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Review of management and administration in the World Meteorological Organization (WMO)

**Supplementary Papers to Report of the Joint Inspection Unit
(JIU/REP/2021/1)**

Review Highlights

**Appendix: Survey of WMO Members' views on
the Constituent Bodies Reform**

Prepared by Keiko Kamioka



REVIEW OF MANAGEMENT AND ADMINISTRATION IN THE WORLD METEOROLOGICAL ORGANIZATION (WMO)

Inspector Keiko Kamioka



WORLD
METEOROLOGICAL
ORGANIZATION



Background

The World Meteorological Organization (WMO) originated from the International Meteorological Organization, which was founded in 1873 to facilitate the exchange of weather information across national borders. Established by the ratification of the Convention of the World Meteorological Organization on 23 March 1950, WMO became a specialized agency of the United Nations in 1951. It provides the framework for international cooperation at the global level on weather, climate and the water cycle, for the development of meteorology and operational hydrology.

WMO recognizes the need to continuously adapt to a rapidly changing world. The need for regular reform is driven by environmental degradation, resource constraints, increased competition, scientific and technical advances. WMO also sees the need of enhancing wider engagement of all its Member States and Territories, private and academic sectors, science community and partner organizations.



Objectives

The overall objective of the present review is to assess the progress of the constituent bodies reform and the secretariat restructuring; and to provide an independent assessment of management and administration, highlighting areas of concern and those in need of improvement, as well as good practices adopted by WMO.





What the JIU found

The main findings of the Report are:

1. The reform effort is a significant investment in more streamlined governance

An historic reform of the constituent bodies has been carried out in accordance with the directions given at the seventeenth session of Congress in 2015 and the following sessions of the Executive Council in 2016 and 2017. According to the results of a survey carried out by JIU seeking the views of WMO Members on the reform, there is general appreciation for the changes and the expected results thereof. The reform process, including communication thereon and the engagement of Members, requires further modification to achieve optimal results. The reform effort should be continuously adjusted to ensure that it meets its stated objectives and assessed for lessons learned and good practices.

2. The secretariat has undergone major restructuring

The secretariat has undergone major restructuring of its workforce in order to align itself with the new constituent body structure and to achieve annual savings of approximately CHF 1.3 million. The restructuring has resulted in a reduction in director posts at D-2 level from 8 to 6, an increase in D-1 positions from 10 to 13, a reduction of 23 posts in the General Service category, and the departure of 9 staff in the Professional category. The separation exercise cost the organization more than CHF 3 million. In addition, there are various other intrinsic costs associated with the restructuring, such as the loss of institutional knowledge, the negative effect of uncertainty on staff morale, retraining costs for those with new duties and training and induction costs for new recruits.

3. Strategic master plan and risk assessment is essential for the ongoing restructuring

Prior to this major restructuring, neither human resources strategy nor a comprehensive master plan had been established in the secretariat. Various changes were made at the same time, increasing the risk of the breakdown of internal controls and creating inefficiencies. Several communication channels were set up for staff to provide comments and feedback on the restructuring, but some were not utilized effectively. The restructuring could have achieved better results if the change management process used for the constituent bodies reform had been followed, together with a comprehensive master plan, verifiable results with a proper baseline, a risk assessment and cost estimates. A further adjustment of the secretariat structure should be made that includes wider consultation with staff and line managers, without compromising internal control, in order to achieve the objectives of the restructuring.

4. More comprehensive internal control and accountability frameworks are necessary

There is an urgent need for a comprehensive accountability and internal control framework in order to provide an enabling environment for staff at all levels to act responsibly with a full understanding and knowledge of their delegated authorities and corresponding responsibilities, as well as of the rules, regulations and procedures. Several accountability instruments, such as senior managers' compacts, a statement of internal control and job descriptions, provide fragmented information on delegated authorities and corresponding responsibilities. All these instruments should be reviewed and revised to ensure consistency and coherence.

5. Critical recommendations made by JIU should be institutionalized

The five reviews conducted by JIU (one in 2004, two in 2007 and two in 2008) issued numerous observations and recommendations, many of which have not been properly addressed and are repeated in the present review. Those critical recommendations made by JIU, once accepted by the organization, should be institutionalized into its policies and procedures, as appropriate, in order to avoid the recurrence of the same issues after changes in leadership and the transfers of key staff to other roles.

6. Format of the meetings of the Audit and Oversight Committee should be reviewed

The Secretary-General and his representatives regularly participate in the meetings of the Audit and Oversight Committee except for those held in camera, which may impair the perception of the Committee as an independent and impartial body. The format of the Audit and Oversight Committee meetings should be reviewed and revised, as appropriate, in order to ensure the independence, impartiality and integrity of the Committee.

7. Strategies for key management areas are needed

The secretariat needs strategies for key management areas, such as human and financial resources management, knowledge management and business continuity management. Comprehensive strategies in those areas should be developed and progress on them should be regularly reported to the Executive Council. The policies and procedures related to information technology were issued in 2007 and should be updated as soon as possible.

8. The restructured secretariat needs further improvements

The restructured secretariat, especially the Governance Services Department, needs further improvements as some of the arrangements lack logical business sense and compromise internal control. Before proceeding further with the restructuring, the secretariat should conduct an organizational review to ensure logical grouping of work units and a streamlined workflow in order to maximize the use of limited resources without compromising control and risk mitigation.

