

Caribbean Natural Resources Institute  
in collaboration with  
Environmental Awareness Group of Antigua and Barbuda

## Participatory Resource Management Approaches for Managers and Decision-Makers

*Week 1: Building Institutions for Participatory Resource Management*

### Report

#### Introduction

The first week of the regional seminar *Participatory Resource Management Approaches for Managers and Decision-Makers*, which was held in Antigua from 3 through 7 July 2000, had the theme of *Building institutions for participatory resource management*. The activity was a joint undertaking of the Caribbean Natural Resources Institute (CANARI) and the Environmental Awareness Group of Antigua and Barbuda (EAG). The seminar evolved out of a series of CANARI training courses, held roughly annually, which have explored the requirements for increased participation in the management of natural resources for sustainable development. This edition of the course has sought to bring together active senior practitioners of participatory resource management for the purpose of developing, testing, and refining tools and methods for creating effective participatory resource management institutions.

#### Participants

Participants in the seminar were selected by CANARI in consultation with EAG. In addition to three members of CANARI's staff and EAG's Executive Director, participants include the heads or senior staff of natural resource management agencies and non-governmental organizations in the following countries:

- \$ Anguilla (1)
- \$ Antigua and Barbuda (2)
- \$ Barbados (1)
- \$ Dominican Republic (1)
- \$ Jamaica (5)
- \$ St. Lucia (3)
- \$ Trinidad and Tobago (3)
- \$ Turks and Caicos Islands (1)

A list of participants is attached at Appendix 1.

#### Funding

The seminar is funded through fees charged to individual participants. Sponsors covering these fees include:

- \$ Natural Resources Systems Programme, United Kingdom
- \$ Environmental Foundation of Jamaica U.K. Department of International Development, Overseas Territories Unit
- \$ University of the West Indies, Centre for Environment and Development

\$ CANARI, through programme grants from the U.K. Department for International Development and the European Union.

Contributions to participant travel and accommodation costs were made by all the above agencies, as well as the Trees for Tomorrow Project of the Government of Jamaica and the Canadian International Development Agency, the Turks and Caicos Coastal Resources Management Project, the Trinidad and Tobago Institute of Marine Affairs, and the Antigua and Barbuda National Parks Authority.

## Objectives

The seminar design sought to draw on participant and other recent experiences in the Caribbean region to develop an understanding of the requirements for designing effective participatory natural resource management institutions, and to apply this understanding to actual cases.

At the outset, participants defined the task to be achieved in the seminar as follows:

To understand the requirements for designing institutional arrangements for natural resource management involving stakeholders that function effectively, and that result in effective management (understanding that 'effective' is a relative term that must be defined through negotiation among stakeholders).

In addition to the objectives of individual seminar sessions, which were defined by CANARI and which appear in the Preliminary Agenda (Appendix 2), participants also noted several individual and collective objectives, which were tracked during the course of the week and reviewed on the final day.

## Process and Content

The first part of the seminar was devoted to the development of a common understanding of concepts and to an analysis of the requirements for effectively functioning resource management institutions, based on the regional context and policy environment, perceived trends, and specific experiences. Several case studies were presented and analysed. A field visit was made to the nearby Nelson's Dockyard National Park, which included presentations and discussions with the Director of the National Parks Authority and a range of collaborators and stakeholders.

Following this process of context-setting, the seminar focused on the application and refinement of tools for institutional design and for assessing capacity requirements of resource management institutions.

For much of this phase of the seminar, participants were divided into four small groups, each applying the tools presented to actual cases based on the work of one of the small group participants. The cases that were used included participatory management of the fisheries resources of Barbados, the national parks system of the Turks and Caicos Islands, an offshore island in Antigua, and a watershed management system in St. Lucia.

One day was devoted to 1) understanding the relationships between the various management actors in the cases=existing institutional arrangements through a diagramming process, 2) identifying policy or institutional design factors that could be constraining the achievement of management objectives, and 3) redesigning the arrangements based on this analysis. The case study of an institutional review and redesign of the Soufriere Marine Management Area in St. Lucia was used as an illustration of such a process.

Following these exercises, CANARI presented a draft framework it has recently developed for assessing the capacity of organizations involved in participatory resource management arrangements. Using the framework in their small groups, participants analysed capacity requirements and prepared capacity development plans for selected organizations.

