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| WEATHER CLIMATE WATER | **World Meteorological Organization**  **COMMISSION FOR WEATHER, CLIMATE, WATER AND RELATED ENVIRONMENTAL SERVICES AND APPLICATIONS**  **Second Session** 17 to 21 October 2022, Geneva | **SERCOM-2/Doc. 5.8(2)** |
| Submitted by: Chair  20.X.2022  **APPROVED** |

**AGENDA ITEM 5: TECHNICAL REGULATIONS AND OTHER TECHNICAL MATTERS**

**AGENDA ITEM 5.8: Marine meteorological and oceanographic services**

# COST OPTIONS INVESTIGATION



# GENERAL CONSIDERATIONS

**Proposed recommendations to the EXECUTIVE COUNCIL with respect to cost options for WMO Members IN THE DELIVERY OF marine services**

1. The World Meteorological Congress, at its seventeenth session ([Cg-17, General Summary paragraph 3.1.132](https://library.wmo.int/doc_num.php?explnum_id=3138#page=73)), requested the co-president of the Joint Commission on Oceanography and Marine Meteorology (JCOMM) and the WMO Secretary-General, in consultation with the International Maritime Organization (IMO), to consider cost recovery processes for marine services.

2. This work and investigation were reported to the eighteenth session of Congress (Cg-18) under [Cg-18/INF. 5.4](https://library.wmo.int/doc_num.php?explnum_id=9797#page=480) – Strengthening Marine and Coastal Services. The subsequent discussions resulted in the adoption of [Resolution 30 (Cg-18)](https://library.wmo.int/doc_num.php?explnum_id=9827/#page=112) - Exploring Costing Options For Marine Services in the Future. It was decided that further investigation was required, along with the provision of advice to Members, on cost option models that could be considered. Congress requested the Executive Council (EC) that consultations with relevant bodies would be undertaken, including with the IMO; and that a report would be presented for consideration at the nineteenth session of World Meteorological Congress (Cg-19).

3. Furthermore, a number of WMO Publications were identified as relevant to the investigation and supported the findings from the investigation; these include [*Guidelines on the Role, Operation and Management of National Meteorological and Hydrological Services*](https://library.wmo.int/index.php?lvl=notice_display&id=20172) (WMO-No. 1195), [*Guide to Marine Meteorological Services*](https://library.wmo.int/index.php?lvl=notice_display&id=7469) (WMO-No. 471), [*Weather Reporting, Vol. D, Information for Shipping*](https://library.wmo.int/index.php?lvl=notice_display&id=6870#.YxWlyXZBw2w) (WMO-No. 9) and the [*Manual on Marine Meteorological Services Volume I – Global Aspects*](https://library.wmo.int/index.php?lvl=notice_display&id=9784) (WMO-No. 558). The WMO plays a critical role in promulgating standards for Marine Meteorological Services, in particular, through the International Convention for the Safety of Life at Sea (SOLAS) 1974, 2000 amendments, in particular Chapter V, regulation 5. IMO resolutions A.1051(27), amended by resolution MSC.470(101) - IMO/WMO Worldwide Met-Ocean Information and Warning Service – Guidance Document (14 June 2019) and A.707(17) - Charges for Distress, Urgency and Safety Messages through the Inmarsat System (6 November 1991) provide key elements to support safety of navigation in the implementation of SOLAS. It is from this position that the investigation of considerations of cost options for Members to deliver marine services has been undertaken.

4. As requested by Cg-18, the Marine Services Division (MAR) of the WMO undertook a survey of Members between January and February 2021.The results from the survey were analysed and utilized to formulate the interview questions. The survey was used to understand the basic profile of the Members with respect to their provision of marine services. The results of the survey are not directly discussed in this document for reasons of confidentiality as it contains Member sensitive information. In summary, this survey indicated that a number of coastal States considered their ability to provide Marine Meteorological Services (MMS) was under financial stress and that generating additional income would allow them to improve their current services and to expand beyond those presently provided. As elaborated in [[SERCOM‑2/INF. 5.8(2)](https://meetings.wmo.int/SERCOM-2/InformationDocuments/Forms/AllItems.aspx),](https://meetings.wmo.int/SERCOM-2/InformationDocuments/Forms/AllItems.aspx) this concern has been indicated more strongly in certain regions but overall shared across all WMO regions. These observations demonstrated the need to further investigate the underlying causes of financial stress among WMO Members and to generate recommendations for the Members. It was identified that an extension of the 2021 survey should be undertaken to gain further details on how MMS were funded, what additional services were provided beyond basic SOLAS Maritime Safety Information (MSI), identification of customer demands, levels of government [Hong Kong, China] legislation in place to facilitate charging for services, what cost recovery mechanisms were in place, and what proportion of the income was received by MMS. Using as a basis the MAR 2021 survey responses and analysis, a number of targeted case study interviews were conducted.

# DRAFT RECOMMENDATION

## Draft Recommendation 5.8(2)/1 (SERCOM-2)

**Cost Options Investigation**

THE COMMISSION FOR WEATHER, CLIMATE, WATER AND RELATED ENVIRONMENTAL SERVICES AND APPLICATIONS,

**Recalling**:

(1) [Resolution 30 (Cg-18)](https://library.wmo.int/doc_num.php?explnum_id=9827/#page=112) - Exploring costing options for marine services in the future,

(2) [Cg-18/INF. 5.4 (Cg-18)](https://library.wmo.int/doc_num.php?explnum_id=9797#page=480)- Strengthening marine and coastal services of Members, including cost recovery mechanism,

**Having examined** document [SERCOM-2/INF. 5.8(2)](https://meetings.wmo.int/SERCOM-2/InformationDocuments/Forms/AllItems.aspx) - WMO Standing Committee for Marine Meteorological and Oceanographic Services (SC-MMO) Cost Options Study Report,

