

DRAFT

Capacity Development Strategy Implementation Plan

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Executive Summary

The Capacity Development Strategy (CDS) as approved by EC-64, manifests the holistic nature of capacity development. Based on the criteria given by Sixteenth Congress, EC-LXIII and EC-64, a strategic framework was developed to ensure that a range of relevant considerations were factored into the CDS, and subsequently, the Capacity Development Strategy Implementation Plan (CDSIP). An analysis of how the WMO can best assist NMHSs develop and sustain their services led to the preparation of six Strategic Objectives of the CDS:

Strategic Objective 1: Define required capacities and identify deficiencies

Strategic Objective 2: Increase visibility and national ownership

Strategic Objective 3: Optimize Knowledge Management

Strategic Objective 4: Reinforce Resource Mobilization and Project Management

Strategic Objective 5: Strengthen Global, Regional and Subregional Mechanisms

Strategic Objective 6: Increase Education and Research Opportunities

The CDS is expected to serve as a basis for action beyond this financial period, but the CDSIP for 2012-2015 seeks to identify activities during this period that contribute to the accomplishment of the CDS Strategic Objectives.

As a standard-setting organization, the WMO provides the framework for international cooperation in weather, water and climate. By promoting the establishment of standards for measurement of geophysical observations as well as processing and standardization of related data, it provides a point of reference needed by National Meteorological and Hydrological Services (NMHSs) to build their service, cooperate with their neighbours, and contribute to global efforts.

The CDS puts emphasis on communicating these WMO technical requirements and on assisting Members translate them into national, regional and global priorities and actions. Over the last two decades this emphasis has been somewhat muted as new technologies and rapidly developing changes in methods of data collection and exchange rendered many WMO requirements obsolete or incomplete. During this financial period, these standards, requirements and manuals should be brought up to date and promulgated. A clear need for compliance must be put forward to create what has been called a “culture of compliance”. In parallel, reports by NMHSs on their conformance to these requirements should be collected and used to establish baseline information/ identify gaps at national, regional and global levels. The collected information should be used in the formulation of WMO assistance to Members in the development of their NMHS.

This focus on compliance will further collaboration between the NMHSs and advance the application of meteorology to public weather services, agriculture, aviation, shipping, the environment, water issues and the mitigation of the impacts of natural disasters.

Paramount for this financial period are foundational activities vital to inform future action. For example, tools to communicate both what NMHSs need and what WMO has to assist should be improved. Baseline information on national capabilities should be established and the roles of WMO bodies

contributing to the capabilities should be clarified. Once mechanisms in these areas are established they should serve to further elucidate priorities for future plans and contribute to the development of a future WMO Strategic and Operating Plan.

Section 3 of the CDSIP identifies CDS key activities and priority areas for 2012-2015 relating to each of the six Strategic Objectives with an estimate of regular budget allotment for each Strategic Objective.

Building on Section 3, the CDSIP Table in Annex 9 provides specific WMO Programme activities derived from the WMO Strategic Operating Plan 2012-2015 with approximate regular budget allocations identified for each Strategic Objective. It also is a first effort to map WMO capacity development activities -- through its various programmes and across the Expected Results of the WMO Strategic Operating Plan and the regular budget (2012-2015) -- to these six Strategic Objectives. While Section 3.2 of the CDSIP describes the roles of WMO entities in general, the CDSIP Table identifies those with primary responsibility for a representative listing of specific activities by WMO Programme. Attention was given to the institutional, infrastructural, human and procedural capacities at global, regional and national levels.

The CDS continues WMO's emphasis on assisting NMHSs in engaging with national stakeholders. Such engagement should to foster mutual understanding and yield prioritized requirements that justify investment in capacity while building national ownership, strengthening the NMHS service orientation, and emphasizing the socio-economic contributions of the NMHS.

1. Introduction

The purpose of this document is to provide Members of the World Meteorological Organization (WMO), through its Congress (Cg) and Executive Council (EC), with an Implementation Plan to support its Capacity Development Strategy (CDS) providing a coordinated and cohesive approach to capacity development activities by WMO in assisting Members to meet their mandates.