On the final day of the seminar, participants identified the various tools that had been used during the week; defined their potential uses; assessed their value as tools for participatory analysis and planning; and noted modifications, alternatives, and refinements that had been developed through their application to the case studies.

## Evaluation

In a group evaluation on the final day, participants concluded that they had made substantial progress in understanding the requirements for designing effectively functioning institutional arrangements for natural resource management. They felt that the tools they had used were appropriate to participatory processes and were ones that they could usefully apply to their own work. Finally, they noted that they had made little progress with the second part of their task, which was to understand the requirements for designing resource management arrangements that result in effective management. They agreed that this should be the major theme of the second week of the seminar.

## Follow-up

Participants confirmed that the second week of the seminar would be held January 22-26, 2001 in Tobago, co-hosted by CANARI and the Tobago House of Assembly. It was agreed that participants would be consulted at various stages in the design of this second week.

Participants were also keen to apply the learnings of the seminar to their actual work and expect to come to the second week of the seminar with several case studies based on the application during the intersession of the tools from the first week. Some participants also hope to have others from the group assist with the facilitation of activities they expect to carry out in their own countries over the next few months.

## Appendix 1

# Participatory Resource Management Approaches for Managers and Decision-Makers

## Participants and Resource Persons

### **Mr. Noel Bennett**

Rural Sociologist  
Forestry Department  
173 Constant Spring Road  
Kingston 8  
JAMAICA  
Telephone: 876 905-1270  
Fax: 876 931-2856  
E-mail: nbennett@forestry.gov.jm

### **Ms. Judith Garland Campbell**

Project Manager  
Coastal Resource Management Project  
Dept of Environment & Coastal Resources  
Ministry of Natural Resources  
Sam Harvey's Building  
Providenciales  
TURKS AND CAICOS ISLANDS  
Telephone: 649 941-5122  
Fax: 649 946-4793  
E-mail: crmpgarland@tcwayway.tc

### **Mr. Neemedass Chandool**

Ag. Assistant Conservator of Forests  
Forestry Division  
Long Circular Road  
St. James, P.O. Bag 30  
TRINIDAD AND TOBAGO  
Telephone: 868 622-5214  
Fax: 868 628-5503  
E-mail: nchand@zdnetwork.com

P.O. Box 1234  
The Valley  
ANGUILLA  
Telephone: 264 497-5297  
Fax: 264 497-5571  
E-mail: axanat@anguillanet.com

### **Ms. Gillian Cooper**

Executive Director  
Environmental Awareness Group  
P.O. Box 2103  
St. John's  
ANTIGUA  
Telephone: 268 462-6236  
Fax: 268 463-7740  
E-mail: eag@candw.ag

### **Mr. Hugh Dixon**

Executive Director  
Southern Trelawny Environmental Agency  
#3 Grant's Office Complex  
Albert Town P.O.  
Trelawny  
JAMAICA  
Telephone: 876 610-0818  
Fax: 876 610-0819  
E-mail: dixon@cwjamaica.com  
stea@cwjamaica.com

### **Ms. Ijahnya Christian**

Executive Director  
Anguilla National Trust

**Dr. Marie-Louise Felix**  
Department of Fisheries  
Ministry of Agriculture, Forestry and  
Fisheries  
Government Buildings, Pointe Seraphine  
Castries  
ST. LUCIA  
Telephone: 758 452-3983  
Fax: 758 452-3853  
E-mail: aquaculture@slumaffe.org  
deptfish@slumaffe.org

**Mr. Derrick Gayle**  
Projects Officer  
Environmental Foundation of Jamaica  
Seymour Park, Unit 27  
2 Seymour Avenue  
Kingston 10  
JAMAICA  
Telephone: 876 978-8652/6925/8518  
Fax: 876 927-8126  
E-mail: gayleforce2000@yahoo.com  
efj.ja@cwjamaica.com

**Ms. Tighe Geoghegan**  
Associate Director  
Caribbean Natural Resources Institute  
1113 Strand Street  
Christiansted, St. Croix  
U.S. Virgin Islands 00820  
Telephone: 340 773-9854  
Fax: 340 773-5770  
E-mail: tighe@islands.vi  
canari@islands.vi

**Ms. Carla Gordon**  
Director, National Parks and Protected  
Areas Unit  
Natural Resources Conservation Authority  
10 Caledonia Avenue  
Kingston 5  
JAMAICA  
Telephone: 876 754-7543/44/47/48/49/50  
Fax: 876 754-7595  
E-mail: cgordon@nrca.org

