

WORLD METEOROLOGICAL ORGANIZATION

INFORMAL PLANNING MEETING
VOLUNTARY COOPERATION PROGRAMME

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ITEM 7

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WMO CAPACITY DEVELOPMENT STRATEGY

(Submitted by the Secretary-General)

Summary and Purpose of Document

This document provides information on basic elements of the WMO Capacity Development Strategy which will be discussed during the next WMO Congress.

ACTION PROPOSED

The meeting is invited to provide comments and advise on the proposed WMO Capacity Development Strategy.

DRAFT TEXT FOR INCLUSION IN THE GENERAL SUMMARY OF CG-XVI

WMO STRATEGY FOR CAPACITY DEVELOPMENT

11.2 Capacity Development Strategy (CDS) *(agenda item 11.2)*

Background

11.2.1 Recognizing the importance of capacity-building activities in a wide range of WMO programmes (Resolutions 2, 5, 8, 12, 13, 18, 19, 20, 21, 25 and 32 (Cg-XV)), Congress noted that a coordinated and cohesive approach for capacity development would be needed to enhance capabilities of NMHS in developing countries, particularly those in transition, Least Developed Countries and Small Island Developing States, to meet growing Societal Needs at different levels. Congress recalled that capacity development activities included assisting Members with advocacy to national, regional and global leadership, resource mobilization efforts, management and institutional change processes and education and training.

11.2.2 Congress noted that capacity building is a crosscutting activity and contributes to all Expected Results (ER), especially ER 6 and Strategic Thrust 3 of the 2012 to 2015 Strategic Plan.

11.2.3 Congress noted that the third meeting of the Executive Council Working Group on Capacity Building (EC-WG/CB) in October 2010 discussed the advancement of a Capacity Development Strategy (CDS) and possible mechanisms to support articulation of a CDS within WMO.

11.2.4 Congress further noted the report by the Task Group on WMO Reform stressing that the bodies associated with implementing capacity building activities within WMO should be oriented to direct and support the strategic thrusts of the WMO Strategic Plan in a holistic and sustainable manner rather than by way of a number of uncoordinated, one-off activities.

11.2.5 Congress was of the view that the preparation and implementation of a Capacity Development Strategy would greatly assist WMO in the coordination and priority setting of capacity development activities arising from the global high priority areas as well as requirements of the Regional Associations and the Technical Commissions.

Overall objective

11.2.6 Congress agreed that the overall objective of WMO capacity development should be to facilitate sustainable development of NMHSs to support the needs of its Members in relation to the Strategic Thrusts and Expected Results in the Strategic Plan. The Congress supported the elements of "capacity development" described in the annex to Resolution 11.2/1 as being representative of WMO goals and future direction for its capacity development efforts.

11.2.7 Congress agreed that the CDS should address how WMO governance and coordination of capacity building could be enhanced to ensure appropriate strategic guidance and comprehensive delivery of development assistance to Members.

11.2.8 Congress expected that, given the co-dependence of neighbouring NMHSs to meet their respective mandates, all Members would benefit from the successful implementation of the CDS.

General Considerations

11.2.9 Congress noted that the CDS would build upon and contributes to the implementation of major international initiatives, including MDGs, the 4th UNLDC Conference, GFCS and regional programmes. Congress further noted that the CDS would fulfil the purposes of the Organization listed in Article 2 (a, b, d, and f) of the Organization's Convention.

11.2.10 Recognizing the importance of continuing the capacity building efforts under each WMO Programme, especially, LDCP, TCOP, VCP, ETRP and Regional Programmes; Congress noted that the CDS should promote improvements in coordination between these programmes and thus better contribute to building the fundamental capacities and capabilities of NMHSs in developing countries, in particular those in transition, LDCs and SIDSs.

11.2.11 Congress further noted that the CDS should facilitate stronger national political ownership, development of relevant policies and legal frameworks, and enhance sustainability by linking regional, sub-regional and national planning processes.

11.2.12 Congress stressed that to successfully deliver the Expected Results would require improved internal collaboration and consistency of the development efforts within the Organization, including Regional Associations (RAs), Technical Commissions (TCs), WMO and WMO co-sponsored Programmes, and across all Departments within the Secretariat. The CDS would provide such a framework.

11.2.13 Congress noted the importance of providing guidance and oversight during the development and subsequent implementation of the CDS and noted that the Executive Council could play such a role. Building on the work of the EC-WG/CB, Congress requested the Council to consider governance mechanisms to oversee and further harmonize capacity building activities of the WMO.

