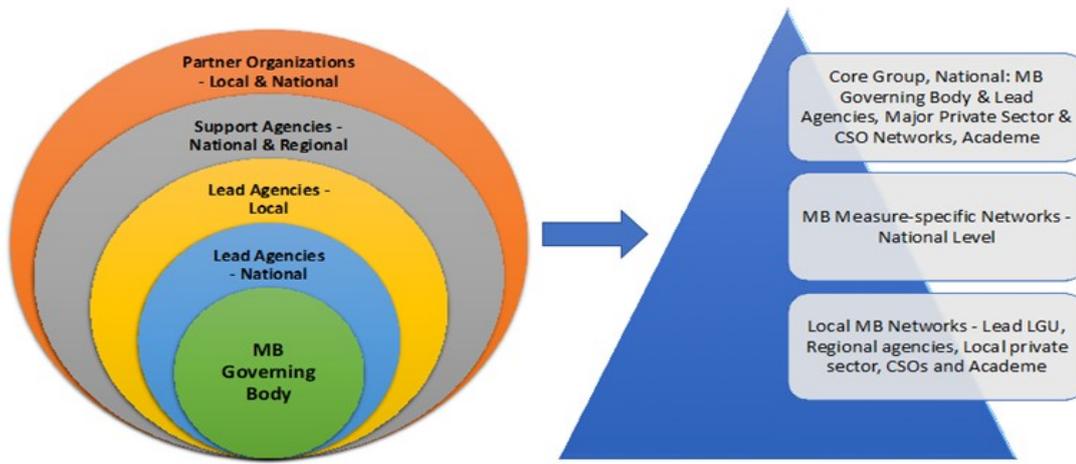
Supporting the lead agencies are the regional and national offices of support agencies, together with the partner organizations at the national and local levels. The Table below provides the different lead and support agencies identified in the different measures of the Master Plan.



Figure 5: Relationships among different MB institutions

TABLE 3: Summary of Lead and Support Agencies identified in the different measures of the Master Plan.

Groups	Agencies/ Offices
Most Common Lead Agencies (National)	Department of Environment and Natural Resources (DENR) Department of Agriculture (DA)
Top 5 Support Agencies (National Level)	DENR DA Department of Human Settlements and Urban Development (DHSUD) Department of Interior and Local Government (DILG) Department of Public Works and Highways (DPWH)
Key Local Government Units (LGUs)	Office of the Governor Office of the Mayor Environment and Natural Resources Office (ENRO) – provincial, city/municipal Disaster Risk Reduction and Management Office (DRRMO) – provincial, city/municipal Planning and Development Office (PDO) – provincial, city/municipal



Adopted from the current MB Task Force for MB Clean UP

FIGURE 5: Relationship among MB institutions and proposed coordination and collaboration arrangements.

Three coordination and collaboration arrangements are proposed from national to local levels:

- The Core Group headed by the Board of Directors of the Manila Bay Authority. This body looks at the macro implementation of the different programs and projects, including policy formulation and monitoring of policy implementation by various agencies. This body ensures alignment at the broad policy and program level and integrates the development of Manila Bay with country-level development plans and agenda.
- The MB KRA-specific networks. These are inter-agency and multi-sector networks

focused on specific strategic measures and KRAs in the Master Plan. These are based at the national level and focused primarily on technical and operational coordination and collaboration. The Figure 7 below presents its network arrangement.

- Local MB Networks: At the provincial level, all MB actors are linked in a network structure headed by the provincial LGU, the Governor, and members are from local CSO networks, private sector and academic institution representatives, regional officers of national agencies. The network is likewise represented in the Regional Development Council (RDC).

