



MAPS Performance Measurement and Effectiveness 2012 Evaluation



Final Overview Report

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Children's Investment Fund Foundation

MAPS PME 2012 Evaluation

Overview Report

Final Version

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EXECUTIVE SUMMARY

ERM has been commissioned by the Children's Investment Fund Foundation (CIFF) to *measure and evaluate* the impact and effectiveness of the Global Mitigation Action Plans and Scenarios (MAPS) Programme and *monitor* the outcome of the MAPS Country Processes, in order to determine whether or not the overarching goal of accelerating political commitment for climate change mitigation is being achieved. This overview report presents a summary of the 2012 MAPS country evaluations, and following from this, presents broader observations relating to the operational performance of the current MAPS programme; and a higher level strategic view of the MAPS International programme and its future.

The 2012 Evaluation revealed that significant progress has been made at the country level in Chile, Peru and Colombia, whilst progress in Brazil was slower, largely due to the complexity associated with the climate change policy and institutional landscape. *Table E.1* summarises the rated performance of the MAPS Country Processes in 2011 and 2012 as discussed in detail in the Country Reports. The colour rating scale accords with the CIFF rating methodology as illustrated in *Figure E.1*.

Figure E.1 *Rating Performance and Effectiveness*

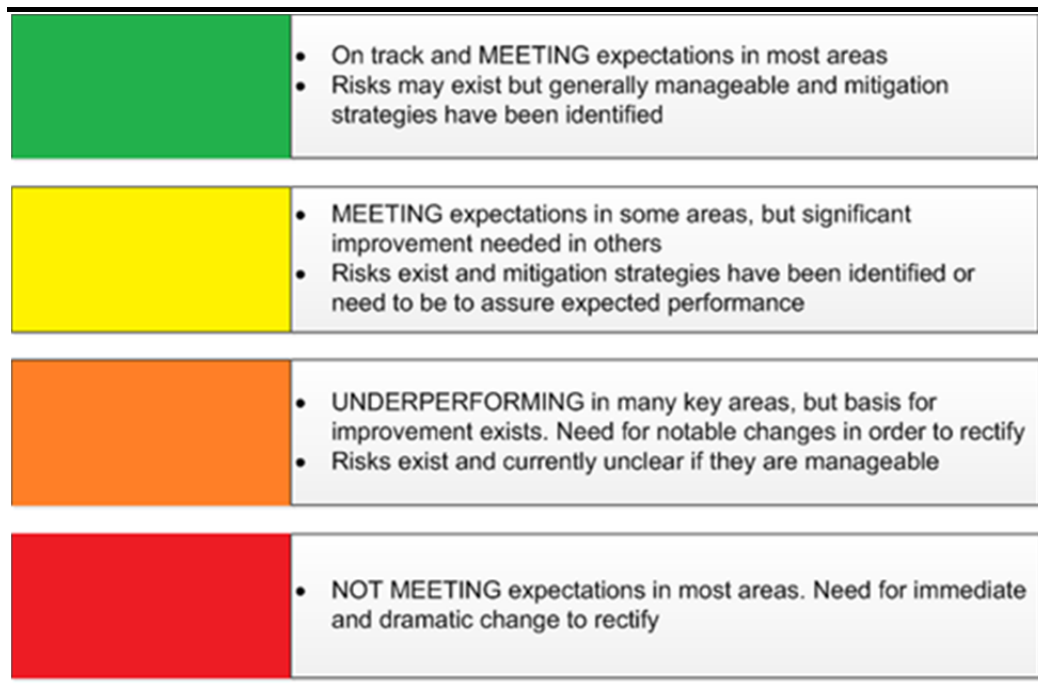


Table E.1 Summary and comparison of 2011 and 2012 Evaluation ratings

	Government Commitment	Stakeholder Engagement	Data and Analysis	Knowledge Sharing and Management	Organisational Capacity and Governance
Brazil	2011	2011	2011	2011	2011
	2012	2012	2012	2012	2012
Chile	2011	2011	2011	2011	2011
	2012	2012	2012	2012	2012
Colombia	2011	2011	2011	2011	2011
	2012	2012	2012	2012	2012
Peru	2011	2011	2011	2011	2011
	2012	2012	2012	2012	2012

In depth analysis of the Country Reports identified a number of overarching themes relating to the operational implementation of the Global MAPS Programme. These themes align closely with the key elements forming the basis of the country evaluations and provide a basis for closer analysis of the performance and effectiveness of the MAPS Programme at a global level. From an operational perspective, we have observed that despite considerable forward movement, key challenges exist for the programme's effective implementation. In line with each theme, these challenges are:

- **Capturing the Political Moment:** relates to the nuances of the prevailing political context within which the MAPS Programme inserted itself in the respective countries and the implications this has the success of the Country MAPS Process going forward. MAPS has successfully navigated the political environment in the targeted countries, establishing important and productive relationships. Anticipated political and institutional change can affect the current momentum;
- **Anticipating Change:** relates to the importance of appreciating the way in which socio-political changes and other risks might impact the success of the programme. MAPS has not established robust mechanisms to identify risk and manage change in the programme's operating environment;
- **Involving all Stakeholders:** relates to the importance of robust and comprehensive stakeholder engagement to support the process through change and to secure the use of the outcomes for future policy making. There has been inconsistent involvement by key role players in the respective country activities. This has left important gaps in the profile of stakeholders involved;
- **Creating the Evidence Base:** relates to the role of comprehensive research in grounding the credibility and progress of the process. The research and evidence base for the process has been effectively pursued over the past year;

- **Aligning Facilitation:** relates to the importance of efficient facilitation and the role of country facilitators in guiding the strategic direction of the process. The approach to facilitation, the extent and nature of the involvement of facilitators and the relative skills of the facilitators involved is an area of concern, particularly given the intrinsic importance of this function to the MAPS policy making approach;
- **Managing the Process:** relates to the effective coordination and management of the various entities involved which is required in order to achieve objectives. The operating structure faces significant capacity and continuity challenges at both the international and country levels; and
- **Sharing Knowledge Effectively:** relates to sharing experiential learning and research outputs which is important in determining the overall success of the MAPS programme, both in the region, and globally. While an infrastructure and set of mechanisms for knowledge sharing have been established, these have not been consistently or effectively used.

A review of the themes allowed for the identification of a number of strategic findings which bear influence on the outcomes and effectiveness of the Global MAPS Programme and could guide its future development as summarised in *Figure E.1*.

Figure E.1 Overview of strategic findings



The overarching evaluation has identified a number of strategic questions of importance to the Global MAPS Programme as a whole including:

- Whether the core focus of MAPS should remain on all or certain of the countries on which it is currently focussed, or whether it should focus elsewhere?
- Whether the operating model for implementing the MAPS Programme is appropriate?
- Whether the mandates for the MAPS International and Maps Country-level processes are clear and appropriately framed?

- Whether there is clarity on who is accountable for the success or failure of the MAPS Programme?
- Whether the current approach to implementing the MAPS Programme is sustainable, particularly with respect to the identification and management of risk, the provision of sufficient management capacity and alignment to the multi-cultural working environment?

In light of the forgoing analysis a set of recommendations were formulated which aimed to address both the operational and strategic facets of the MAPS programme. The recommendations are set out in detail in the report but the key actions relate to proactive identification and management of risks and ensuring the necessary resources are available to undertake the required work within MAPS International and Country Teams.

Environmental Resources Management (ERM) has been contracted by the Children's Investment Fund Foundation (CIFF) to independently evaluate the performance, measurement and effectiveness (PME) of the implementation of the Mitigation Action Plans and Scenarios (MAPS) programme.

There has been significant progress in the implementation of the MAPS Programme, since the Initial 2011 PME evaluation, particularly in Chile, Peru and Colombia. Progress in Brazil has not been as marked, largely due to the complexity associated with the already extensive policy and institutional development activities on climate change policy in that country.