The roles of WMO constituent bodies as well as those of WMO Members in implementing the CDS are discussed to further cultivate a collaborative approach to what is a common goal, unattainable without the efforts of all. Particular emphasis is given to the role of the national governments, especially in planning and sustaining the capabilities of the National Meteorological and Hydrological Services (NMHSs) in partnership with regional and global communities, and in recognition of the importance of the NMHSs to public safety, security, national development and general social and economic benefits which flow from weather, water and climate services. The Capacity Development Strategy (CDS) aims to ensure that WMO capacity development activities are scalable, capacity development investments are monitored and results evaluated for sustainability over time. This Implementation Plan is bound to the WMO Strategic Operating Plan 2012-2015 and is thus developed for a four-year period, whereas the Capacity Development Strategy itself describes a long-term strategy potentially over several planning periods.

Distinction is made between “capacity building” and “capacity development” (See [Annex 1: Definitions](#)). The former approaches development as if no capacity currently exists and the later considers existing capacities with an emphasis on a more holistic approach and national ownership of the development process. WMO assistance to NMHSs must be informed by existing and planned capacities. In most cases there are existing capacities, but in exceptional cases, such as countries emerging from conflict or major natural disaster, capacity building is an appropriate approach. For concrete examples on how WMO assists in Capacity Development, see [Annex 2: Case Studies](#).

2. Strategic Framework

Analysis of WMO assistance to NMHSs resulted in the identification of a number of issues which lead to the described Strategic Objectives and Strategic Approaches.

The Strategic Objectives and Strategic Approaches, together with the activities and associated Implementation Plans, are expected to create an enabling environment that will ensure that implemented capacities are sustainable and retained over time. Each of the Strategic Objectives corresponds to one or more of the eight steps of the Capacity Development Process and speaks to the identified issues. See *Annex 3: Capacity Development Process, Dimensions and Quality Management Approach* for more information.

The Strategic Approaches will address how the vision above can be achieved in terms of Capacity Development. The Strategic Mechanism builds upon the following aspects of Capacity Development:

- The **Eight-Step Capacity Development process**, adapted from the five-step approach of UNDP and others, for example, to better reflect the steps required for NMHSs development;
- The **four** dimensions of the capacity development (Human, Institutional, Infrastructure, Procedural);
- The WMO **Strategic and Operating Plans** (SP and OP 2012-2015);
- The **WMO Programmes**;
- The complementing **roles** of constituent bodies, the WMO Secretariat, Members and partners in capacity development;
- The **Quality Management System** - a set of interrelated or interacting elements that organizations use to direct and control how quality policies are implemented and quality objectives are achieved;
- The WMO **Strategy for Service Delivery**, which seeks to build and institutionalize practices to strengthen service delivery by describing key strategy elements and activities.



Figure 1: *The CDS Strategic Framework*

2.1 RELATIONSHIP TO THE WMO SP AND OP (2012-2015)

Capacity Building is one of the strategic thrusts of the WMO Strategic and Operating Plans for 2012-2015. It is recognized as a cross-cutting activity that relates in many ways to the other thrusts and is found in all of the Expected Results (ERs) of the WMO Strategic Plan. In addition, ER 6 (*Enhanced capacities of NMHSs, in particular in developing and least developed countries, to fulfil their mandates*) recognizes that special attention must be given to improving the capabilities of NMHSs in developing and least developed countries.

The SP includes “capacity building for the developing and least developed countries” as one of the five strategic priority areas expected to make a significant contribution to the achievement of the Expected Results of the SP. See more discussion on these at [Annex 4: CDS and WMO priority areas.](#)

3. Implementation Plan

The implementation of the WMO Capacity Development Strategy is structured with key activities supporting the 16 strategic approaches under the Strategic Objectives described above. Section 3.1 describes the general implementation framework with key activities, a summary of priority activities and regular budget by CDS Strategic Objectives for 2012-2015, the roles of various stakeholders and approaches to Resource Mobilization. More detail is given on activities by Strategic Objective mapped to WMO Programmes, the WMO SOP KOs and estimated budget allocation (2012-2015) in the table in Annex 9.