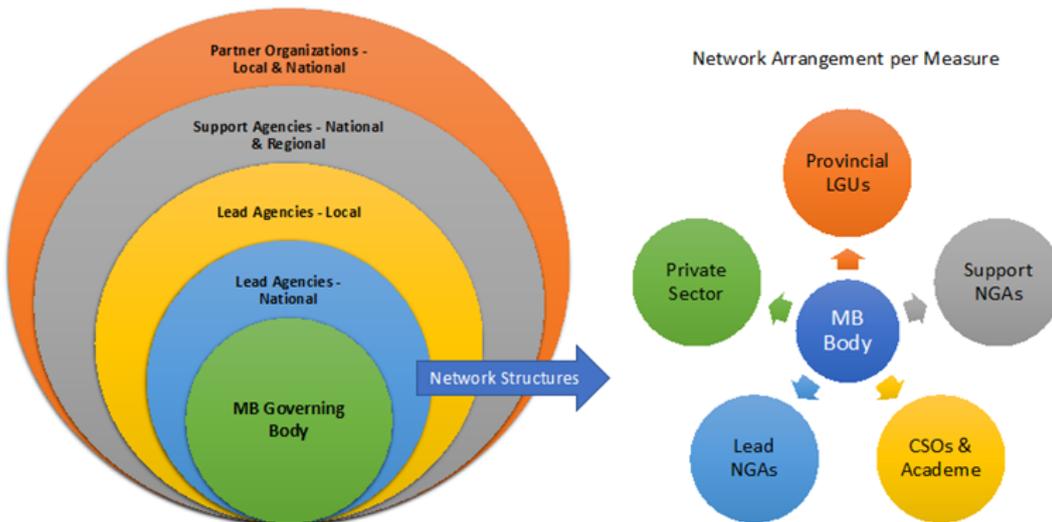


FIGURE 6: Relationships among MB institutions and network arrangement per Measure.

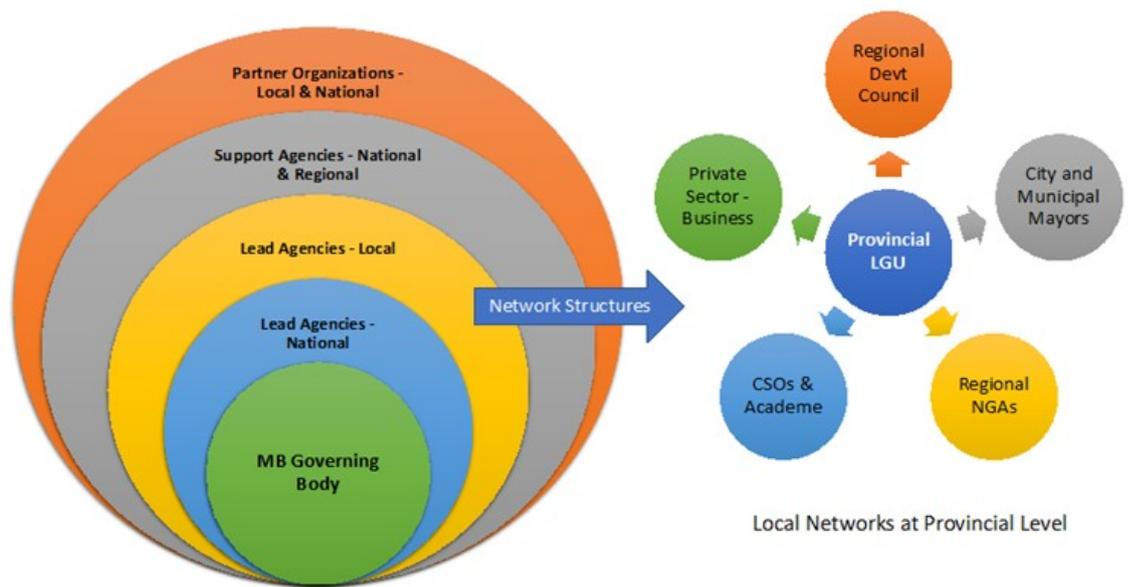


FIGURE 7: Relationships among MB institutions and sample Network Structures.

SPECIFIC ROLES OF AGENCIES PER MEASURE

Institutional relationships are clear and efficient when responsibilities of agencies vis-à-vis each other are defined. The RASCI model – Responsible, Accountable, Support, Consulted and Informed – is used to define how agencies will relate with one another within a particular measure. The Table below defines the various roles in the RASCI model:

The different measures identified the agencies and their respective role in the relationship as shown in the following tables.

Responsible	Those who do the work to complete the task deliver the
Accountable	The final approving authority. The one ultimately answerable for the correct and thorough completion of the deliverable or task, the one who ensures the prerequisites of the task are met and who delegates the work to those responsible. An accountable must sign-off (approve) work that

Support

Those that will be needed to provide additional inputs (products or services) to the Responsible in order to complete the tasks. This unit/office can be within or outside the agency.

Consulted

Those whose opinions are sought, typically subject matter experts; and with whom there could be a two-way communication. They can be the recipients of the final outputs. The relationship may be formal (with a MOA) or informal.

Informed

Those who are kept up to date on progress, often only on completion of the task or deliverable; and with whom there could be just one-way communication (no need for a

Inter-agency committee and task forces are already existing in the country and in the implementation of programs in Manila Bay. The challenge is to sustain its performance, focus it on results and avoid inefficiencies. Competencies specific to network management are essentials for the MB governing body and for the Provincial LGUs. These competencies are provided in the Capacity Building Report.