Based on the review of the country programmes, we have identified two related sets of observations:

- those related to the operational performance of the current programme; and
- those associated with a higher level strategic view of the programme and its future.

From an operational perspective, we have observed that despite considerable forward movement, key challenges exist for the programme's effective implementation. These are:

- MAPS has successfully navigated the political environment in the targeted countries, establishing important and productive relationships. Anticipated political and institutional change can affect the current momentum;
- MAPS has not established robust mechanisms to identify risk and manage change in the programme's operating environment;
- There has been inconsistent involvement by key role players in the respective country activities. This has left important gaps in the profile of stakeholders involved;
- The research and evidence base for the process has been effectively pursued over the past year;
- The approach to facilitation, the extent and nature of the involvement of facilitators and the relative skills of the facilitators involved is an area of concern, particularly given the intrinsic importance of this function to the MAPS policy making approach;
- The operating structure faces significant capacity and continuity challenges at both the international and country levels; and
- While an infrastructure and set of mechanisms for knowledge sharing have been established, these have not been consistently or effectively used.

On reflecting on these operational challenges, we can identify a set of key strategic questions of importance to the Global MAPS Programme as a whole. These are:

- Whether the core focus of MAPS should remain on all or certain of the countries on which it is currently focussed, or whether it should focus elsewhere?
- Whether the operating model for implementing the MAPS Programme is appropriate?
- Whether the mandates for the MAPS International and Maps Country-level processes are clear and appropriately framed?
- Whether there is clarity on who is accountable for the success or failure of the MAPS Programme?
- Whether the current approach to implementing the MAPS Programme is sustainable, particularly with respect to the identification and management of risk, the provision of sufficient management capacity and alignment to the multi-cultural working environment?

1.2

THE MAPS PROGRAMME

The MAPS programme aims to support the development of climate compatible development plans in selected developing countries with both raised levels of mitigation ambition and a move towards a low carbon economy, through the following activities:

- Support for a Government mandated stakeholder process for long term mitigation planning and research, using scenario modelling, with the aim of promoting policy steps that drive economic development with large emissions reductions over the long term.
- Collaboration with implementing agencies in relation to research and modelling, process design and stakeholder management, as well as provision of financial resources.

The Governments of Chile, Colombia, Peru and Brazil have mandated MAPS-supported long term planning processes. These four countries are the focus of the initial phase of the MAPS programme. The activities initiated through the CIFF-funded MAPS project can be divided into three key areas as outlined below, each involving a different group of participants. Between these different groups a high level of cross-country collaboration and interaction is required.

Maps Project: This constitutes the activities of CIFF, SouthSouthNorth (SSN) and the Energy Research Centre (ERC) at the University of Cape Town in collaborating with participating countries and enabling them to develop and implement the MAPS initiative in their country. Participants in this work comprise the '*MAPS International Team*'.

Global Maps Programme: The internal MAPS community involves the MAPS International Team as well as implementing agencies and partners in each participating country (the *Country MAPS Teams*). The programme aims to develop the body of knowledge to support each country's government policy development process and share lessons between countries through regional collaboration.

Country Process: This refers to the scenario building activities which take place in each participating country involving the government, stakeholders and the Country MAPS teams. Work is initiated by the MAPS Programme but becomes an independent standalone process. The stakeholders include government representatives forming the *Steering Committee*, industry and civil society participants in the scenario development process (referred to for the purposes of this report as the *Scenario Building Team (SBT)*).

1.3

APPROACH TO EVALUATING THE MAPS PROGRAMME

The overarching aim of the PME Project is to *enable the MAPS programme to meet the needs of the intended beneficiaries by better informing the strategic and programmatic decisions taken by the International MAPS Team and CIFF.*

The CIFF funded MAPS Programme relates to the collaboration between MAPS International and the Country MAPS Teams, the development and facilitation of a scenario building process i.e. the Global MAPS Programme. The Country Processes which stems from the Global MAPS Programme (i.e., what happens during and the outcome of the scenario building process) are governed by the requirements of each Country's Government.

Based on this, ERM has *measured and evaluated* the impact and effectiveness of the Global MAPS Programme and *monitored* the outcome of the Country Processes in order to determine whether or not the overarching goal of accelerating political commitment for climate change mitigation has been achieved.

The detailed approach and methodology for the PME project is outlined in the '*2012 MAPS PME Evaluation Framework*' dated 31 May 2012.

This report provides a high level summary of the findings from the in-country evaluations and strategic analysis of overarching themes and concepts relating to the implementation of the programme by MAPS International.

The evaluation of the MAPS Programme involved interviews with members of MAPS International, the Country MAPS Teams, Steering Committee Members, and selected external stakeholders. A total of 44 individuals were interviewed during the PME stakeholder consultation process and *Figure 1.1* shows the number of interviewees from each country and MAPS International. *Table 1.1* lists the individuals from MAPS International who were interviewed during the PME stakeholder consultation process. Reports presenting the interviewees and results of the evaluation process in each Latin American country are at *Annex A*.

Figure 1.1 *Comparison of the number of interviewees from each MAPS Team*

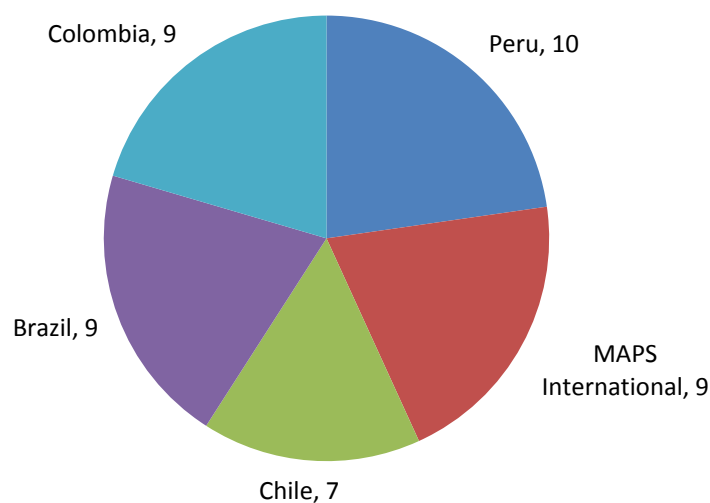


Table 1.1 *MAPS International – stakeholders interviewed*

Name	Organisation	Role in MAPS Process	Date of interview
Alfred Moyo	ERC	Chile Country Coordinator	17 September 2012
Brett Cohen	ERC	Peru Country Coordinator	18 September 2012
Britta Rennkamp	ERC	Brazil Country Coordinator	7 November 2012
Cindy de Haan	South South North	MAPS Contracts Manager	21 August 2012 & 8 February 2013
Harald Winkler	ERC	MAPS Director	7 September 2012
Marta Torres Gunfaus	ERC	ERC Research Team Coordinator	17 September 2012
Michelle du Toit	South South North	MAPS Knowledge Manager	21 August 2012
Sebatalo Rahlao	ERC	Colombia Country Coordinator	7 November 2012
Stefan Raubenheimer	South South North	MAPS Director	21 August 2012 & 8 February 2013

This section provides an overview of the MAPS PME process to date, as well as providing a background to the elements evaluated and the rating scale applied. A comparative summary of the 2011 and 2012 evaluations is also included and provides a point of reference for a closer analysis of the performance and effectiveness of the Global MAPS Programme which is laid out in the remainder of this report.

The first evaluation of the Global MAPS Programme was conducted in late 2011 with the Overview Report for the *Initial 2011 Evaluation* issued on 29 February 2012. Given the early stage of implementation in each country in 2011, this evaluation provides a baseline from which to measure progress in 2012.

Table 2.1 provides a high level summary of the key findings from each evaluation and a comparative overview of the performance and effectiveness of the implementation of the Country MAPS Programmes year on year. The Country Reports for each respective evaluation provide the detail behind this summary (see *Annex A* for the 2012 Evaluation Country Reports).