3.1 KEY ACTIVITIES AND PRIORITIES FOR 2012-2015

Objective 1: Define required capacities and identify deficiencies

CHF 8,337,000¹

1A: Emphasize compliance with WMO technical requirements to address priorities

Key Activities of the WMO

- Clarifying WMO standards, technical requirements, practices and priorities
- Compiling compliance reports
- Organizing training activities

1B: Assist countries in identifying deficiencies of the NMHSs

Key Activities of the WMO

- Organizing stakeholder fora to guide national and regional requirements process and to show global interdependence

¹ Note 1: The assumption used to determine the cost implication is as follows:

1. Non-staff costs are captured. Staff costs are excluded.

2. Costs of activities are captured by objective as follows:

Objective 1: costs of activities relating to the sessions of technical commissions, the Training Programme, the Regional Programme (20 per cent only), and Expected Result 7;

Objective 2: costs of activities relating to the Public Weather Service Programme, the Aeronautical Meteorology Programme, the Tropical Cyclone Programme, the Disaster Risk Reduction Programme, the LDC Programme (50 per cent only), the Marine Meteorology Programme, and the Regional Programme (10 per cent only)

Objective 3: costs of activities relating to the Regional Programme (10 per cent only), and the REM costs for information and communication technologies (10 per cent only).

Objective 4: costs of activities relating to the Resource Mobilization Programme and the VCP Programme

Objective 5: costs of activities relating to the Regional Programme (60 per cent only)

Objective 6: costs of activities relating to fellowships and the Research Programme

- Organization of national and regional users' events
- Developing guidance material on the role and operation of NMHSs
- Country assessments and independent analysis, conducting and reporting on country assessments to establish baselines
- Promoting transparency through information sharing leading to the development of requirements-driven strategies

1C: Encourage development of services to address specific user needs

Key Activities of the WMO

- Development of communication plans
- Definition of new services and new products to be delivered by the NMHSs in accordance with the WMO Strategy for Service Delivery

1D: Establish modalities for partner and stakeholder engagement

Key Activities of the WMO

- Working with national partners and government entities to build a common vision for use of environmental information to address societal needs
- Organization of national development partner and stakeholder meetings
- Sharing of projects and requirements

Priorities for Strategic Objective 1

- Cultivate culture of Compliance
 - Update and clarify standards
 - Communicate updated standards and technical requirements and NMHS responsibility to comply
 - Assist Members report on their compliance (assessments, reporting tools, etc.)
- Focus assistance to address the NMHS deficiencies that are required for priority areas – Aviation, GFCS, WIGOS, DRR (especially for LDCs/SIDS)
 - Continue the process of assisting NMHSs to complete the QMS process of becoming ISO-certifiable, with a recommendation to become fully ISO certified
 - Support the implementation of competency assessments through provision of guidance, assessor training and where necessary, targeted implementation support based on twinning and Secretarial support
- Continue to assist NMHS build stakeholder confidence and service delivery vision

Objective 2: Increase visibility and national ownership

CHF 6,183,000

2A: Emphasize socio-economic benefits of services provided by NMHSs to decision makers

Key Activities of the WMO

- Developing an advocacy, outreach and communication strategy to approach government
- Advocating inclusion of NMHSs in the national development planning process and to secure buy-in and national funds contributions to the development of NMHSs

2B: Assist NMHSs to incorporate requirements into national policy, legislative frameworks and national development plans

Key Activities of the WMO

- Collecting and disseminating examples of clear legislative and policy frameworks, best practices and case studies
- Assisting developing countries clarify national laws and procedures through consultation, and training
- Collecting and researching of socio-economic benefit information
- Assisting NMHSs in the development of their strategic plans to include the four dimensions of NMHSs capacity

2C: Enhance outreach to end users and decision makers

Key Activities of the WMO

- Assisting NMHSs through workshops, training events and consultancies in the development of services designed to meet user needs, with particular emphasis on public weather services for increased visibility of NMHSs

2D: Develop leadership and management capacities

Key Activities of the WMO

- Enhanced training to develop leaders at various NMHSs organizational levels
- Development of a network of qualified experts to assist NMHSs with management skills and strategic planning
- Facilitating twinning arrangements

2E: Reinforce national support to meet societal needs for weather, climate and hydrology services

Key Activities of the WMO

- Categorizing NMHSs according to the level of services and use the categories to guide assistance
- Link the categories to human, institutional, infrastructural and procedural capacities needed to provide the required levels of service (for information on NMHSs categories, see [*Annex 6: Categorization of NMHSs*](#))
- Tailoring fellowship and training activities as well as technical assistance to address identified deficiencies and WMO priority areas

Priorities for Objective 2

- Emphasize NMHSs responsibility to comply with WMO standards and technical requirements as to use of WMO guidance material to build national support
- Use information gathered from Categories of NMHS service, CPDB, and surveys to seek national support based on need