9. Right people should be placed at the right place

The location and/or the reporting lines of the Legal Counsel, the Risk Officer, the Evaluation Officer and the Controller are not in line with their respective duties and responsibilities, which should be properly addressed. Certain critical positions, such as Director of Finance and Administration, Chief Information Officer and Chief Security Officer, are missing. An organization without qualified senior officials with relevant experience to fulfil those key roles exposes itself to the risk of mismanagement and loss of institutional credibility and integrity. The Secretary-General should recruit, as soon as possible, a qualified senior-level official who can direct, organize and coordinate financial, accounting, human resources, corporate information technology, procurement and other administrative activities, as well as design, maintain and enhance the Enterprise Resource Planning system with a full knowledge of IPSAS.

10. Re-establishing trust and partnership between management and staff is crucial going forward

Learning from the first phase of the restructuring, a coalition of line managers and staff who have a full appreciation of the actual work at ground level could be formed and jointly conduct a structural and process review of the overall secretariat restructuring.

Such a process would create joint ownership of the new structure and new work processes by both management and staff. A staff survey has not been conducted since the secretariat restructuring started in 2019. A staff survey, designed jointly by management and the Staff Committee, should be conducted to gather data on the experiences and suggestions of staff.



Approach & Methodology

In accordance with JIU internal standards and working procedures, the review was conducted using a combination of qualitative and quantitative data collection methods from different sources for consistency, validity, and reliability.

- Desk review of relevant WMO documents;
- 4 questionnaires to the secretariat, the Internal Oversight Office, the Ethics Officer and the Chair of the Audit and Oversight Committee;
- 46 interviews with 48 stakeholders, including the President of WMO, the Executive Management, senior managers and other personnel in charge of the main administrative, management and oversight functions, support staff and staff representatives;
- Survey of Members' views on the constituent bodies reform;
- Observation of the seventy-second session of the Executive Council and the thirty-ninth session of the Financial Advisory Committee.



What the JIU recommends

The JIU makes 4 formal recommendations and 27 informal recommendations:

The Executive Council is called on to:

1 By the end of 2022, commission an independent evaluation of the constituent bodies reform to review the process used to implement the reform and its substantive results, including the alignment of the restructured secretariat, as well as good practices and lessons learned.

The Secretary General of WMO is called on to:

2 By no later than the end of 2021, commission a joint review team, comprised of management and staff who are familiar with each area of work, to conduct a structural and process review, facilitated by an independent expert, to further refine and adjust the overall secretariat restructuring in order to achieve the objectives of such restructuring.

3 By the end of 2021, prepare a comprehensive accountability and internal control framework and submit it to the Executive Council for approval.

4 By no later than the end of 2021, prepare a comprehensive human resources strategy and submit it to the Executive Council for approval. Progress on the strategy should be reported at least annually thereafter as a regular item on the Executive Council's agenda.



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The Joint Inspection Unit is the only independent external oversight body of the United Nations system mandated to conduct evaluations, inspections and investigations system-wide.
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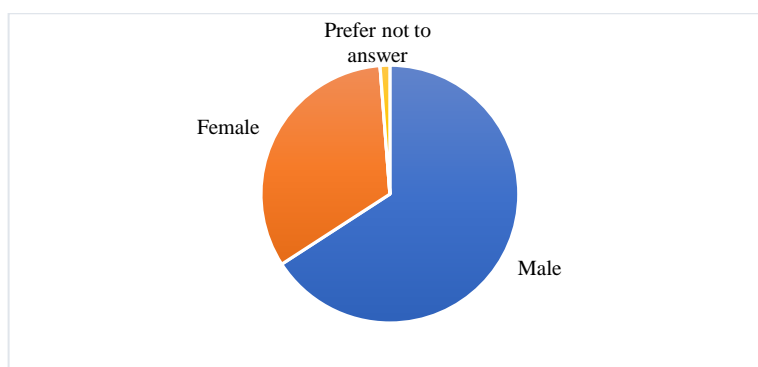
28 Participating
Organizations

Appendix to JIU report: Review of management and administration in the World Meteorological Organization (WMO) (JIU/REP/2021/1)

Survey of WMO Members' Views on the Constituent Bodies Reform

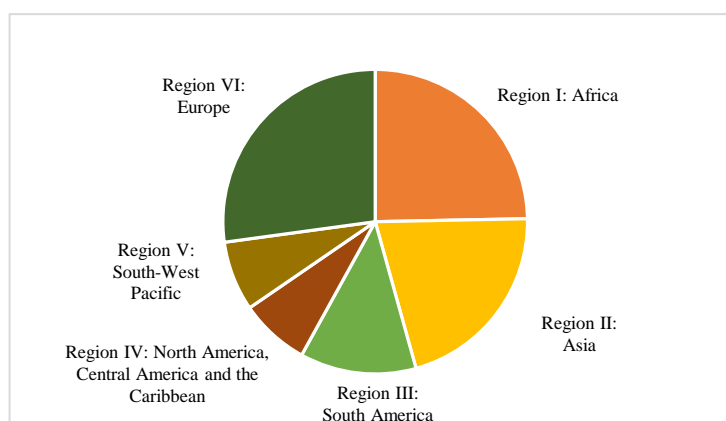
Q1 Please select your gender:

Answer choices	Responses
Male	54
Female	27
Non-identifying	0
Prefer not to answer	1



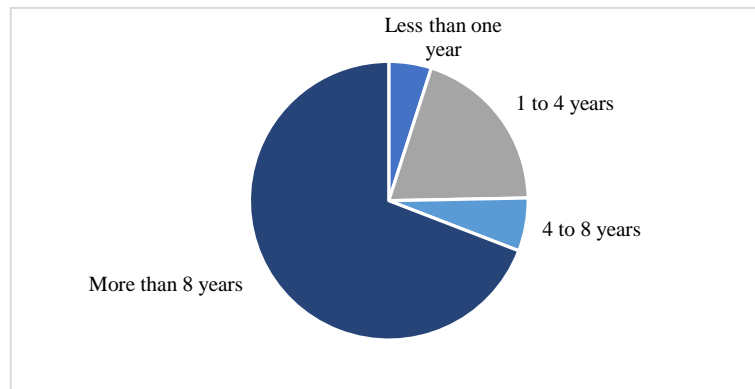
Q2 Please select to which Regional Association you belong to:

Answer choices	Responses
Region I: Africa	24.69%
Region II: Asia	20.99%
Region III: South America	12.35%
Region IV: North America, Central America and the Caribbean	7.41%
Region V: South-West Pacific	7.41%
Region VI: Europe	27.16%



Q3 For how long have you been a WMO Member?