It should be noted that for Government Commitment and Stakeholder Engagement, ERM's rating is based on comments received by interviewees in line with the 'monitoring' of these aspects, rather than critical evaluation.

The findings from the country evaluations feed into the strategic analysis of how effectively the Global MAPS Programme is working as discussed in the remainder of this report. The evaluation was structured around five key elements considered crucial for success of the programmes, namely:

- **Government Commitment** – how secure is the authorising environment for the MAPS Process? To what extent is there political commitment for using the results of MAPS (as opposed to scenario studies by other groups) to support policy development?
- **Stakeholder Engagement** – are the appropriate stakeholders engaged in the process and how effectively committed are they to it?
- **Data and Analysis** – how useful and appropriate is the information produced by Country Researchers for the Scenario Building Process? How effective is the research support provided by MAPS International?
- **Knowledge Sharing and Management** – how effectively is the knowledge generated by the MAPS Programme being harvested, managed and shared with the MAPS and global climate change community?
- **Organisational Capacity and Governance** – how suitable/capable is the MAPS organisation (country and international level) to undertake this work? How effective is the process support provided by MAPS International?

The assessment of the performance and effectiveness of activities falling within each of the key elements was done in accordance with the CIFF rating methodology outlined in *Figure 4.1*.

Figure 2.1 Rating Performance and Effectiveness

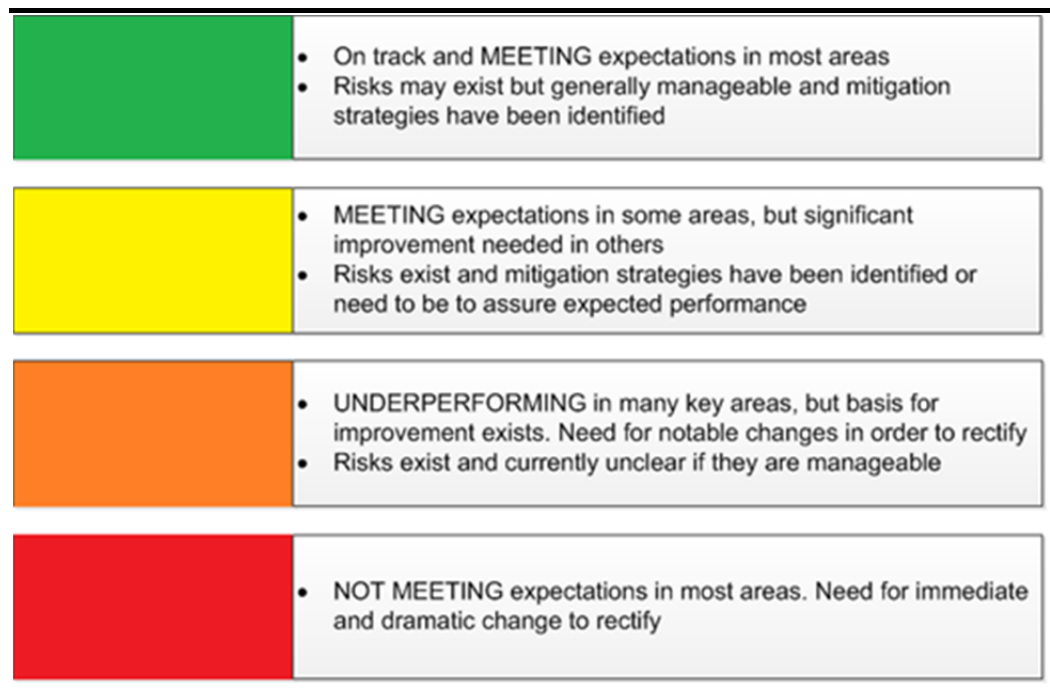


Table 2.1 Summary and comparison of 2011 and 2012 Evaluation findings

	Government Commitment	Stakeholder Engagement	Data and Analysis	Knowledge Sharing and Management	Organisational Capacity and Governance
Brazil	2011 The mandate to pursue the MAPS Brazil programme had not yet been issued. There were concerns that the level of commitment to MAPS in Brazil was not as high as MAPS International perceived it to be.	2011 The Brazilian Climate Change Forum (FBMC) had been selected as the stakeholder base for the MAPS scenario building process. A detailed stakeholder mapping and identification process was to take place in the development of the Project Document (PRODOC).	2011 Phase 1 of MAPS activities in Brazil involved the consolidation of previous emissions scenario modelling and the integration of this data into a single report, published in August 2011, which aimed to develop sector targets for the next Phase of the process.	2011 Beyond the Process and Research Labs there was at this stage little knowledge sharing and collaboration taking place between MAPS Countries.	2011 Experienced individuals had been identified to help obtain the mandate for MAPS in Brazil. The Implementing Agency, COPPE, had well established administrative and financial systems and processes in place.
	2012 The Environment Minister has issued a letter requesting that the Brazilian Climate Change Forum (FBMC) conduct the MAPS programme. There is, however, concern that the project needs the support of the Inter-Ministerial Committee on Climate Change in order to ensure full governmental support for the process and the final use of the results	2012 The FBMC have committed to the project and the forum involves the vast majority of important stakeholders in Brazil. A need still remains to engage key ministries, private sector and NGO stakeholders.	2012 Phase 2 and Phase 3 (institutional mobilisation and organisation of the SBT) had been completed. The MAPS Brazil research team was working towards extrapolating data to develop 2030 emissions scenarios. Research gaps were noted in the areas of adaptation to climate change, impacts to agriculture and energy supply and impacts to water.	2012 Knowledge sharing remained limited, although it was felt that the scope for this would expand as the process moves forward. The IntraMAPS platform for facilitating engagement between MAPS Countries was underutilised despite it receiving generally positive feedback.	2012 The Brazil MAPS Team/organisation was yet to be fully established, including the identification of a project manager and process facilitator. However the research team within COPPE was operating well in partnership with IPEA, technical cooperation with IMACLIM and additional support from the CDKN.
Chile	2011 A mandate had been secured, but there was uncertainty regarding the level of the mandate required for the process. The MAPS Chile Team were working to obtain a mandate from the six ministries involved in the process.	2011 There were disagreements amongst government departments with regards to the stakeholder groups who should participate in the SBT.	2011 The research component of the programme was at too early a stage of development to be evaluated.	2011 Beyond the Process and Research Labs there was at this stage little knowledge sharing and collaboration taking place between MAPS Countries.	2011 Financial support for the project was still being sought and the contracting of the implementing agency (the UNDP) was experiencing delays. MAPS Chile indicated that they would have appreciated more support in terms of the process aspects relating to contractual, financial and legal issues.
	2012 Whilst the authorising environment is secure, there are concerns that an election in December 2013 could pose a risk that broad changes may occur in government, most specifically in the Ministry of Environment (process lead).	2012 Although there were gaps in terms of representation in the SBT, notably from within the private sector, NGOs and from the country's key GHG emitters, the stakeholder identification and engagement process was considered to be robust, allowing for the recognition of these gaps.	2012 Some initial data had been produced and there was a general agreement amongst the SBT on the data going into the process. However for the most part research work has been outsourced to consultants, and the UNDP contracting process has resulted in a 4 month delay to the schedule and risks quality with overlapping phases of work. The capacity of the Research Lead to develop the research team was also restricted due to the nature of the team and his busy schedule.	2012 It was identified that contact and knowledge sharing between MAPS International and MAPS Chile was limited to project leaders. It was felt amongst the MAPS Chile team that they were well placed to provide knowledge and experience to support other MAPS processes.	2012 Process planning and implementation was robust, with the Strategic Committee and Steering Committee providing solid guidance. The Process Lead clearly defined roles and barriers to progress were identified. The process of contracting consultants did however remain slow. The Country team requested limited assistance from MAPS International, and more research support could be sought especially in relation to sector scenario building.