- Includes filling gaps in observing systems, institutional, human and procedural capacities
- Continue and expand direct country assistance (advocacy, assessments, project formulation, strategic planning)
- Continue assistance in establishing appropriate national legal and policy frameworks
- Continue focus on service, risk mitigation and socio-economic benefit to build national and partner support

Objective 3: Optimize Capacity Development Knowledge Management (CDKM) CHF 935,000

3A: Enhance mechanisms for collecting and sharing of up-to-date information relating to NMHSs development

Key Activities of the WMO

- Completing the development of a Country Profile Database
- Developing coordinated information collection mechanisms including surveys and online submissions from Members
- Relevant M&E data on NMHSs CD will be made available for access by stakeholders including partners and investors

3B: Share best practices and success stories relating to the development of NMHSs

Key Activities of the WMO

- Establishing web-based and other mechanisms
- Encouraging Members to prepare specific examples of successes and challenges in capacity development of their NMHSs
- Highlighting lessons learned and principles that could be applied in other countries

3C: Enhance communities of practice dealing with the development of NMHSs

Key Activities of the WMO

- Coordinating the work of informal groupings into communities of practice to provide assistance, insight, experience and knowledge of development and implementation of global and regional initiatives relating to development of NMHSs

Priorities for Objective 3

- Establish mechanisms for gathering and monitoring NMHS development (Categories, CPDB, Surveys, national assessment missions)
- Improving web-based tools to assist Members with access to WMO requirements, guidelines, and to report/monitor progress

Objective 4: Reinforce Resource Mobilization and Project Management CHF 336,000

4A: Enhance coordination and actively explore new funding opportunities and develop proposals through dialogue with stakeholders and development partners

Key Activities of the WMO

- Develop mechanisms for sharing information regarding funding opportunities and to facilitate access to donors

4B: Enhance capacity to develop, implement, monitor and evaluate projects

Key Activities of the WMO

- Creating a project coordination system within the Secretariat to assist in the development and coordination of large scale projects
- Developing a monitoring and evaluation toolkit and assistance and guidance in gathering data and information
- Workshops and courses on Project Management

4C: Encourage innovative voluntary and bilateral cooperation

Key Activities of the WMO

- Seminars and workshops to facilitate south-south cooperation
- Promote cooperation between NMHSs and their ODA agencies in development assistance
- Strengthen and expand VCP
- Encourage communities of interest such as the IPM

Priorities for Objective 4

- Build strong project oversight system within the Secretariat (create PCU and Project Oversight Board)
- Continue and increase resource mobilization and partnerships through a variety of activities (see *Annex 8, Resource Mobilization Strategy*)
- Use the need for NMHSs to comply with WMO requirements and technical standards to WMO target assistance in advocacy, resource mobilization, technology transfer, training and research

Objective 5: Strengthen Global, Regional and Sub-Regional Mechanisms

CHF 4,239,000

5A: Strengthen the work of global and regional centres

Key Activities of the WMO

- Delivering regional and sub-regional pilot projects and demonstrations with emphasis on the services that support regional issues, and their link with WMO priorities and global systems
- Assist NMHSs reduce the high cost of observing system expendables and maintenance

5B: Strengthen global, regional and sub-regional mechanisms to provide support for weather, climate and hydrological services

Key Activities of the WMO

- Working with the regional associations to build regional political support for NMHSs services
- Building partnerships with subregional bodies and economic groupings
- Strengthening RCOF process by providing training and workshops
- Building on the successful African Conference for Ministers Responsible for Meteorology (AMCOMET), Region-wide conferences for ministerial level officials would focus on the socio-economic benefits of investments in NMHSs and the expanding services required of NMHSs

- Collaborative arrangements with entities in the Region with mandates that are complementary to those of WMO can extend WMO's advocacy and support for NMHSs

Priorities for Objective 5

- Clarify roles of WMO bodies and regional centers in capacity development
- Continue and expand direct country assistance (advocacy, assessments, project formulation, strategic planning)
- Strengthen regional offices: more staff in Regions with emphasis on building partnerships with regional economic groupings, and regional organizations
- Continued engagement at regional level with ministers responsible for Meteorology and Climate Services

Objective 6: Increase Education and Research Opportunities

CHF 5,953,000

6A: Improve access to and provision of fellowships

Key Activities of the WMO

- Provision of fellowships and enhancing fellowship opportunities by building partnerships with academic institutions and academic societies
- Provision of education and training advice to RTCs