MEASURE 1: Improving management of marine protected areas				
Responsible	Accountable	Support	Consulted	Informed
DENR Office of the Secretary MBCO LGUs	DENR Office of the Secretary MBCO LGUs	DENR-EMB DENR-ERDB DENR Legal DOST-PCAARRD PNP Provincial and Regional Command Philippine Coast Guard (PCG)	UP MSI, UP IESM, UP NIGS, Wetlands International, PEMSEA, Oceana Philippines, and other universities and environmental and non-governmental organizations	SM Business Group GNPower Other power plants ARISE Philippines PDRF

MEASURE 2: Improving Solid Waste Management				
Responsible	Accountable	Support	Consulted	Informed
NSWMC – policy making	DENR as chair	EMB DOST for Technologies	All stakeholders Technical experts	NSWMC and DILG for regular reports SC for compliance to mandamus
LGU ENRO & Engineering	Mayor for Plan and Council for Budget NSWMC for City/Mun 10 year SWM Plans	EMB Private sector Banks for financing DENR for enforcement DOST for Technologies	Constituency	NSWMC for regular reports
17 LGUs and MMDA SWM Division (Elsie Encarnacion)	MMDA Council to monitor implementation of SWM plans of 17 LGUs within MM	EMB Private sector DENR for Enforcement DOST for Technologies	Constituency of LGUs	

MEASURE 3: Reducing Pollution Load				
Responsible	Accountable	Support	Consulted	Informed
Water Districts (WDs) LGUs Maynilad Manila Water Establishments Shipping Companies	LWUA Constituency MWSS EMB/LLDA Phil. Coast Guard PPA PNP- maritime Group	LWUA for technical and financing & monitoring performance MWSS DILG-Finance EMB/LLDA LGUs for desludging ordinance DOST for innovative treatment	LGUs	Supreme Court LWUA MWSS DENR

MEASURE 4: Addressing concerns of informal settlements in easements				
Responsible	Accountable	Support	Consulted	Informed
Department of Human Settlement and Urban Development (DHSUD)	National Housing Authority (NHA)	National Human Settlements Board	CREBA	Manila Water
		Presidential Commission for the Urban Poor (PCUP)	Subdivision and Housing Developers Association (SHDA)	Maynilad
		National Anti-Poverty Commission (NAPC)	Urban Poor Associates (UPA)	Manila
		DENR	Center for Housing and Independent Research (CHAIRS)	Maynilad
		Department of Agrarian Reform (DAR)	Synergies of Socialized Housing Developers of the Philippines (OSHDP)	
		Department of Agriculture (DA)	Community Organizers Multiversity	
		Department of Interior and Local Government (DILG)	Accord Inc	
		Land Registration Authority (LRA)	Alter Plan	
		Department of Labor and Employment (DOLE)	HPFPI (Homeless Peoples Federation of the Philippines, Inc.)	
		Department of Social Welfare & Development (DSWD)	Kabalikat PBSP	
		TESDA	Philippine Institute of Environmental Planners (PIEP)	
		MSWD/CSWD Officer		
		MPD/CPD Officer		
		PESO		
		Office of the Building Officer		
		City/Municipal Engineer		
		Zoning		

MEASURE 5: Implementing Disaster Risk Reduction and Management (DRRM) Programs

Responsible	Accountable	Support	Consulted	Informed
LGUs, MMDA, NDRRMC, DPWH, HLURB, NHA	DILG, COA, CCC, DENR, MBCO	NAMRIA, PHIVO LCS, PAGASA, Academe (UP Resilience Center, UPLB Climate Change and Disaster Risk Interdisciplinary Studies Center, Manila Observatory,	LGUs, POs, NGOs, Academe, PNRC	MBCO, NEDA, Supreme Court ARISE Philippines PDRF

MEASURE 6: Enforcing Sustainable Fisheries

Responsible	Accountable	Support	Consulted	Informed
DA-BFAR Office of the Director LGUs	DA-BFAR Office of the Director LGUs	DA-BFAR-Office of the Regional Director; DA-BFAR-Fisheries Resource Management Division; DA-BFAR Inland Fisheries and Aquaculture Division; DA-BFAR Legal Division; DOST-PCAARRD; PNP Maritime Group; Manila Bay Coordinating Office Philippine Coast	Office Governor (Plan Area); Office of the Mayor (Plan Area); Provincial Agriculturist Office (Plan Area); Municipal Agriculturist Office (Plan Area); MFARMC (Plan Area) State Universities and Colleges Fisherfolk associations Fishing operators	SM Business Group; PNOC ARISE PDRF