	Government Commitment	Stakeholder Engagement	Data and Analysis	Knowledge Sharing and Management	Organisational Capacity and Governance
Colombia	2011 A specific mandate for the process had not yet been authorised but there was however high level support for the programme as it supported the government's Low Carbon Development Strategy (LCDS). A MAPS Steering Committee had also been created, headed by the National Planning Department (a key ministry in government)	2011 A robust engagement process was underway (sectors which contributed most significantly to the country's GHG inventory and key private sector role-players were identified).	2011 The MAPS Colombia PRODOC had been approved and scenario modelling was about to commence. There was concern about the Universidad de los Andes capacity to conduct research in some sectors.	2011 The process was at an early stage, although there was some collaboration taking place with other countries, notably with Peru.	2011 Early issues related to inefficiencies in the finalising of contracts and process logistics. Support provided by MAPS International was felt to have been valuable.
	2012 The authorising environment was considered secure. However, ministerial changes were viewed as a risk to the continuity of the programme's development.	2012 The process was felt to be involving active and diverse participation. It was noted that greater participation of government sectors involved in employment and the economy was needed, as a means to generate greater interests from their counterparts in civil society.	2012 Climate databases/cost curves had been produced which addressed prior data gaps. MAPS Colombia researchers were seen to be receptive to the technical input from sector specialists, there were some disagreements noted with respect to research methodology.	2012 Key players in the MAPS Colombia process did not attribute value to knowledge sharing as they felt the Colombia context was unique.	2012 The country team has shown some weaknesses in conducting the project to date (i.e., facilitation issues, staff changes/instability, and the potential loss of momentum between the two phases). It was felt that interactions with MAPS International focused on problem identification rather than resolution. There was also a lack of awareness within the country team regarding the new role of the UNDP as process administrator.
Peru	2011 Peru had an integrated national initiative underway, aimed at generating data based on climate change mitigation scenarios (PLANCC). A high level political mandate to carry out the MAPS program was thus in place.	2011 The stakeholder engagement process was inconsistent and levels or nature of involvement still had to be properly defined.	2011 A first draft of the MAPS Peru PRODOC had been produced and then substantially revised, however the precise needs of the MAPS Peru process were yet to be formally assessed.	2011 The research group was yet to be contracted and properly involved in the project. Libélula actively sought knowledge from MAPS International and other countries to support the development of the process.	2011 Libélula was the only institution managing the administration of the MAPS process in Peru and it was felt by MAPS International that they may not have had the necessary capacity to facilitate and manage the various elements of the process.
	2012 The PLANCC had made only slow progress in terms of outputs, although the authorising environment remained secure. Stronger buy-in was still needed from the Ministry of Economy and Finance, as there were still concerns that the process would result in barriers to economic growth.	2012 The engagement process had undergone improvements in terms of the degree of participation, however greater representation was needed from NGOs and civil society, as well as from key ministries. At the same time a stronger degree of participative commitment was required from key members of MAPS Peru, and less interference and micro managing of the process by Libélula as project coordinators.	2012 An update to Peru's GHG inventory had been produced. There was still a need to develop integrated multi-sectorial research capacities in Peru and, as such, there were concerns that existed around the capacity of the Peru research team to produce and analyse data within appropriate timeframes.	2012 It was felt that Libélula was proving to be a gatekeeper between MAPS International and the participants involved in the country process in Peru (The <i>Center for Conflict Analysis and Resolution</i> at the Pontifical Catholic University of Peru [PUCP] and the researchers), which hampered the transfer of expertise from MAPS International to these groups, and between them.	2012 A clear definition of roles and responsibilities was required across the range of stakeholders involved in MAPS Peru (both within the political and technical sphere). There was also distrust of Libélula's middle management, with doubts expressed by stakeholders over Libélula's capacity to facilitate the process as needs increase.

3.1

OVERVIEW

Through in depth analysis of the Country Reports (at *Annex A*) and reflection on the information gathered during the stakeholder consultation process it was possible to identify a number of overarching themes relating to the operational implementation of the Global MAPS Programme. These themes align relatively closely with the key elements forming the basis of the country evaluations and provide a basis for a more strategic analysis of the performance and effectiveness of the MAPS Programme at a global level.

The themes, discussed in further detail below, are:

- **Capturing the Political Moment:** the nuances of the prevailing political context within which the MAPS Programme inserted itself in the respective countries and the implications this has the success of the Country MAPS Process going forward;
- **Anticipating Change:** the importance of appreciating the way in which socio-political changes and other risks might impact the success of the programme;
- **Involving all Stakeholders:** the importance of robust and comprehensive stakeholder engagement to support the process through change and to secure the use of the outcomes for future policy making;
- **Creating the Evidence Base:** the role of comprehensive research in grounding the credibility and progress of the process;
- **Aligning Facilitation:** the importance of efficient facilitation and the role of country facilitators in guiding the strategic direction of the process;
- **Managing the Process:** effective coordination and management of the various entities involved in order to achieve objectives; and
- **Sharing Knowledge Effectively:** sharing experiential learning and research outputs is important in determining the overall success of the MAPS programme, both in the region, and globally.

3.2

CAPTURING THE POLITICAL MOMENT

The Global MAPS Programme has successfully ‘captured the moment’ by aligning effectively with the dominant political environment in Chile, Colombia, Peru and Brazil. MAPS International has gained access to key individuals or areas in the respective governments using well established networks of experts and politicians. MAPS International is both trusted and respected an advisor, which has helped create the enabling environment for the development of the MAPS Programme in each country.

Continued effort and awareness is required to ensure that the government mandate for the country process is maintained through political complexities

and changes. This is particularly the case in Brazil, which possesses a complex institutional and administrative landscape, and Chile where political change is anticipated in the near future.

MAPS Brazil has received a mandate from the Environment Minister with support from the Finance and Science and Technology Ministries but at the time of evaluation had not yet engaged in dialogue with the Inter-Ministerial Committee on Climate Change (CIM). The CIM involves senior representatives from all government departments and guides the action and scope of the Federal Government's National Policy on Climate Change. Whilst the authorising environment for the process in Brazil is at this stage largely in place, further work is required by MAPS Brazil to secure a stronger mandate, i.e., one issued from the highest levels of government accompanied by support from all Ministries.

Chile is facing elections in December 2013 and it is widely believed that a new government will be elected. Chile provides the example of why it is important to consider political change at an early stage of the project lifecycle given the risks it now poses at the end. Added pressure has been placed on the process as a December 2013 election means that limited time remains in which to engage stakeholders in the opposition with a view to establishing support for the MAPS process and a basis for its seamless continuation under a new government. If an opposition government were to be voted in, there is the possibility that the outcomes of the current MAPS process may be considered part of the legacy of the outgoing government and thus there is the risk that there will be a hesitancy to pursue it further. The replacement of key individuals such as Andrea Rudnick (Chile's Government Lead from the Environment Ministry) is also a possible outcome of political change, which represents a risk to the continuity of the process. This is especially so given that key government individuals have played a pivotal role in managing the process. The resulting insecurity over the post-election authorising environment has meant that the process in Chile has had to be unnecessarily fast tracked which may potentially diminish the quality of the output.

Although the issue has not manifested directly in Peru, some of the interviewees expressed concerns over the prospect of long term government stability. This is important to note given the current experience in Chile.

The point to underscore is that a given political moment is not static. It is important for the development of the MAPS Programme that momentum which has been established is not lost through changes in the political landscape. Country teams need to stimulate broad awareness and involvement in the MAPS Process across a range of stakeholders both within government, the political opposition and civil society. The aim should be to develop the support and sense of ownership which will enable the process to be carried through a shift from one political moment to the next (or change within a country's institutional or administrative environment).

3.3

ANTICIPATING CHANGE

The MAPS approach is inherently flexible and adaptable to change. However, it is important that changes to the political or institutional operating environment are identified at an early stage in order for effective planning to be put in place. At present, it appears that some issues are only identified late in the day eliciting a crisis response aimed at managing potentially significant barriers to the process. A good example of this is the imminent political change in Chile which could have been foreseen and acted upon at an earlier stage.