**Mr. Carl Hanson**  
Project Manager  
Negril Coral Reef Preservation Society  
P.O. Box 2725

Negril, Westmoreland  
JAMAICA  
Telephone: 876-957-3735  
Fax: 876-957-4626  
E-mail: coralreef@cwjamaica.com

**Mr. McRonnie Henry**  
Chief Forestry Officer  
Ministry of Agriculture, Fisheries, Land and  
Housing  
Temple & Nevis Streets  
St. John's  
ANTIGUA AND BARBUDA  
Telephone: 268 462-1213  
Fax: 268 462-6104

**Mr. Philmore James**  
Senior Fisheries Officer  
Fisheries Division  
Upstairs Grant's Wholesale  
Perry Bay  
St. John's  
ANTIGUA AND BARBUDA  
Telephone: 268 462-1372 (international)  
462-6106 (local)  
Fax: 268-462-1372  
E-mail: abiole@hotmail.com  
fisheries@candw.ag

**Mr. Vijay Krishnarayan**  
Advocacy Coordinator  
Caribbean Natural Resources Institute  
New Dock Road  
Vieux Fort  
ST. LUCIA  
Telephone: 758 454-6060  
Fax: 758 454-5188  
E-mail: vijay\_krishnarayan@hotmail.com

**Ms. Patricia Lamelas**

CEBSE Inc.  
Zona Tiro al Blanco  
Apartado Postal 132  
Samaná  
DOMINICAN REPUBLIC  
Telephone: 809 538-2042  
Fax: 809 538-2792  
E-mail: cebse@aacr.net  
cebse@internet.codetel.net.do

**Ms. Lori Lee Lum**

Community Education Officer  
Institute of Marine Affairs  
P.O. Box 3160  
Carenage Post Office  
TRINIDAD AND TOBAGO  
Telephone: 868 634-4292  
Fax: 868 634-4433  
E-mail: lleelum@ima.gov.tt

**Dr. Patrick McConney**

Chief Fisheries Officer  
Fisheries Division  
Ministry of Agriculture and Rural  
Development  
Princess Alice Highway  
Bridgetown  
BARBADOS  
Telephone: 246 426-3745  
Fax: 246 436-9068  
E-mail: patrickm@caribsurf.com  
fishbarbados@caribsurf.com

**Dr. Arthur Potts**

Director  
Marine Resources and Fisheries  
Division of Agriculture, Land and Marketing  
Tobago House of Assembly  
P.O. Box 516, THL Building  
Milford Road, Scarborough  
TRINIDAD & TOBAGO  
Telephone: 868 639-1382/4354  
Fax: 868 639-1382  
E-mail: artpotts@hotmail.com  
acpotts@tsst.net.tt

**Mr. Allan Smith**

Research Scientist  
Caribbean Natural Resources Institute  
New Dock Road

Vieux Fort  
ST. LUCIA  
Telephone: 758 454-6060  
Fax: 758 454-5188  
E-mail: smitha@candw.lc

**Mr. Ananais Verneuil**

Forest Officer IV  
Department of Forestry  
Ministry of Agriculture, Forestry  
and Fisheries  
Castries  
ST. LUCIA  
Telephone: 758 450-2078  
Fax: 758-450-2287  
E-mail: verneuila@candw.lc

**Mr. Kai Wulf**

Manager  
Soufriere Marine Management Area  
P.O. Box 305  
3 Bay Street  
Soufriere  
ST. LUCIA  
Telephone: 758 459-5500  
Fax: 758 459-7799  
E-mail: wulf@candw.lc  
admin@smma.org.lc  
Website: www.smma.org.lc

## Appendix 2

### Participatory Resource Management Approaches for Managers and Decision-Makers

#### *Week 1: Building Institutions for Participatory Resource Management*

#### Agenda

#### Monday, July 3

##### *Introduction and overview*

##### Objectives:

- ⊆ to identify the major factors currently compelling or impeding participatory resource management approaches
- ⊆ to define the major concepts and components of participatory resource management

9:00 - 10:30 Opening and welcome

Opening remarks: the challenges of building participatory institutions

Participant introductions and expectations

Definition of workshop objectives and questions to be answered

Review of agenda

Workshop arrangements

10:30-11:00 Break

11:00-12:00 Discussion, drawing on participant experiences, on the status and future of participatory resource management in the region

12:00-1:00 Identification, definition, and analysis of the major components of participatory resource management, including stakeholders, policies, institutions, and capacity-building, and the relationships among them