Answer choices	Responses
Less than one year	4.94%
1 to 4 years	19.75%
4 to 8 years	6.17%
More than 8 years	69.14%

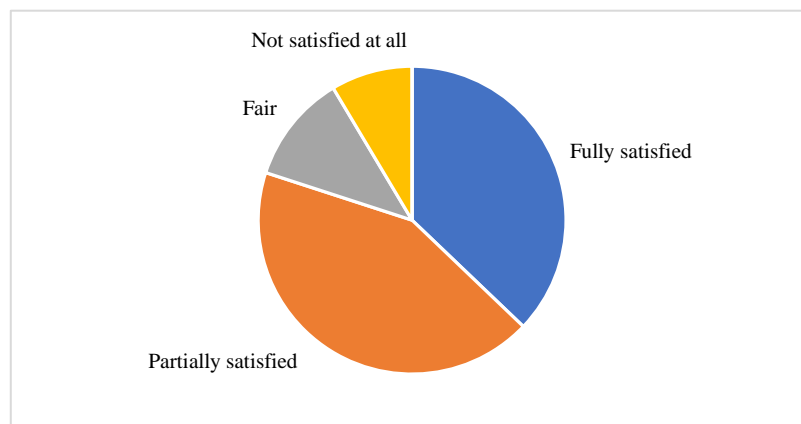


Q4 Please select all roles applicable to you.

Answer choices	Responses in numbers
Member of the Executive Council	15
President/Vice-president of a Regional Association	3
(Former) Member of the CBR Task Force	4
Member of the Policy Advisory Committee (PAC)	7
Member of the Technical Coordination Committee (TCC)	4
Member of the Research Board	1
Member of Technical Commissions	13
Member of Financial Advisory Committee (FINAC)	5
Permanent Representative (Principal)	38
Alternate to the Permanent Representative	8
Advisor to the Permanent Representative	28
Expert	16
Other (please specify)	12

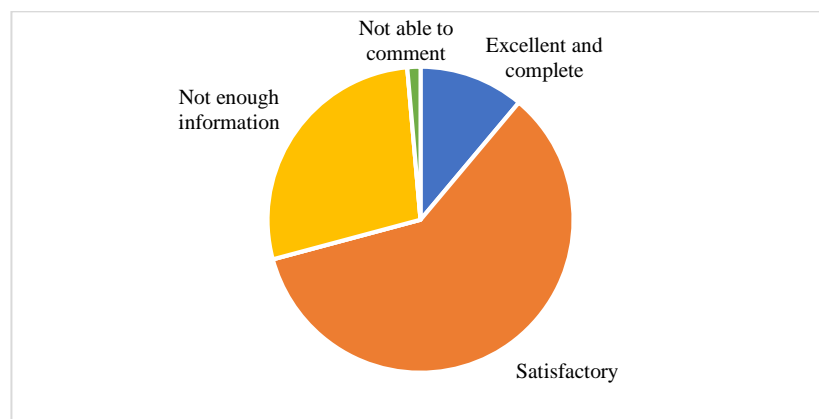
Q5 As a Member of WMO, how satisfied are you with the level of consultation to inform the governance reform process?

Answer choices	Responses
Fully satisfied	37.14%
Partially satisfied	42.86%
Fair	11.43%
Not satisfied at all	8.57%
Not able to comment	0.00%



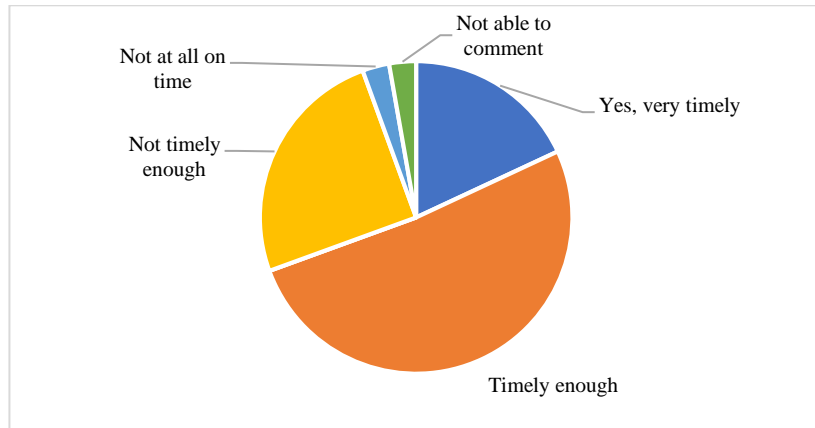
Q6 Please rate the information you were provided to understand the proposed changes and the expected results of the governance reform?