There is a perception in the Colombian MAPS team that MAPS International identify problems (rather than solutions) and this can be interpreted as a lack of strategic foresight on the part of MAPS Colombia since they had not already identified these issues themselves.

It is also important that day to day administrative issues (e.g. contracting) do not take over at the cost of pursuing a broader strategy or prioritising course correction to address on-going process issues.

There is a need for a strategic risk identification and management framework in place at a country level and within MAPS International which might help anticipate these issues sufficiently far in advance to adapt/course correct without risking the overall process.

3.4

INVOLVING ALL STAKEHOLDERS

Common to a number of the MAPS Countries was the fact that certain stakeholders from key sectors were not currently involved in the processes and needed to be brought into the fold. As mentioned above, broad stakeholder commitment across industry, civil society and political parties could support the continuation of the process through political change and ensure the results are used for policy making in the future. Country MAPS Teams could be reticent about obtaining this level of support from stakeholders in the country in case government is forced to use information or implement policies which they would rather not. On the other hand, this level of support would be beneficial for implementing policies as all stakeholders will have already approved and committed themselves to whatever direction the policy takes.

In Chile, the energy generation and commercial agriculture sectors (disproportionate contributors to Chile's GHG inventory), NGOs and the private sector are not considered to be sufficiently involved in the process which appears to centre mainly on government and academia. This could pose a significant risk to the process, which could be mitigated through a deliberate broadening of participation.

The process in Brazil is just beginning but already there is a pressing need to engage with stakeholders. As discussed above, the CIM needs to be involved

to ensure a secure authorising environment and there is some question over whether the Brazilian Climate Change Forum contains a sufficiently broad stakeholder base (e.g., some key emitters and civil society organisations are missing). The Global Environment Facility (GEF) is funding a scenario modelling project similar to MAPS, run as a separate process with both facilitated by COPPE. CIM needs to be engaged on this issue as soon as possible. The GEF-funded initiative was highlighted in the evaluation as being well positioned technically to support the political climate change agenda and thus potentially challenge the use of the results from MAPS by the Brazilian government.

The stakeholder participation process in Colombia appears to have been the most inclusive and dynamic, and the fact that the process was framed in a technical manner at its early stages before being broadened out seems to have resulted in early buy in from certain ministries within government. It should be noted that a critical gap in the MAPS Colombia process relates to the absence of representatives from the City of Bogotá in the MAPS process. The City of Bogotá Development Plan 2012-2016 includes a GHG abatement program that also receives partial funding from CIFF under the C40 Cities Programme. The inability to involve the city of Bogota represents an example of barriers to cooperation grounded in the country's stratified politics (i.e. there is limited integration or engagement between the opposition party and the current leadership). The MAPS process needs to be able to transcend political divisions. There is a need to guard against process becoming politicised which could alienate certain stakeholders.

A further important theme was the reluctance of certain stakeholders in government to get involved due to the belief that the process posed a potential barrier to economic development (for example the Ministry of Economy and Finance in Peru). This point ties into the need to develop an evidence base for the process to provide stakeholders with the understanding that mitigation and development do not need to be mutually exclusive.

3.5

CREATING THE EVIDENCE BASE

The MAPS Programme is built around the stakeholder driven research process which aims to create the evidence base upon which governments can set low emissions development strategies and policies. Sound data and analysis is crucial to the credibility and overall success of country MAPS processes. In general, progress has been made in developing a strong evidence base through research of a high standard.

MAPS International (the research component led by the Energy Research Centre – ERC) has worked hard over the past year to provide purpose and structure to the research team. After some initial difficulties in 2011, given the early stage of the processes and high levels of indigenous research capability in each country, the ERC has restructured its approach to supporting Country MAPS Teams which appears to have been working well for the past 9 – 12 months.

MAPS International's support on the research front has been well received by country teams although there still appears to be some reluctance to

proactively request support. This could be due to a cultural tendency to be reactive rather than proactive preferring to be offered help rather than asking for it, or to gatekeeping by the Country MAPS Team preventing collaboration between researchers and MAPS International, which is perceived to be the case in Chile, Peru and to a certain extent Colombia. The Brazilian researchers have a good relationship with the ERC and there has been considerable collaboration between researchers on papers and the development of models over the years.

Two issues were raised by ERC researchers in relation to their ability to support Country MAPS Teams:

1. There is uncertainty around the budget available for MAPS related research and travel and as such researchers do not necessarily know that there is money available to go on country visits or to fund various aspects of their work on MAPS.
2. In a number of cases countries would value input/assistance with research and the development of papers but collaboration is hampered by a lack of knowledge on the part of ERC. This could be overcome by funding indigenous research in South Africa for comparative analysis. This would enhance South-South collaboration and would enhance the knowledge/skill in ERC to a greater extent than if they only provide advice and peer review of Latin America-specific research.

There is a need to ensure alignment between MAPS research and other efforts taking place within the MAPS countries and across the region - particularly in Brazil and Colombia, where separate GHG mitigation initiatives are underway. This is necessary to ensure that the efforts of emission scenario development and the identification of mitigation options complement rather than compete with one another. The initial credibility of MAPS could be undermined if certain government departments have already bought into a process which is seen as counter to MAPS or competing for the same resources.

Researchers need to effectively engage with sector specialists (this appears to have been taking place most successfully in Colombia) as this facilitates the generation of credible data and minimises the risks of disagreements arising when data emerges in the public domain. The gaps that were seen to be occurring in sector specific data need to be addressed through national and international collaboration between research teams.

Some researchers indicated that the IntraMAPS platform might be enhanced as a support tool if it were to be linked to academic databases of current research material. However, the feasibility of this may be in question given the subscription costs to journal databases.

3.6

ALIGNING FACILITATION

The MAPS Programme is unique in it being a facilitated multi-stakeholder dialogue which looks to build consensus around the evidence base for policy development. MAPS International is highly skilled in facilitation and has

worked hard to build capacity within countries in this area through workshops and one-on-one support.

The implementation of a stakeholder driven process is new to most Latin American countries and there is a concern that the term 'facilitation' may be interpreted differently by MAPS International and country teams. This is based on the following observations:

- In Peru and Colombia the process facilitators have been relegated to running meetings as opposed to facilitating the broader process. It appears that they are being prevented from fully participating in, and helping to guide, the strategic direction of the process bringing together all stakeholders to ensure that the overall objectives are met.
- There is concern over the capability of the Lead Facilitators in Peru and Colombia which may, in part, be the cause of the limited responsibility they have been given. Respondents indicated that the Colombian lead is young and inexperienced and the Peruvian lead has a poor reputation amongst local stakeholders and appears to have his own agenda which is inconsistent with the goals of MAPS.
- There is a perception that the MAPS Teams in Peru and Colombia may be restricting access to MAPS International meaning that the facilitators are not able to get the support required to build their capacity in this area. This manifested most noticeably in the fact that the technical and political components of MAPS Peru were disconnected from each other as they were interacting with Libélula (the consultancy engaged to administer the MAPS Peru process) in isolation of each other.
- In Colombia, where the process was highly participatory, it was felt that the outcomes and agreements reached were at the cost of detail and depth. This was due to the fact that the facilitation was geared towards consensus. The implication is that progress will be impeded as the process develops and engagements become more rigorous if facilitation continues to be structured in the same manner.

There needs to be careful consideration of who facilitates the process. It is important that facilitators understand the overall direction of process, i.e., strategic thinking and understanding the scope of their role, as well as being the correct candidates for the job, possessing the necessary experience and skills. Training through workshops is not sufficient and coaching, as well as day to day mentoring is required to ensure that facilitators have the necessary support to lead these complex and important processes. Enhanced collaboration between facilitators in the MAPS countries will allow the sharing of lessons learned and will reduce the pressure placed on MAPS International to provide this support. The role of Lead Facilitator in Brazil has yet to be filled. It is critical that an appropriate candidate be identified with sufficient experience and authority to carry the process through the political complexities and sensitivities in Brazil.