11.2.14 Congress requested that the following areas be considered in the development of the Capacity Development Strategy:

- How to assess the capabilities of Members to accurately identify existing gaps, non-compliance to WMO standards and assist in the long-term monitoring of the success of the Capacity Development Strategy. Congress considered that this could be part of the Country Profile Database.
- How to improve compliance to WMO standards and to maintain political support for the development of NMHSs. Stronger advocacy by WMO bodies and officers to encourage compliance and support may be an important aspect of the CDS.
- How to ensure national ownership as part of the development process and ensure that NMHS development plans are consistent with National Adaptation Programmes of Action (NAPAs), where applicable, and with the respective WMO Regional Association Strategic Plan.
- How to ensure that tailored NMHS products and services would be relevant for national decision-makers, development agencies, civil society and the general public. Congress noted that the WMO Service Delivery Strategy identified that early consultation with stakeholders in the development process was an important aspect of achieving national buy-in of new products and services.
- How to evaluate sustainability and impact of project outputs and outcomes.

- How to ensure that capacity development activities are scalable, based on the level of voluntary contributions from Members and support from other sources such as aid organizations.
- How to include global priority areas of the WMO in the use of the CDS to support decision-making on the setting priorities for the use resources. For the 2012 to 2015 financial period, these priority areas are the development of the GFCS, Aviation, WIGOS/WIS and DRR activities.
- How to recognize the key roles of RAs, TCs, WMO co-sponsored Programmes and Regional Offices (ROs) in integrating the requirements of the region, provision of advice from technical perspectives and realization of stronger regional presence through coordination and advocacy activities.
- How to provide and encourage volunteerism and bilateral cooperation in work of the WMO to developing countries.

11.2.15 Recognising the importance of strategic partnerships and shared execution of capacity development activities, Congress stressed that the facilitative role of the Organization should be enhanced under the Strategy. Congress urged the Secretary-General to play an active coordinating role in Strategic Planning, Advocacy, Pilot Projects and especially Resource Mobilization because the development effort will require external resources.

11.2.16 Congress adopted Resolution 11.2/1 (Cg-XVI) – WMO Strategy for Capacity Development.

DRAFT RESOLUTION

Resolution 11.2/1 (Cg-XVI)

WMO STRATEGY FOR CAPACITY DEVELOPMENT

THE CONGRESS,

Noting:

- (1) Article 2 (a), (b), (d), (f) of the Convention of the World Meteorological Organization which relates to capacity development;
- (2) Resolution 8.1/1 (Cg-XVI) WMO Strategic Plan;
- (3) Resolution 30 (Cg-XI) Development of National Meteorological and Hydrological Services;
- (4) Strategic Thrusts of the WMO Strategic Plan 2012-2015 calling for enhancing capabilities of Members and NMHSs, strengthening partnerships and cooperation and good governance;
- (5) Paragraph 4.9.11 of the Abridged Final Report of the Fifteenth Session of Regional Association VI requesting the Secretary-General to look at innovative ways to strengthen the capacity-building activities with a view to presenting a new concept of effective development assistance to the Sixteenth World Meteorological Congress in 2011;

Noting further:

- (1) The definitions of capacity development in bilateral and multilateral development organizations such as the Organisation for Economic Co-operation and Development/Development Assistance Committee (OECD/DAC), which defines capacity development as “the process whereby people, organisations and society as a whole unleash, strengthen, create, adapt and maintain capacity over time”;
- (2) That capacity building is an element of all WMO Programmes, most notably the Least Developed Countries, Technical Cooperation, Voluntary Cooperation, Education and Training, and Regional Programmes; and,

Recognizing:

That capacity development is a comprehensive approach to enhancing capacity and includes the consideration of stakeholder requirements and existing capabilities in the preparation of development projects as well as the establishment of improved implementation and feedback mechanisms at regional, sub-regional and national levels;

Considering:

- (1) That the ability of a National Meteorological and Hydrological Service to fulfil its mandates not only depends on the strength of its own service, and the support provided to it by its national government, but also on the observations and technical contributions of neighbouring National Meteorological and Hydrological Services, and therefore, capacity development for the less developed National Meteorological and Hydrological Services ultimately benefits all WMO Members;
- (2) That capacity development is crosscutting and that the success of this activity will impact all WMO Programmes; and,
- (3) That capacity development activities need to be better coordinated to fulfil the purposes of the Organization;

Decides that:

A Capacity Development Strategy should be prepared taking into account the Elements of a WMO Capacity Development Strategy as set out in the Annex to this resolution;

Requests the Executive Council to:

- (1) Take the lead in preparing a crosscutting Capacity Development Strategy, which will provide further focus for WMO's efforts in the coordination and cooperation of technical assistance among Members, Regional Associations, Technical Commissions, WMO Programmes and the WMO Secretariat;
- (2) Establish a mechanism leading to approval of the above mentioned Capacity Development Strategy by the Executive Council; and
- (3) Submit a report to the Seventeenth Congress on the application of the Capacity Development Strategy during the sixteenth financial period.