6B: Strengthen applications of research findings

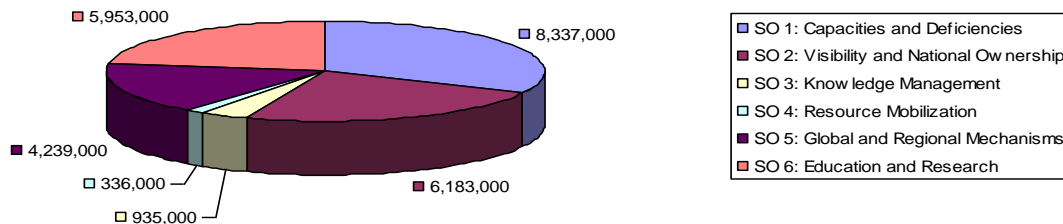
Key Activities of the WMO

- Workshops and seminars to share the information and findings
- Training workshops on the application of new research findings for operational use

Priorities for Objective 6

- Expand opportunities for developing countries to participate in research and share new findings for operational use
- Continue and expand education and fellowships opportunities especially in priority areas (e.g., Climate Services, Aviation Forecasting, DRR)

Pie Chart: CDS Budget Allocation by Strategic Objective 2012 - 2015



3.2 ROLES

WMO Secretariat

The role of the WMO Secretariat in the implementation of the CDS includes:

- Developing Guidance Material
 - Manuals and Guides are prepared to assist NMHSs in their work. This material contains standards and technical information as well as practical advice on data collection and exchange, policies and practices as well as specific guidance on the role of the NMHSs. The material is a reference for the establishment of requirements of the NMHS;
- Assisting with Country Assessments
 - The assistance of WMO experts or the facilitation of experts from other NMHSs in the assessment of capacities often provides the objectivity required by governments and donors in the preparation of strategic plans for the development of NMHSs;
- Collecting and disseminating “best practices”;
- Providing scientific context and input;
- Organizing education and training activities;
- Organizing forums/meetings/workshops for discussion and exchange;
- Organizing data/product exchange;
- Providing advocacy at global, regional and national levels;
- Assisting in resource mobilization;
- Assisting in project development and coordination;
- Implementing demonstration and pilot projects at regional, sub-regional and national level;
- Facilitating group meetings, reports, pilot and demonstration projects and other capacity development work of WMO constituent bodies;
- Developing tools for collecting and sharing information;
- Monitoring capacity development of weather, climate and hydrology services in Member NMHSs.

WMO Programmes

All WMO Programmes are linked to the ultimate aim of the Organization to “provide world leadership in expertise and international cooperation in weather, climate, hydrology and water resources and related environmental issues, and thereby contribute to the safety and well-being of people throughout the world and to the economic benefit of all nations”. Out of the 20 Programmes, most have specific responsibilities for the implementation of the CDS. For more information, see [Annex 6: Programme Support for Capacity Development](#).

WMO Constituent Bodies

World Meteorological Congress

The Congress is the highest level of decision-making regarding the CDS activities and will guide the work of the constituent bodies and the Secretariat. Congress has tasked the Executive Council (EC) to prepare a capacity development strategy and to report back on the implementation of the strategy in its next session. This strategy is developed at the request of the Congress to define how the WMO community can better develop the capacities of NMHSs to deliver weather, climate and hydrology services.

Executive Council

The Executive Council, following input from Congress, guides the work of the WMO. Under the Executive Council’s guidance, the EC Working Group on Capacity Development (EC WG-CD) has primary oversight of Capacity Development activities of WMO. The EC WG-CD consults with the EC Panel on Education and Training and seeks inputs from WMO Technical Commissions, Regional Associations, EC Working Groups and the VCP Informal Planning Meeting. The WMO Secretariat will be responsible for the provision of cross-programme capacity development activities and project coordination with ETR, LDC and Regional Programmes, WMO technical programmes, and resource mobilization efforts. More specifically, EC will approve the CDS and will receive regular reports on the implementation of the CDS.