The MAPS operating structure has achieved success in both research output and raising the profile around climate issues – such as kicking off the first discussions on climate change mitigation policy development in Peru. The effective management of the various entities involved is crucial for successfully progressing the Programmes in each country. It is evident that a uniform approach to process management will not be appropriate given the multiplicity of issues across the countries and the particular ways in which they play out.

3.7.1

Organisational Capacity and Management in Country Teams

The coordination of the MAPS Country processes is clearly of fundamental importance, both in terms of its development as well as its credibility. In certain instances it was noted that bottlenecks and delays were caused as a result of a lack of consultation by the administrative entity with the various role-players in the MAPS Country teams, or through their ‘gate-keeping’. For example in certain instances the MAPS project leaders in each country were the only individuals engaging with MAPS International (this was the case in Peru and Colombia in particular), whilst other people involved in the MAPS programme did not have access to or were not aware of the support provided by MAPS International (e.g. facilitators and researchers).

The UNDP plays an administrative role for the Chile process, and more recently has assumed this position in Colombia, which includes, amongst others, the contracting of consultants and the management of funds. The evaluation revealed that bureaucratic bidding processes required by the UNDP in Chile delayed the contracting of relevant consultants. This has led to the need to begin the tendering process for Phase 2 before the outputs from Phase 1 have been produced which poses a risk to continuity and the quality of the work, as well as impacting on the project timeline.

In the Colombian context it is important that learning from the Chile experience be taken into consideration when developing a project timeline to ensure that the requirements of the agency’s internal processes (e.g. for contracting) are effectively built into the schedule.

The MAPS Peru Programme (PlanCC) is being managed by the local consultancy firm Libélula which is felt to be overprotective of its function, resulting in a high degree of micro-management. A key impact of this was that the technical and political role-players in the MAPS Peru team were not engaging or integrating with each other as the processes were being managed separately. It is necessary for all role-players to work closely together to ensure full utilisation of the experience of the team, as well as proper buy in and cohesion across the key components of the Peru team. In Peru there is also little ownership of the process by government which places the end use of the results in jeopardy. The project schedule developed by Libélula appears unrealistic, possibly setting up the project for failure before it has properly got underway.

The evaluation also revealed that there is a general tendency for an overdependence on individuals and personal networks. In Peru it was found that Luisa Guinand of Libélula was highly respected, but that very little trust was shown by government in Libélula's middle management due to their perceived lack of experience. In Colombia, Andrea García vacated her role as Climate Change Director, without a requisitely skilled director in place to take over, which it was felt slowed progress. These examples highlight the fact that the mentoring of more junior staff is required, not simply as a means to ensure that credibility is maintained or enhanced, but also to ensure the continuity of process management.

3.7.2 *MAPS International*

MAPS International has been successful in moving conversation and action on climate change forward in the region, both within government and the private sector. The MAPS Programme is a vector for change in a region which has not traditionally conducted policy development in a participatory manner.

Leadership capacity

The success of the Global MAPS Programme to date rests largely on the shoulders of Stefan Raubenheimer as MAPS Director. Stefan is highly respected by the stakeholders in MAPS countries and is a trusted advisor whose support is highly valued. However, the capacity within MAPS International is spread too thinly with too much reliance on a single individual. The discussion above about management issues in MAPS Countries highlights a need for more regular contact and mentorship in order to overcome obstacles easily and smoothly. Additional capacity is required if MAPS International is to provide the support necessary to the countries involved and to expand discussions to others.

Cultural Sensitivities

Another dimension to the management of the MAPS process relates to the multicultural environment in which the Country processes and MAPS International operate. South Africans and South Americans have very different approaches to work and collaboration and there is a need to be sensitive to the cultural specificities at play.

There is a need to understand the cultures in the respective countries. During the 2011 Evaluation, a number of South African interviewees raised the need to be sensitive and respectful of each country's sovereignty and to 'see what they want' so as not 'to impose options or solutions or be seen to be interfering'. Marta Torres Gunfaus, a Spanish national living in South Africa, raised a number of points about cultural differences between South Africans and Latin Americans which might affect collaboration:

- In South Africa, something is considered dealt with once it has 'been discussed' with someone. However, it is understood that in Latin America, in order to really implement something it needs to be discussed two to

three times. Latin Americans are generally very fond of personal communication and it is important to maintain very regular contact so that they feel that MAPS International is close to them.

- The MAPS Programme is about country driven processes but there is a difference in what MAPS International thinks is needed and what countries would like. MAPS International believes it is important to be sensitive to a country's sovereignty over the process. This is important; however, this should not preclude the sensitive suggestion of ideas.

It is important to get to know the people and the culture of the participants in each country and to understand the level of input they seek from MAPS International in order to find a balance which most effectively and efficiently serves the process. This will help MAPS International identify institutional strengths and weaknesses and allow them to better assess the capacity building requirements in individual countries and the planning of the process. If this is done from the start, the risk of an implementing agency failing to deliver is reduced.

There are also occasions when it may be pertinent for MAPS International to intervene in order to mediate impasses or re-clarify the underlying goals of the project. This is particularly the case in countries with highly participative processes as characterised by Colombia. Added to this, the evaluation revealed that in the Colombian context the MAPS team did not readily request assistance and in this case MAPS International should be more forthright in their interventions than would be the case in, for example, Brazil. Thus there is a need for MAPS International to clearly understand the country by country context so as to formulate appropriate strategies for support interventions.

3.8

SHARING KNOWLEDGE EFFECTIVELY

MAPS International has been responsible for catalysing the production of cutting edge research on climate change mitigation in the developing world, and the methodologies which have been developed can be shared and exported for use globally. The MAPS Programme has also provided a platform for face to face collaboration between stakeholders within and across MAPS countries which has been valuable to participants. In particular, the 'Labs' workshops were noted as having been beneficial instruments for knowledge sharing and collaboration. *Annex B* provides a high level summary of interviewee views on various Knowledge Sharing activities which took place during the year.

There is, however, a greater need for MAPS countries to collaborate in terms of research outputs and process learning. The evaluation revealed that there were certain barriers which exist to this being achieved. For example it was felt by MAPS Colombia that they consider the Colombian context to be unique in the region thus do not recognise the value in regional knowledge sharing. Similarly, the MAPS Brazil team felt that given the specificity of the Latin American context, there would be questions around the feasibility of replicating the knowledge gained by MAPS in South Africa through the Long

Term Mitigation Scenarios (LTMS). In Chile and Peru (and to a lesser extent Colombia), knowledge sharing is restricted to engagements between MAPS International and project leaders. A need exists to democratise knowledge sharing by bringing more of the participants into the fold.

Members of MAPS International and Country MAPS Teams have not fully engaged with and utilised the IntraMAPS platform created for knowledge sharing. MAPS Chile opted to use their own intranet rather than a shared platform and many researchers in MAPS International feel that the system is not intuitive and together with a lack of training or incentives to explore it means they have defaulted back to dropbox and email communication.

There is a stratified landscape regarding knowledge sharing across the region. The Peru team seem to desire day-to-day contact with MAPS International and regular engagement or support from other countries. Chile appears satisfied with their independent internal processes, while Colombia does not necessarily accord value to knowledge sharing. Brazil values knowledge sharing from a research perspective but has yet to fully engage with the process implementation which brings in a different aspect to collaboration.