Answer choices	Responses
Excellent and complete	11.11%
Satisfactory	59.72%
Neutral	0.00%
Not enough information	27.78%
Not at all sufficient	0.00%
Not able to comment	1.39%



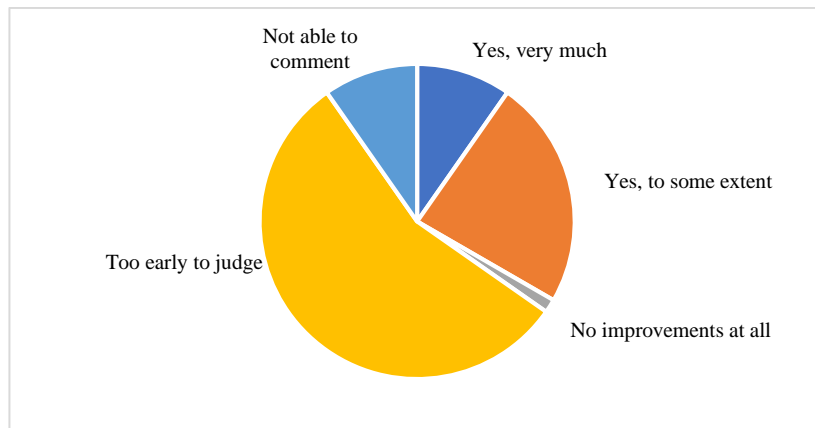
Q7 Was the information on the governance reform provided to you in a timely manner to enable consultations, input and participation from your country/territory?

Answer choices	Responses
Yes, very timely	18.06%
Timely enough	51.39%
Neutral	0.00%
Not timely enough	25.00%
Not at all on time	2.78%
Not able to comment	2.78%



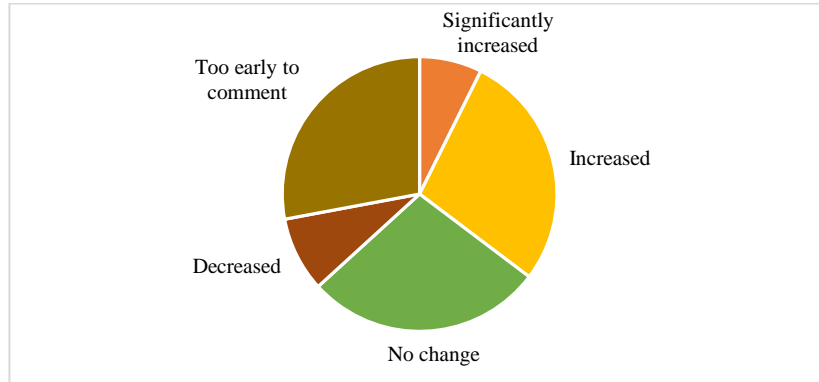
Q8 Based on your participation to date, has the reform of constituent bodies (Resolution 36-EC 70) led to an improved decision-making process that responds to the needs of WMO Members?

Answer choices	Responses
Yes, very much	9.72%
Yes, to some extent	23.61%
No improvements at all	1.39%
Too early to judge	55.56%
Not able to comment	9.72%



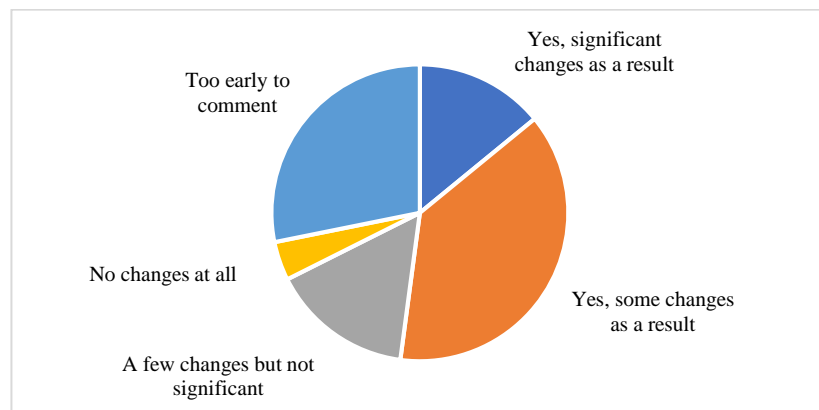
Q9 So far, how has the reformed governance structure impacted your participation and representation of your needs in the decision-making process?

Answer choices	Responses
Significantly increased	7.35%
Increased	27.94%
No change	27.94%
Decreased	8.82%
Too early to comment	27.94%



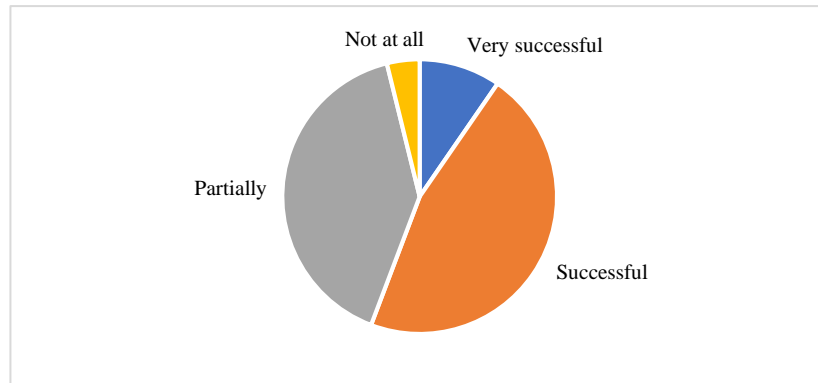
Q10 Do you foresee (or have you experienced to date) any significant changes as a result of the reformed governance structure, compared to the previous governance framework?