Requests Members, Regional Associations, Technical Commissions and WMO co-sponsored Programmes to:

Support the creation of a Capacity Development Strategy;

Requests the Secretary-General to:

- (1) Provide the necessary support to the Executive Council to develop a Capacity Development Strategy;
- (2) Further promote partnerships and coordination among WMO departments and programmes to effectively and efficiently implement capacity development activities of the WMO;

- (3) Further cultivate relationships in the regional, sub regional and national levels to ensure that capacity development projects and activities supported by the WMO meet the specific user needs of each Member; and,
 - (4) Ensure coordinated and streamlined capacity development activities within the WMO.
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Annex to Resolution 11.2/1

Elements of a WMO Strategy for Capacity Development

Definition of Capacity Development

- 1) Capacity is defined as the ability of individuals, organizations and society as a whole to perform, sustain itself, and self renew.
- 2) Capacity development is defined as the process of strengthening the abilities or capacities of individuals, organizations and societies to solve problems and meet their objectives on a sustainable basis which:
 - a) Is an on-going continuous improvement process with feedback mechanisms rather than a short-term intervention;
 - b) Aims to augment capacity in a manner conducive to sustained growth;
 - c) Includes the activities, approaches, strategies, and methodologies which help organizations, groups and individuals improve their performance, and generate development benefits;
 - d) Is an endogenous process driven by national mechanisms and facilitated by complementing external agencies; and
 - e) Should be evaluated based on growth as a whole and over time.
- 3) In the WMO context, this definition puts emphasis on a **holistic approach to building competencies and capabilities of NMHSs**. Also it promotes the role of the NMHS in all aspects of development rather than multiple parallel efforts to improve an NMHS's capacity in a non-cohesive manner.
- 4) The definition also implies NMHSs should have strong linkages to national, sub-regional and regional planning and political processes to ensure sustainability as well as coordination and cooperation with related capacity development activities.
- 5) Capacity development recognizes that two types of capacities, **technical capacities** and **management capacities** are needed to sustain capacity development. These two types of capacities are distinct, yet inter-related. While technical capacities are straightforward and have been well addressed during the long history of technical cooperation of WMO, management capacities are also required in the formulation of institutional arrangements and leadership to implement and review policies, strategies, programmes and projects. These include the capacity to:
 - a) Engage with stakeholders to identify, and create consensus around development issues, as well as related policies, regulations and laws;
 - b) Articulate the mandate of the NMHS or to envision the desired course of the organization;
 - c) Develop a strategy, translate it into an actionable plan and prepare a budget; and
 - d) Implement a programme or policy and to monitor its implementation and evaluate results.
- 6) These core management capacities are fundamental to all organizations, institutions and societies needed to be effective and function well; without which technical capabilities cannot be maintained over time.

Capacity Development Process

- 1) The capacity development process should be a continuous process that comprises of at least five steps rather than a "one-off" intervention. The basic five steps of the capacity development process are:

- a) Engage Stakeholders
The first step is to identify and engage stakeholders. To ensure an effective and sustainable capacity development process, political commitment and ownership is essential and therefore NMHSs need to embed their capacity development plans in National, Sub Regional and Regional Development Plans is required.
- b) Assess capacity assets and needs
The level of existing capacity and desired future capacity needs to be assessed to gather critical information and knowledge on capacity assets and needs. Such assessment helps to formulate capacity development responses and to prioritize capacity development investments.
- c) Formulate a capacity development response
UNDP uses the term capacity development response to refer to an integrated set of deliberate and sequenced actions that are embedded in the programme or project. Strategies proposed in capacity development response are usually including elements related to management capacities such as institutional arrangements, leadership, knowledge and performance.
- d) Implement a capacity development response
To successfully implement capacity development response, initiatives for change must be owned at the national or local level. Implementation of capacity development response is a part of the programme or project implementation and should be part of the national development plan. During implementation, efforts should also be made to best align the existing system and capacity to the response.
- e) Evaluate capacity development
Evaluation focuses on how outputs contribute to the achievement of overall goals. Evaluation should address whether capacity development response has helped to build, enhance and retain capacities of the NMHS. It should also include institutional arrangements, leadership, knowledge and performance, individuals, organisation, and society levels. Reporting on the results achieved for Members is critical for the capacity development process. This evaluation will increase the effective involvement of Members in the implementation of the CDS

2) Although establishing baselines is a necessity, it should also be noted that some aspects of capacity development are difficult to measure quantitatively because aspects like behaviour change cannot be fully captured by any quantitative scales. In addition, effects of capacity development response may be seen only some years later thus it is not appropriate to assess only after a short period of time. Therefore, for evaluation to capture overall progress, both qualitative and quantitative analyses on information from subjective and objective sources need to be utilized.