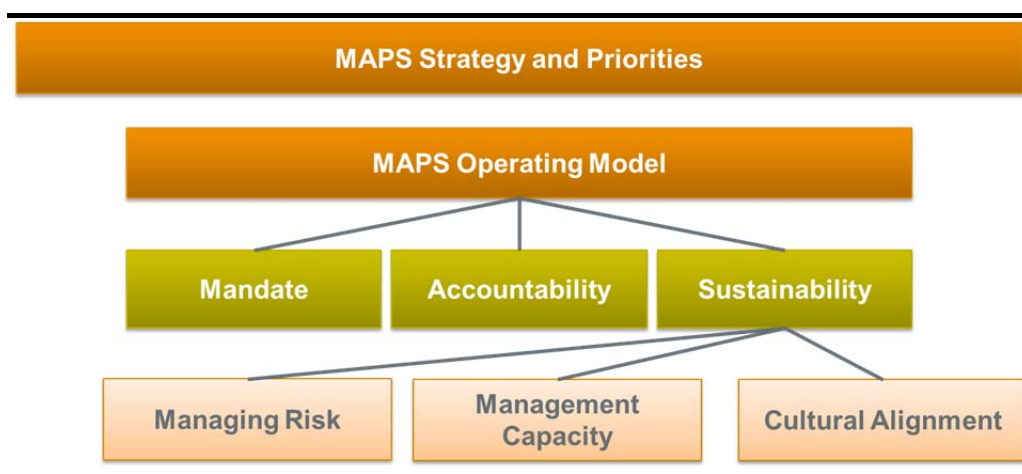
Lastly it will be important to develop a mechanism to track the types of research material most utilised by MAPS Country researchers and how the information is accessed. Clarity is also needed on which outputs are most effective, namely research papers, webinars or others. MAPS Countries need to be enabled to recognise that the role of knowledge sharing is critical to the on-going success and sustainability of the process, and thereby realise that they have a crucial role to play in driving MAPS globally.

4.1 OVERVIEW

A strategic review of the themes which emerged during the evaluation has allowed for the identification of a number of strategic findings which bear influence on the outcomes and effectiveness of the Global MAPS Programme, as well as providing guidance for its future development. *Figure 4.1* depicts a conceptual way of presenting the strategic findings. It indicates a hierarchy of considerations with the overarching strategy and priorities at the highest point, in turn guiding the operating model for the programme and aspects which fall under it.

The remainder of this section discusses each of these points in further detail. We reflect on the issues and pose questions for on-going consideration.

Figure 4.1 Overview of strategic findings



4.2 MAPS STRATEGY AND PRIORITIES

The Global MAPS Programme has made a tangible impact on the policy development process in participating countries. It has helped these countries launch strategic planning processes for low emission development embedded within their respective governments. Multi-stakeholder participatory processes are new to Latin American countries and the fact that countries have mandated these processes and placed them in positions of priority in their climate change policy development agenda indicates the importance of this kind of approach for feeding into national debates.

The Low Emission Development Strategy (LEDS) group is a strong proponent for the MAPS Programme and those interviewed who are involved in it want to see the approach replicated in other countries. Initial indications are that MAPS is achieving its goal of accelerating political commitment for the formulation and implementation of ambitious mitigation action in key

developing countries. The extent to which the results are used at the end of the processes and are embedded within the economic development and poverty eradication frameworks remains to be seen.

The overarching strategy and priorities applied by MAPS International determine the platform from which the process is developed. At a fundamental level the outcomes of the evaluation have allowed for the posing of questions regarding the future direction that MAPS might take. In particular it has emerged that the capacity of MAPS International has been spread too thinly across the region to engage at the sufficient levels of depth required. This is particularly the case in Peru and Colombia since Chile has a highly competent process facilitator and MAPS International's focus has been on obtaining the mandate in Brazil.

A key question is thus whether MAPS International should consolidate its efforts in the current group of countries, completing the processes before expanding the programme further – not forgetting that Argentina has already been brought into the fold in 2012.

At another level the question could also be one of prioritising, i.e., of deciding that certain countries are possibly more valuable to the overall outcome of the Global MAPS Programme than others. In this view it may be that Brazil, being the largest economy and the largest emitter of carbon dioxide in the region, should receive a greater proportion of effort from MAPS International, potentially with the result being that the success of the programme in other countries diminishes. There are, however, reputational risks associated with this if MAPS is seen to withdraw support with the knowledge that this will likely result in the failure of the programme in some countries. A converse approach may suggest that priority should fall on those processes which present the greatest likelihood of success. The benefit to the broader expansion of the Global MAPS Programme of successful examples should not be underestimated.

4.3 *MAPS OPERATING MODEL*

4.3.1 *Overview*

The MAPS International operating model comprises three key leverage points which influence the outcomes and strategy of the Global MAPS Programme. These are:

- **Mandate:** What is MAPS International's mandate with regards to supporting country processes?
- **Accountability:** Who is accountable for the success or failure of Country Processes?
- **Sustainability:** How can long term sustainability of the programme be ensured?

These points are discussed in further detail below.

4.3.2

Mandate

There is a question over MAPS International's role in implementing the Global MAPS Programme. Is it a catalyst or a facilitator?

Catalysing a project requires input particular to project initiation, getting the process up and running and allowing it to develop, succeed or fail depending on the country government's commitment to it as well as the effectiveness of the local implementation team. Facilitation requires commitment to operationalisation and the full project life cycle, guiding the process, advising on course correcting approaches and supporting the countries to achieve successful outcomes.

Which role does MAPS International fulfil? Does it possess an operating model which allows it to address both project inception and operationalisation effectively?

From an operational standpoint, the MAPS Country processes were running largely independently of MAPS International intervention. While this may be perceived as being important in terms of MAPS International not being seen to infringe on the process once it has been initiated, there is a risk of little effective intervention when problems or challenges emerge and channels of communication between country teams and MAPS International have been poorly maintained. MAPS International, in this scheme of things, is not well placed to offer process support, i.e. they have not been assuming the role of process facilitator but are from time to time required or expected to do so.

This raises the question of where the most value can be derived from MAPS International. This may require an operational model to be developed that addresses the shift from catalysing a project to playing a bigger role in facilitating it.

The development of local partners with the expertise to navigate the specific operational features of a country process would help work through the challenges that arise beyond the inception phase of a project and overcome the distance and language issues associated with working in different continents.

4.3.3

Accountability

The overarching aim of the MAPS Programme is: *to accelerate political commitment for the formulation and implementation of ambitious mitigation action in key developing countries as part of their economic development and poverty eradication frameworks.*

Who is accountable for successes and failure in striving to ultimately achieve the overarching aim? Is it MAPS International or is it the Country MAPS Teams? In general, roles and responsibilities within Country MAPS Teams and between MAPS International and Country Teams require clearer definition in this respect.

If it is MAPS International that is ultimately accountable for the success of the programme in individual countries, does its mandate enable it to provide the required level of support? To what extent does this risk the sovereignty of the Country MAPS Processes? Should the situation be the same in all countries or vary depending on strategic and political circumstances?

4.3.4

Sustainability

The sustainability of the MAPS Programme over the long term depends on its capacity to undertake the work required by its mandate, its ability to engage effectively with participants, as well as to identify and manage risk and change within the respective institutional and political landscapes in which it operates. In this section we explore these considerations further.

Managing risk

MAPS International is well placed to provide an external perspective on activities and to help countries identify potential pitfalls and problems. Whilst MAPS International is hesitant to intervene in country processes due to the cultural sensitivity and the sovereignty of the country processes, its proactive intervention with regards to strategic risk identification and management in the country processes would be beneficial.

From a review of the processes to date, there appears to be a tendency to react to issues when they become problems which results in continued crisis management. MAPS International should work with countries to identify risks (such as the potential political changes in Chile) and change course or manage the issue before they cause delays or become potential barriers to the success of the process.

There is also a need for a risk identification and management plan at the global level within MAPS International. This mechanism can be used to apply strategic interventions at the country level, allowing MAPS International to focus efforts on priorities at the same time as effectively supporting the operationalisation of the programme.

Management capacity

There is a need to closely review the management capacity of the programme at the international and country levels.