Answer choices	Responses
Yes, significant changes as a result	14.08%
Yes, some changes as a result	38.03%
A few changes but not significant	15.49%
No changes at all	4.23%
Too early to comment	28.17%



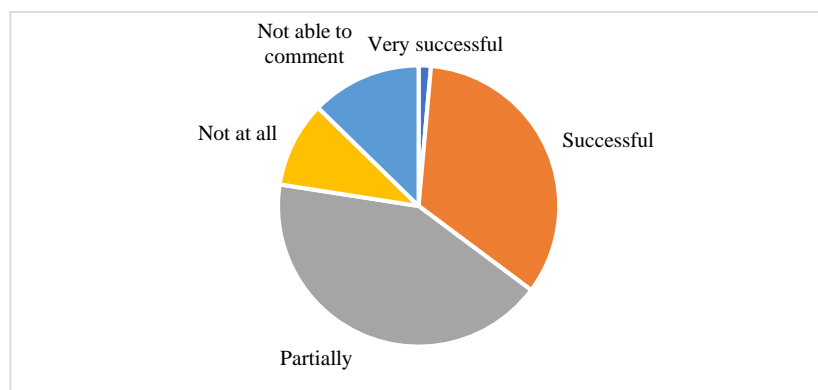
Q11 How would you rate the reform process in ensuring that the new governance framework reaches a better balance in terms of gender?

Answer choices	Responses
Very successful	7.04%
Successful	33.80%
Partially	29.58%
Not at all	2.82%
Not able to comment	26.76%



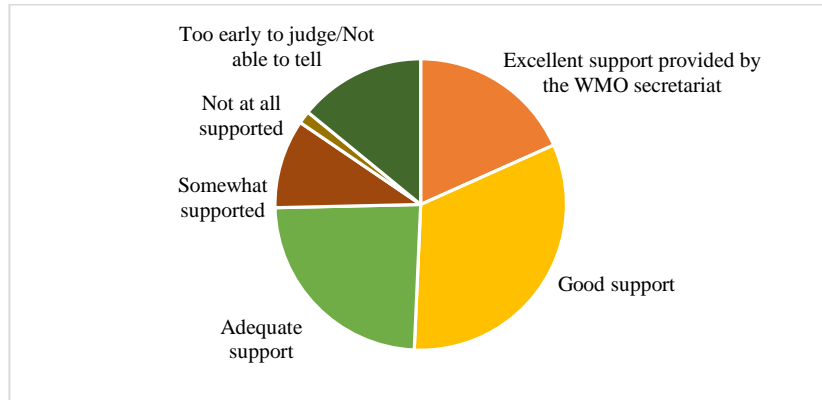
Q12 How would you rate the reform process in ensuring that the new governance framework reaches a better balance in terms of geographical representation?

Answer choices	Responses
Very successful	1.41%
Successful	33.80%
Partially	42.25%
Not at all	9.86%
Not able to comment	12.68%



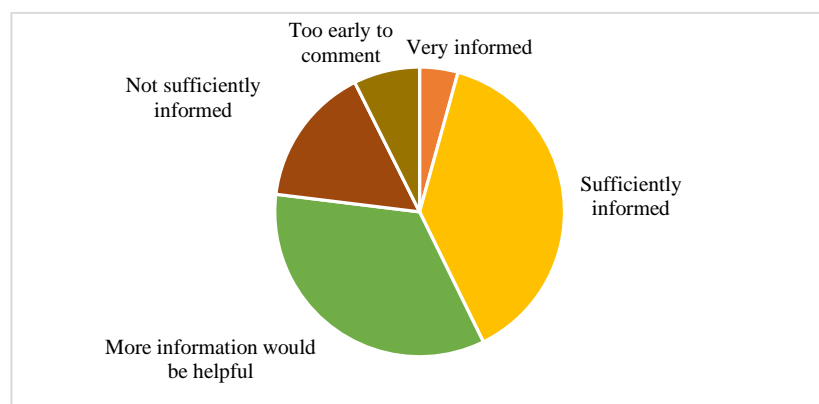
Q13 How would you rate the support provided by the WMO secretariat for the governance reform process?

Answer choices	Responses
Excellent support provided by the WMO secretariat	18.31%
Good support	32.39%
Adequate support	23.94%
Somewhat supported	9.86%
Not at all supported	1.41%
Too early to judge/Not able to tell	14.08%



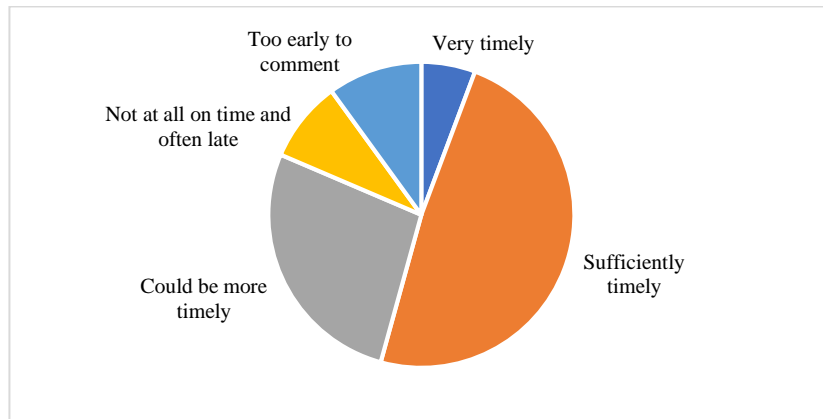
Q14 How informed are you about the progress made on the ongoing reform, with reporting on clear targets and milestones and its associated costs?

Answer choices	Responses
Very informed	4.29%
Sufficiently informed	38.57%
More information would be helpful	34.29%
Not sufficiently informed	15.71%
Too early to comment	7.41%



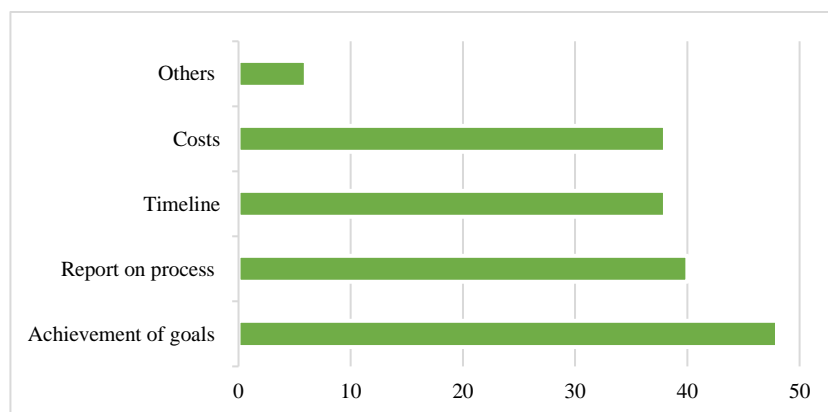
Q15 How timely is the information you have received on the reform?