Regional Associations

Some countries have accepted special responsibility concerning provision of basic regional services in areas such as aviation, tropical cyclones, climate services, and training (See [Annex 7: Regional Centres in Support of CD](#)). WMO’s six Regional Associations (RAs) are at the hub of these activities, recommending and monitoring the regional centres, organizing regional working groups, as well as pilot and demonstration activities, seminars and workshops to implement these priorities at regional and subregional levels. By defining regional requirements and gaps at the regional level, capacity development priorities are captured such that they can be reflected in global agendas and in National Development Plans (NDPs) and addressed through regional/ subregional partnerships and funding initiatives. RAs bring focus within a Region to urgent issues, such as the International Civil Aviation Organization (ICAO) requirements for aeronautical weather forecasting, widespread flooding, food security or health issues stemming from climate variability or change. It can also encourage regional or subregion-wide mitigation such as participation in the Severe Weather Forecast Demonstration Project or projects using the application of information derived from satellite observations and other tools for disaster risk reduction. More specifically, RAs will directly contribute to the Strategy Objective 5: Strengthened Global, Regional and Subregional Mechanisms.

Technical Commissions

The eight technical commissions are composed of experts designated by Members and are responsible for studying meteorological, climatological and hydrological operational systems, applications and research. They establish methodology and procedures and make recommendations to the Executive Council and the Congress. More specifically, technical commissions define gaps and needs from the operations perspective for capacity development work and also form task teams and working groups to address specific requirements.

Members

Each WMO Member State and Territory has the overall responsibility for the development of their NMHSs. While Members have differing arrangements, NMHSs are normally governmental institutions and have an important national role in support of a wide range of domestic and international responsibilities. Members must therefore define the duties of the NMHSs. Once defined and agreed to at the appropriate legislative or governmental body, it more clearly provides the basis for the level of service and requisite resources needed to fulfil these responsibilities. While the WMO can provide examples of the basic duties of NMHSs, resources required and best practices, the division of responsibility and levels of service to be sustained are national decisions.

In addition to the NMHSs maintaining a plan reflecting basic duties and special services, exhibiting good management and building scientific and user relationships, NMHSs need to be involved in national planning. Arrangements for development assistance within the UN system, as well as funding from other external organizations, are largely based on country strategies. In addition, support from other government departments or agencies for special services in agriculture, energy, health, water, land management, transportation and civil aviation, to name a few stakeholders, voiced at the national level, adds to the likelihood of sustained development. Global weather and climate models do require global data. As NMHSs extend to supply responses to policy issues (such as Climate Change), the interdependence of NMHSs around the world becomes more evident. Countries must contribute to international efforts, but benefit far more than the costs of doing so. More developed countries serve as global or regional centres, providing guidance information for other countries. Some countries which actively participate in WMO bodies, also actively assist other countries on a bilateral basis.

For more discussion on the capacities of NMHSs, see *Annex 5: Categorization of NMHSs*. For more information on the responsibilities to carry out various activities in support of the Capacity Development Strategy, see *Annex 9: Table – Implementation Plan for the WMO Capacity Development Strategy*.

3.3 RESOURCE MOBILIZATION

The WMO receives funding from its Members through assessed contributions to support core budget activities, including the work of the Secretariat, regional associations and technical commissions. In addition to regular budget funding, WMO mobilizes voluntary resources (extrabudgetary) through a range of funding modalities to support specific capacity development activities. The resource mobilization activities are further described in a separate Resource Mobilization Strategy; see *Annex 8: Resource Mobilization Strategy*.

4. ANNEXES

Annex 1: Definitions

<http://www.wmo.int/pages/prog/dra/documents/CDSIP-Annex1.doc>

Annex 2: Case studies

<http://www.wmo.int/pages/prog/dra/documents/CDSIP-Annex2.doc>

Annex 3: The CD Process, Dimensions and Quality Management Approach

<http://www.wmo.int/pages/prog/dra/documents/CDSIP-Annex3.doc>

Annex 4: CDS and WMO priorities

<http://www.wmo.int/pages/prog/dra/documents/CDSIP-Annex4.doc>

Annex 5: Categorization of NMHSS

<http://www.wmo.int/pages/prog/dra/documents/CDSIP-Annex5.doc>

Annex 6: Programme support for Capacity Development

<http://www.wmo.int/pages/prog/dra/documents/CDSIP-Annex6.doc>

Annex 7: Global and Regional Centres in support of CD

<http://www.wmo.int/pages/prog/dra/documents/CDSIP-Annex7.doc>

Annex 8: Resource Mobilization Strategy

<http://www.wmo.int/pages/prog/dra/documents/CDSIP-Annex8.doc>

Annex 9: Implementation Plan Table

<http://www.wmo.int/pages/prog/dra/documents/CDSIP-Annex9.doc>