The institutionalisation challenges differ on a country by country basis. In Brazil, the sensitive political environment has required significant effort in obtaining buy-in and support from government with considerable work still to be done. The day to day running of the Country MAPS Processes comes with its own difficulties ranging from the capacity and skill to run a high level multi-stakeholder process to competing priorities of busy people. Peru is a particular concern in this area as they require significant support from MAPS International and there is a risk the process could collapse if risks are not carefully managed. In Colombia, there has been a hiatus between Phases 1 and

2 and the process needs to pick up again soon in order to reduce the risk of losing momentum.

The capacity of MAPS International to implement the Global MAPS Programme is overstretched. Heavy reliance on one individual does not allow for sufficient attention to be paid to all countries, particularly since the focus has been on Brazil over the past year. Additional capacity is required if MAPS International is to provide the support necessary to the countries involved and to expand discussions to others.

At the country level it emerged that facilitators did not necessarily have direct access to MAPS International for support, either because the process was managed by an external consultant (such as Libélula in Peru), or because communication was limited to team leaders. This has negatively affected the efficiency and development of MAPS Country facilitators as they are not able to benefit from the knowledge and experience of MAPS International personnel. Similarly, it appears that research teams are not making as much use of MAPS International as they could and this may be a result of them not knowing that they are available for support.

It is important in terms of the sustainability of the process at a country level that there are open and accessible lines of communication between facilitators, researchers and MAPS International.

Cultural alignment

Fundamental to the success of the MAPS Programme in Latin America is a deep understanding and appreciation of the cultural and socio-political landscape in which it is located. This will help maximise the benefits of the South-South collaboration between MAPS International and country teams and ultimately benefit the programme as a whole.

MAPS International do not want to be 'seen to be interfering' in the local processes. However in order for the programme to be successful it may be necessary for direct interventions to, for example, mediate impasses or flag potential risks before they materialise.

MAPS International needs to understand how to raise issues and apply interventions in ways that are culturally appropriate. It appears that MAPS International has been overly sensitive to respecting the independence of country processes without realising that in the Latin American context it is more appropriate that support is offered proactively as it is less likely to be sought. The nature of this support is also under question as in Colombia where the team felt that MAPS International focused on identifying problems rather than finding solutions.

There could be a difference in interpretation of the terms *participatory* and *facilitation* between MAPS International and some Country Teams. Given the novelty of this approach in Latin America, there is a perception that participatory requires the involvement of *some* stakeholders rather than all

interested and affected parties. Similarly, inexperience with facilitation may be the cause of some countries relegating their process facilitators to meeting organisers rather than using them to guide the strategic direction of the process.

Based on the discussion above, the following recommendations are made to support the strategic implementation and enhance the benefits of the Global MAPS Programme. These recommendations are in addition to the country specific recommendations outlined in the Country Reports and the plan for action in response to this report should consider all recommendations in order to streamline activity.

5.1 *OVERARCHING MANAGEMENT INTERVENTIONS*

- Implement a strategic risk identification and management process within International and Country MAPS Teams.
- Implement a country by country action plan, which includes:
 - Defining objectives for addressing specific issues and challenges in each country;
 - Identifying ways in which the scope of stakeholder involvement or engagement in countries can be enhanced in order to strengthen the basis of the MAPS Process. Past learning should be fed back into the process and the responsibility of maintaining dynamic engagement must be assigned to an appropriate individual within the MAPS Country team;
 - Generating a broad base of government support for the MAPS programme through appropriate advocacy measures;
 - Reviewing the climate policy context to ensure alignment with similar processes (if they exist) and with government development plans; and
 - Ensuring a strategy is in place to prevent the process becoming affiliated with a single political party, or caught up in political lobbying.

5.2 *ORGANISATIONAL CAPACITY AND GOVERNANCE*

Focus on organisational capacity development to best meet the needs of the Programme, including:

- Put together a leadership succession plan and build capacity to support the MAPS International Director and the country teams and to ensure momentum is sustained.
- Clarify the role of MAPS International and the MAPS Country Teams to ensure objectives are successfully achieved.
- Review facilitator performance and capacity and make necessary changes.

- Encourage facilitators to communicate with one another across the country teams to increase experiential learning.
- Review the performance of the Global MAPS Programme from a multi-cultural management perspective and customise the approach as required.

5.3

DATA & ANALYSIS

Ensure that research effectively meets the needs of the MAPS Programme, including:

- Ensure contractual arrangements align effectively with project timelines.
- Create a common understanding of the underlying purpose of the research initiatives.
- Improve communication between research organisations to facilitate knowledge sharing and the integration of research across various sectors.

5.4

KNOWLEDGE SHARING

- Use Knowledge Sharing Framework to promote more experiential sharing in addition to information sharing.

Annex A

Country Reports (separate
documents for Chile, Peru,
Brazil, and Colombia)

Annex B

Summary of comments
relating to knowledge sharing
activities

Table B.1 *Summary of comments relating to 2012 Knowledge Sharing Activities*

<i>Event</i>	<i>Summary of team comments</i>
AgriLab	<ul style="list-style-type: none"> • Agrilab was felt to be highly useful in raising the challenges of mitigation actions in the agriculture sector, engaging experts (forestry with climate), and invigorating collective research/action. Although the lack of participation of experts from Argentina and Brazil was a gap. • It was felt there was a need to develop an agriculture 'community' within MAPS, to facilitate a country comparison of mitigation actions in the agriculture sector with views from model developers, and develop a methodology for mitigation in the agriculture sector.
Leadership Lab	<ul style="list-style-type: none"> • Provided an opportunity for countries to take ownership of their work and share experiences. • The research clinic was useful for some countries such as Chile, but not useful for the others. • Stronger facilitation was required to focus the discussion and prevent side-tracks. • Lab was not considered as useful for countries ahead of the curve.
EconoLab	<ul style="list-style-type: none"> • Felt to have been resoundingly useful, with ample time for in-depth, interactive discussion. • Focused debate was generated as the process was aimed at researchers. • Aligned people with regards to the benefits and limitations of economic models. • Provided a link between 'top down' and 'bottom up' models. • Facilitated problem solving through rough ideas being transferred into detailed plans. • Contributed towards platform for inter-country collaboration
COP17	<p>As MAPS was at an early stage in the process it was not well positioned to share learning's at a busy forum such as the COP. MAPS only had a presence in the side events and as such was not able to get as much exposure as was hoped, but COP17 did provide:</p> <ul style="list-style-type: none"> • good opportunities for networking as many researchers had not yet been to Latin America, • an opportunity to compare research outputs as all teams were in attendance, and • exposure to what was taking place in other countries (team meetings were productive)
LEDS GP	<ul style="list-style-type: none"> • Provided a good opportunity for networking but despite the potential was less useful in terms of research sharing. • It was felt to have created new opportunities and further broadened the spectrum of MAPS.

<i>Event</i>	<i>Summary of team comments</i>
Bonn	<ul style="list-style-type: none"> • More useful than COP17. The smaller setting generated more requests from countries to MAPS International.
IntraMAPS	<p>The full potential of the platform is not being realised, although its development is at an early stage with lots of potential for rapid improvement in terms of its utility. Some of the key issues:</p> <ul style="list-style-type: none"> • The process for uploading/accessing information is laborious; in particular the categories in which research must be defined when uploaded is restrictive. • There is no Latin American participation.
Newsletter	<ul style="list-style-type: none"> • Useful as a succinct summary and highlights of what is going on in MAPS countries. • Plays an important role in exchanging knowledge between process and research at national and international levels. • It was noted that there needs to be more included from a research perspective (too process focused)
Website	<ul style="list-style-type: none"> • The content of the website is being maintained and kept up to date and provides a good overview of MAPS (work being undertaken and updates from countries). • It provides a good repository of information to refer people to and has a user friendly interface. • There is however a need to track who is utilising the website and evaluate how useful the website is felt to be.

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