Answer choices	Responses
Very timely	5.71%
Sufficiently timely	48.57%
Could be more timely	27.14%
Not at all on time and often late	8.57%
Too early to comment	10.00%



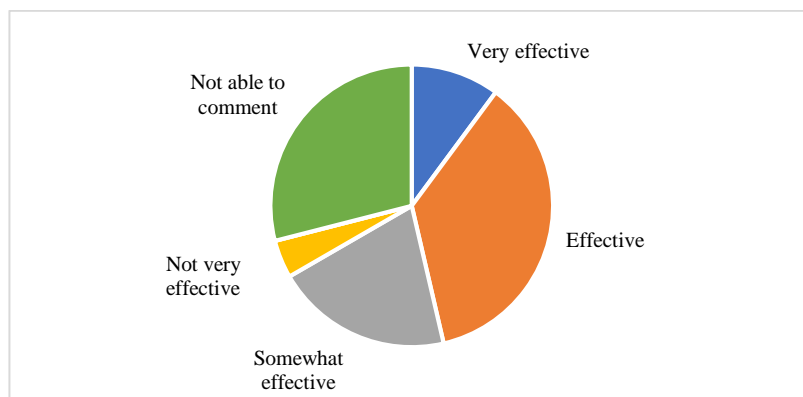
Q16 What additional information on the reform would you have liked to receive? (Select all that apply)

Answer choices	Responses in numbers
Others	6
Costs	38
Achievement of goals	48
Report on process	40
Timeline	38



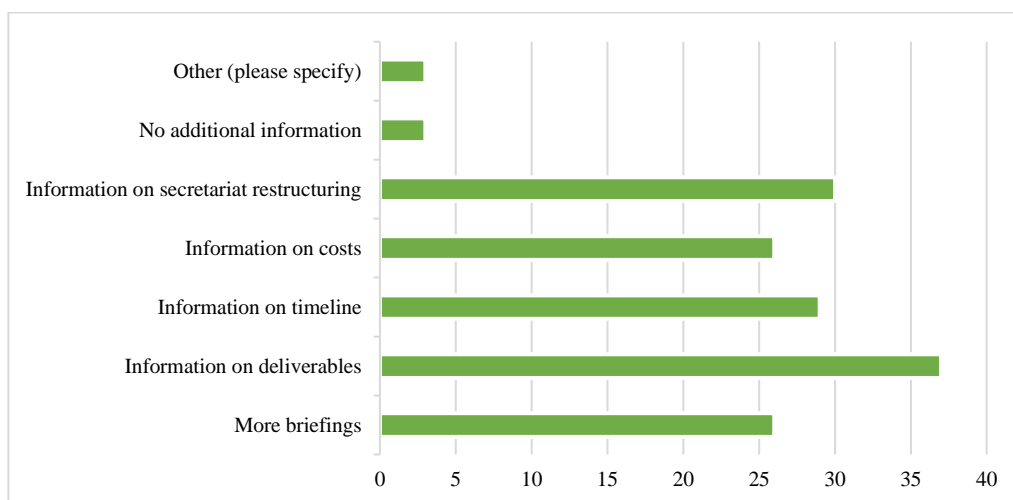
Q17 The Constituent Bodies Reform Task Force (CBR-TF) performed inter alia an oversight function with regard to the implementation of the Transition Plan for the Constituent Bodies Reform (Annex 3 to Resolution 36 (EC- 70)). One task was to regularly review the Transition Plan, which first draft was presented to EC-70. Please rate how effective the work of the Constituent Bodies Reform Task Force (CBR-TF) has been in completing the Transition Plan for the Constituent Bodies Reform (Annex 3 to Resolution 36 (EC- 70)) as planned.

Answer choices	Responses
Very effective	10.14%
Effective	36.23%
Somewhat effective	20.29%
Not very effective	4.35%
Not at all effective	0.00%
Not able to comment	28.99%



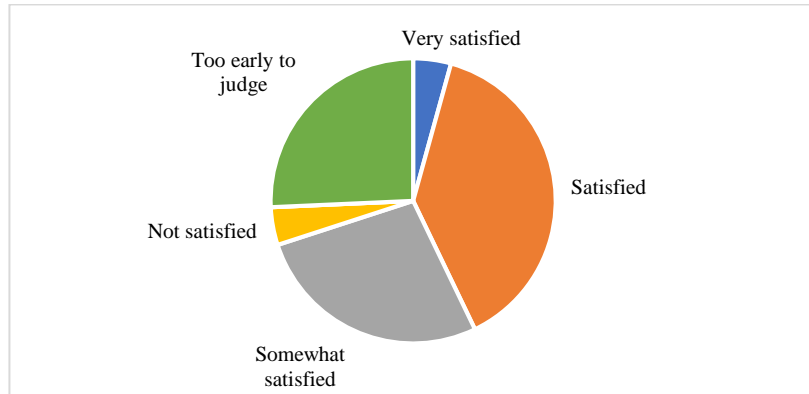
Q18 What additional information would you have liked to receive on the work of CBR TF? (Select all that apply)