**Noting** that the report identifies a number of common themes and proposes that these similarities provide an indication of more general views across WMO Members:

(1) A distinct recognition of the differences between the aviation and marine sectors,

(2) A clear demarcation and understanding between SOLAS MSI services and products and those additional bespoke specialized tailored services and products,

(3) All countries that were interviewed indicated they provide services beyond the requirements of the SOLAS Convention, many for specific events or on demand on an ad hoc basis, although not necessarily through the MMS or the National Meteorological and Hydrological Services (NMHSs),

(4) Whether they undertake cost recovery for these additional services and products depended largely upon the context of the country/territory [Hong Kong, China],

**Highlights** the following conclusions from the report:

(1) NMHSs recognize they are providing a valuable public safety service, although not always recognized by their host departments and governments, and those that benefit from host department and/or government support are better resourced;

(2) There is general agreement among the interviewees for the WMO Cost Options investigation, that the provision of Maritime Safety Information (MSI) should remain free of charge to the maritime customer as stipulated in the IMO SOLAS Convention, to which all IMO Member States are parties;

(3) Many NMHSs are involved in cost recovery activities for Marine Meteorological Services, although not necessarily termed or recognized as such;

(4) The discussion on cost options may not be relevant depending on the mandate of the NMHS. Some NMHS’s have mandates from their governments to provide only services related to MSI within the terms of the SOLAS convention;

(5) Any changes to SOLAS and associated relevant IMO instruments would require a direct submission to the appropriate IMO subordinate body through the appropriate national IMO delegation and then would need to build a broad coalition of support amongst IMO MS and the wider shipping industry;

(6) Although there are similarities, there are also significant differences between aviation and marine sectors, therefore any comparison on operations and methodologies is challenging and potentially misleading;

(7) In the interviews, some NMHS expressed their desire to provide additional marine services that could be cost-recovered, but they do not have capacity, resources or access to training to provide sector-specific marine services. WMO, through its Capacity Development activities, assists Members in building their capacity to expand products and services, as well as meeting their training needs. The WMO Marine Services Course, being implemented in all WMO regions, is one example;

(8) The limited use by the international shipping industry and the high-end leisure market [Chair/SC-MMO] of services and products provided by NMHS [Hong Kong, China] [Chair/SC-MMO], except the wide area warning and forecast services of METAREA Coordinators;

(9) Cost considerations regarding satellite communications and promulgation of MSI and SAR-related information via the Global Maritime Distress and Safety System (GMDSS) are a separate issue that is being addressed by the IMO MS through the appropriate subordinate bodies;

**Recommends** to the Executive Council to consider the recommendations deduced from the investigation for a recommendation to the World Meteorological Congress as delineated in the annex to the present recommendation.

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[Annex: 1](#Annex_to_draft_Recommendation)

## Annex to draft Recommendation 5.8(2)/1 (SERCOM-2)

**Draft Recommendation ##/1 (EC-76)**

THE EXECUTIVE COUNCIL,

**Having examined** Recommendation 5.8(2)/1 (SERCOM-2) – Cost Options Investigation, and the proposed recommendations regarding cost options for the WMO Members to deliver marine services, as contained in the annex to this present draft recommendation,

**Having considered** the recommendations of the Technical Coordination Committee and the Policy Advisory Committee in this connection, as contained in document EC-76/INF XX,

**Having agreed** Recommendation 5.8(2)/1 (SERCOM-2),

**Recommends** to the World Meteorological Congress to invite WMO Members to consider the recommendations as contained in the annex to the present draft recommendation.

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[Annex: 1](#Annex_to_draft_Recommendation)

See [SERCOM-2/INF. 5.8(2)](https://meetings.wmo.int/SERCOM-2/InformationDocuments/Forms/AllItems.aspx) for more information.

## Annex to draft Recommendation ##/1 (EC-76)

**Proposed recommendations with respect to cost options for WMO Members to deliver marine services**

(1) It is proposed that SERCOM, in consultation with Members and relevant technical bodies, develops a Best Practice guidance document to assist Marine Meteorological Services (MMS), especially of developing states, on the most appropriate approaches and some lessons learned from undertaking cost recovery activities as well as a further study into the underlying causes of financial stress among WMO Members.

(2) Many MMS do not have readily available statistics with which to support their funding case when approaching departments and [Hong Kong, China] governments. Thus, comprehensive regionally focused cost-benefit analysis studies, with guidance from Regional Associations, are recommended to be undertaken by appropriately experienced individuals, either from the WMO Secretariat or through external contract, to provide data to support the MMS case.

(3) Members [P/WMO] are encouraged to review their government’s [Hong Kong, China] legislation and policies [Italy] with regards to [Spain] any restrictions on MMS ability to undertake cost recovery and other commercial activities if the Member’s Government aim is to increase the MMS revenue through cost recovery activities.

(4) The low staff levels and staff gapping experienced by a number of MMS are impeding their development; governments are encouraged to review restrictions on recruitment to allow progression to towards full staffing levels.

(5) MMS need to know the needs or requirements of potential customers; therefore, it is recommended that simple questionnaires and analyses are undertaken to identify potential customers and their needs. This will highlight whether there is a local need for additional services and products and therefore whether it is worth committing the resources to any expansion programme.

(6) Many MMS indicated the need for assistance to put in place the necessary structures and programmes to allow them to grow and expand their capabilities. It would be appropriate and timely for the Capacity Development Panel in the current review of the WMO Capacity Development Strategy to consider whether the correct levels of support for training and product and service development are available as well as for governments to consider different funding approaches to best support their MMS provision.

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