Towards a Strategy for WMO Capacity Development

- 1)** A WMO Capacity Development Strategy should be used to infuse the definitions and processes described above across all WMO RAs, TCs, and Programmes. The creation of the Development and Regional Activities Department (DRA) within the WMO Secretariat has provided a focus for the coordination and cooperation of technical assistance among Members, the Secretariat, RAs, TCs and WMO Programmes. Development of a crosscutting strategy for capacity development will provide further focus for WMO's capacity building programmes (ETRP, LDCRP, TCOP, and ROs) as well as add measures to strengthen the long-term viability of capacity assistance offered by other WMO programmes.

- 2) The crosscutting nature of capacity development is evident as the AgM, HWR, PWS, AM and DRR Programmes all seek to build the capacity of WMO Members through human resource, technical and infrastructure development to support climate change adaptation in their countries. The WIS and WIGOS initiatives also have a significant component of capacity development that will primarily be overseen by the World Weather Watch Programme or its successor. While technical assistance in specific programmatic areas would continue, the CDS should provide an umbrella for the capacity development activities already identified under the five Strategic Thrusts for the 16th Financial Period; GFCS, DRR, WIS/WIGOS, qualifications and competencies for aeronautical meteorological personnel, and general capacity development of NMHSs and their personnel in developing countries, particularly those in transition, LDCs and SIDSs.
- 3) Closer programme collaboration with ETR, greater involvement of Regional Training Centres (RTCs) in capacity building in weather-, climate- and water-related matters and joint capacity building activities among CCI, CHy, CAgM, CBS, CAeM, WMO co-sponsored Programmes and external partners should be integral to the CDS.
- 4) It can be anticipated that in all of these programmes it will be necessary to balance the needs of long-term, large (multi-Member) high-impact projects with activities of a short duration, lower cost and medium potential impact with regard to number of beneficiaries, with approaches such as training-of-trainers, roving seminars and distance and blended learning to be principally pursued, resorting to regional or global face-to-face courses only when it is proven to be the most practical, or sole solution.

Considerations

- 1) A number of considerations on the role of the WMO and its organs are important to the formulation of the CDS
 - a) Capacity development is an endogenous process as stated earlier and it cannot be forced from outside. For successful capacity development implementation, therefore, WMO's role should be to facilitate the development of technical and management capacities as well as through assisting Members conduct the 5-step capacity development process.
 - b) For institutional arrangements to be more effective, considerations should also be given to building on major international initiatives and commitments including Millennium Development Goals, the 4th UNLDC conference (UN-LDC IV) follow-up, GFCS and regional initiatives and to contribute to their implementation; forging new strategic partnerships with shared execution when practical.
 - c) While facilitating stronger national political ownership, WMO can assist in the development of relevant policies and legal frameworks, and enhancing sustainability by linking regional, sub-regional and national planning processes. Development of management capacities should result in stronger advocacy at the national and international level to improve compliance to WMO standards, and maintain political support for development of NMHS. Enhancing the Country Profile Database may provide some of the tools needed to better determine member needs and progress.
 - d) Regional Associations, Technical Commissions and Regional Offices all have key roles, which could be clarified and enhanced. For example, Regional Association focus on integration of the requirements of the region should lead to the identification of specific actions and outcomes that build the capacity of the region; TCs with the help of WMO co-sponsored Programmes provide advice from scientific and technical perspectives offering standards and guidance on how these activities could be carried out effectively, and ROs working with the RA could focus more on coordination of projects, assisting regionally

organized initiatives and advocacy activities using its regional presence to foster development. The CDS should also consider how to respond to requests by Members for a stronger WMO regional presence and more frequent missions to Members to assist in advocacy and resource mobilization and to complement the information in the database.

- e) Project oversight and management should be reinvigorated including: improved pre- and post-evaluation of projects and partnerships for their relevance and potential to assist Members. Streamlined procurement and reporting mechanisms to improve delivery time of projects while ensuring accountability, stronger project tracking at senior levels, as well as increased information for donors/stakeholders is needed, especially in light of voluntary funding.
 - f) To strategically mobilize resources under the CDS, it would be helpful to establish a compliance database and systematic monitoring of performance of NMHS to be used in better understanding and addressing existing gaps. Updated guidelines are also necessary when applied as a dynamic tool in affording a clear sense of direction and progress. Such information would lead to the establishment of reference points, a baseline situation and to the development of Metrics to show progress. It is noted that Country Profile Database could be useful to develop such tools.
 - g) Also important would be the establishment of mechanisms to improve internal collaboration, coordination and synergy with WMO Secretariat Programmes to minimise duplication of effort and establishing a consistent approach across all development efforts of the WMO.
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