Answer Choices	Responses in numbers
More briefings	26
Information on deliverables	37
Information on timeline	29
Information on costs	26
Information on secretariat restructuring	30
No additional information	3
Other (please specify)	3



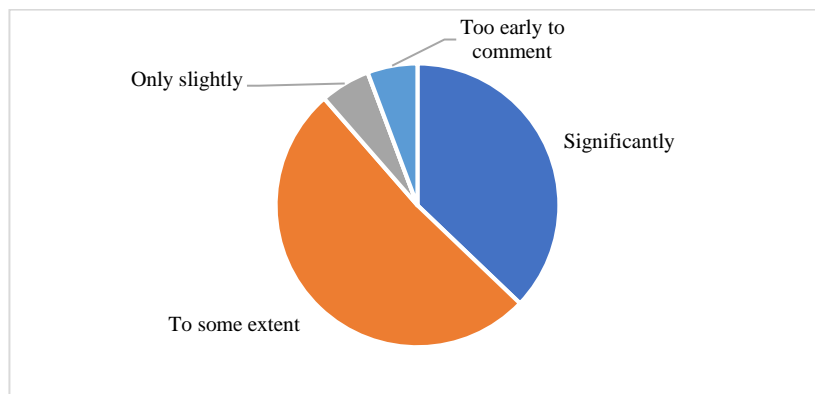
Q19 How satisfied are you with the overall progress on governance reform and its achievements to date?

Answer choices	Responses
Very satisfied	4.29%
Satisfied	38.57%
Somewhat satisfied	27.14%
Not satisfied	4.29%
Not at all	0.00%
Too early to judge	25.71%



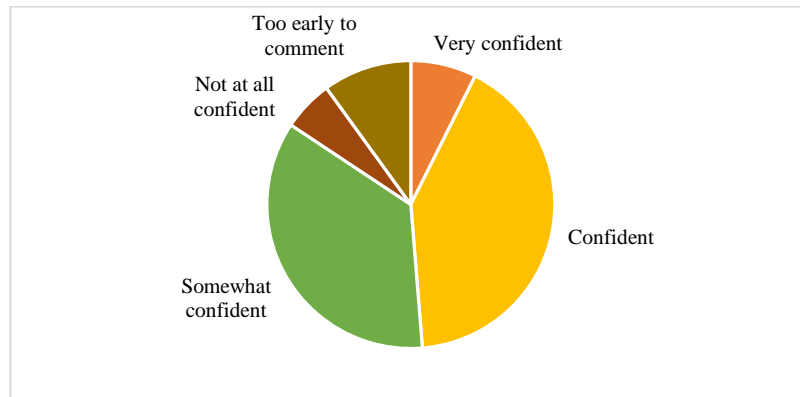
Q20 To what extent do you believe the Covid-19 pandemic impacted the timeline of implementation?

Answer choices	Responses
Significantly	37.14%
To some extent	51.43%
Only slightly	5.71%
Not at all	0.00%
Too early to comment	5.71%



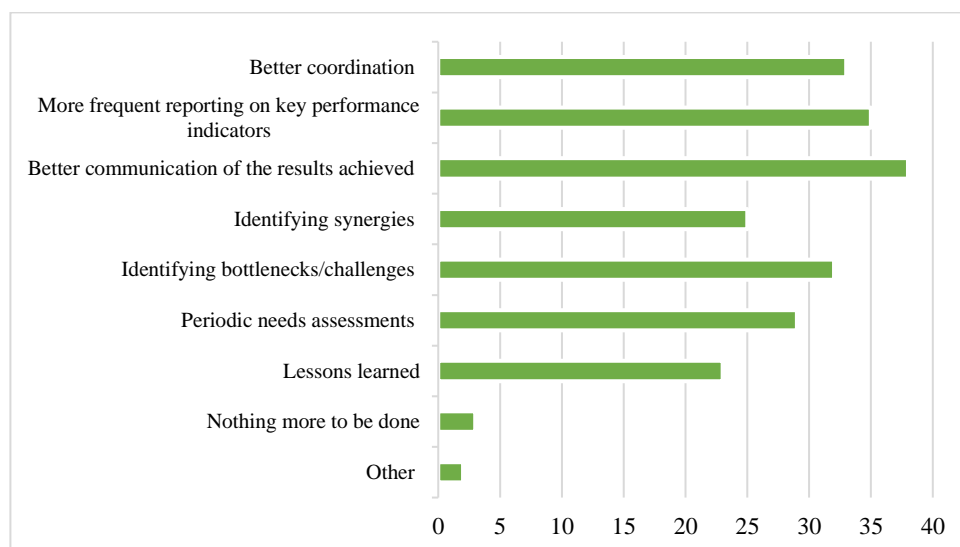
Q21 Based on your experience to date of the ongoing reform, how confident are you that the goals of the Strategic Plan and related Operational Plan 2020-2023 will be achieved?

Answer choices	Responses
Very confident	7.41%
Confident	41.43%
Somewhat confident	35.71%
Not at all confident	5.71%
Too early to comment	10.00%



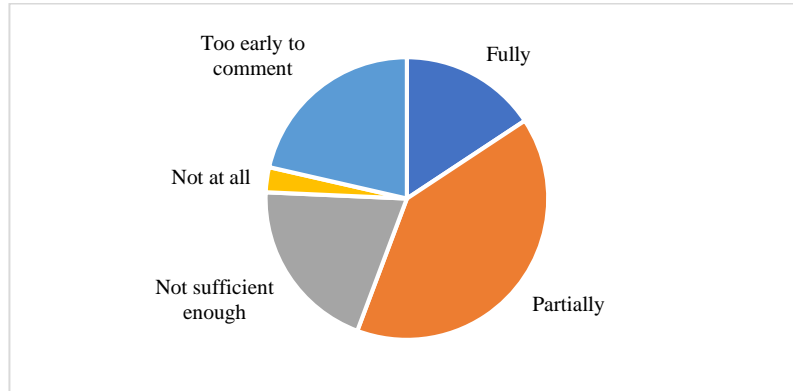
Q22 What more could be done to enhance the implementation of the Strategic Plan and Operational Plan 2020-23? (Select all that apply)

Answer choices	Responses
Other	2
Nothing more to be done	3
Lessons learned	23
Periodic needs assessments	29
Identifying bottlenecks/challenges	32
Identifying synergies	25
Better communication of the results achieved	38
More frequent reporting on key performance indicators	35
Better coordination	33



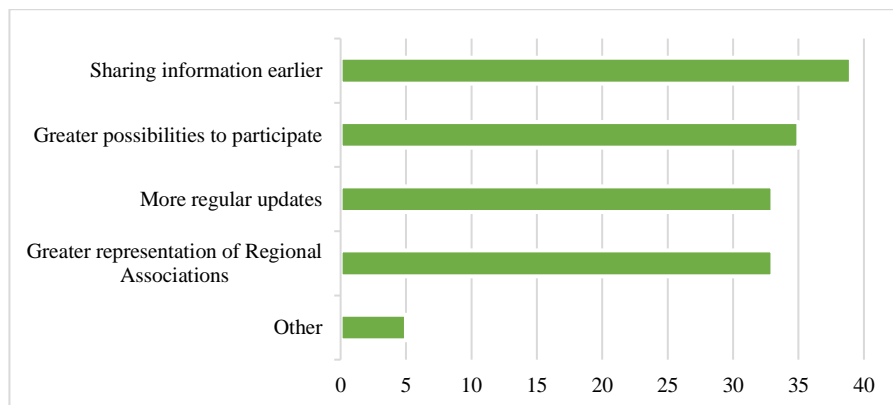
Q23 To what extent are the views of the Regional Associations taken into account in the design and the implementation of the WMO reform?

Answer choices	Responses
Fully	15.71%
Partially	40.00%
Not sufficient enough	20.00%
Not at all	2.86%
Too early to comment	21.43%



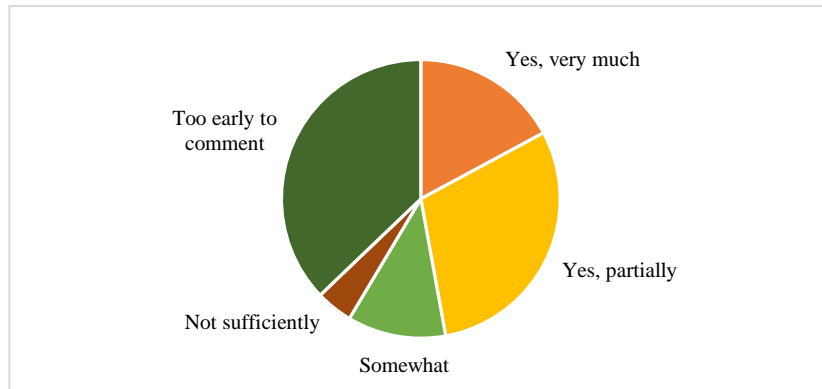
Q24 What would you have liked to see more in terms of the consultation on the reform for Regional Associations? (Select all that apply)

Answer choices	Responses in numbers
Other	5
Greater representation of Regional Associations	33
More regular updates	33
Greater possibilities to participate	35
Sharing information earlier	39



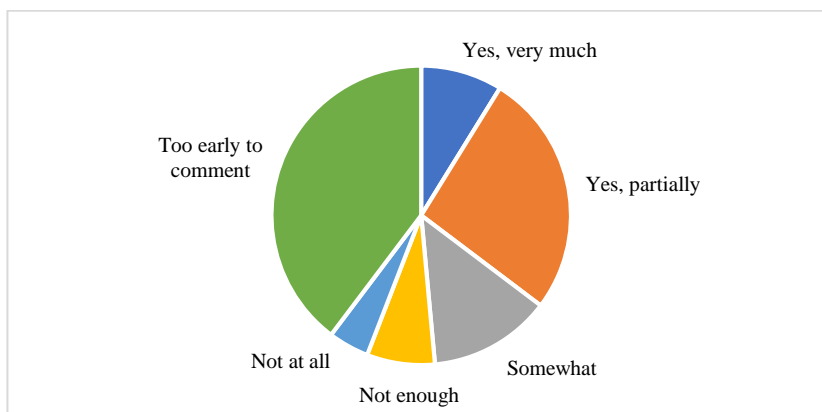
Q25 Has the governance reform and the streamlining of technical commissions resulted in a more integrated and effective way of working collaboratively?

Answer choices	Responses
Yes, very much	17.14%
Yes, partially	30.00%
Somewhat	11.43%
Not sufficiently	4.29%
Not at all	0.00%
Too early to comment	37.14%



Q26 To date, has the governance reform resulted in greater collaboration of WMO Members with stakeholders in the region and increased impact?

Answer choices	Responses
Yes, very much	8.82%
Yes, partially	26.47%
Somewhat	13.24%
Not enough	7.35%
Not at all	4.41%
Too early to comment	39.71%



Q27 How would you rate the support and resources provided by the WMO secretariat for you to effectively exercise your role on the Constituent Bodies Reform Task Force (CBR TF) and/ or Policy Advisory Committee (PAC) in a timely and efficient manner?

Answer choices	Responses
Excellent	4.48%
Very good	28.36%
Fair	16.42%
Somewhat insufficient	17.91%
Totally insufficient	0.00%
Not able to comment	32.84%