12:30-2:00 Lunch

##### *Policy requirements and processes*

##### Objective:

- ⊆ to understand and analyse the ways that policy content, context, and process determine and guide the allocation of rights and responsibilities among stakeholders

2:00-3:00 Presentation of case study on Grenada forest policy development, and discussion

3:00-3:15 Break

3:15-4:15 Presentation of case study from Jamaica, and discussion

4:15-5:00 Analysis of case studies and formulation of conclusions

## Tuesday, July 4

### *Design of resource management institutions*

Objective:

- to define the process and develop appropriate tools for designing participatory resource management institutions

- 9:00-9:30 Report and evaluation of Day 1
- 9:30-10:30 Case study: Soufriere Marine Management Area
- 10:30-11:15 Break and travel to Nelson's Dockyard National Park
- 11:15-12:45 Case study: Antigua and Barbuda National Parks Authority  
- Panel presentations and discussion
- 12:45-2:00 Lunch at Nelson's Dockyard
- 2:00-3:30 Site visit and discussions, Nelson's Dockyard National Park
- 3:30-4:00 Return from Nelson's Dockyard and break
- 4:00-5:00 Group analysis of case studies and identification of phases in the institutional design process

## Wednesday, July 5

- 9:00-9:30 Report and evaluation of Day 2
- 9:30-10:30 Introduction to existing tools for institutional design
- 10:30-10:45 Break
- 10:45-12:30 Testing of tools on participant cases and critique (small groups)
- 12:30-1:30 Lunch
- 1:30-3:00 Continued testing, critique, and refinement of tools (small groups)
- 3:00-3:15 Break
- 3:15-4:15 Small groups report
- 6:00 Travel to Shirley Heights for sunset drinks, followed by group dinner

## Thursday, July 6

### ***Assessing organizational capacity for participatory resource management***

#### Objective:

- Ⓒ to review a framework for assessing organizational capacity for participatory resource management and, by applying it to actual cases, develop it further

9:00-9:30 Report and evaluation of Day 3

9:30-10:15 Discussion on capacity-building, sharing perceptions and understandings

10:15-10:30 Break

10:30-11:30 Presentation of framework for capacity-building and discussion

11:00-12:30 Application of framework to selected cases (small groups)

12:30-1:30 Lunch

1:30-3:00 Application of framework and development of recommendations (small groups)

3:00-3:15 Break

3:15-5:00 Discussion, analysis, and refinement of framework (plenary)

## Friday, July 7

### ***Conclusions and evaluation***

#### Objectives:

- Ⓒ to review the conclusions, outputs, and products of the seminar
- Ⓒ to evaluate the seminar's effectiveness in meeting its objectives
- Ⓒ to make recommendations on the content, process, and logistics for the second week of the seminar

9:00-9:30 Report and evaluation of Day 4

9:30-11:00 Preparation of seminar outputs (small groups or plenary)

11:00-11:15 Break

11:15-12:15 Overall seminar evaluation

12:15-1:00 Recommendations on week 2 (Tobago, January 2001)

1:00 Closure followed by lunch

## Appendix 3

# Participatory Resource Management Approaches for Managers and Decision-Makers

## *Week 1: Building Institutions for Participatory Resource Management*

### Synopsis of Discussions and Conclusions

#### Day 1

Following introductions of participants, Tighe Geoghegan of CANARI explained that this seminar was the latest in a series of two-week training courses CANARI has organized for senior and mid-level resource managers since 1993. By bringing together a select group of senior professionals, CANARI hopes to further its own work on the development of methods and approaches for participatory resource management. The activity was therefore more of a problem-solving seminar, which would provide an opportunity to present and critique research work in progress, than a training course. The development of methods is considered particularly important at this time, when efforts are being made throughout the region to institutionalize participatory approaches to management.

Participants briefly shared their own experience in and perspectives on participatory resource management (PRM) before moving into a discussion on the status of PRM in the region today. A range of forces was seen to be compelling PRM, including the following:

- \$ erosion/loss of past effective participatory approaches (through cultural, social, and economic change);
- \$ failure of top down management: recognition that government resources are limited;
- \$ international pressure and commitments (participation is fashionable);
- \$ improved education and information base available to stakeholders;
- \$ widespread recognition of the need for response to degradation of the resource base;
- \$ need by conservationists and resource managers for political support;
- \$ increased influence of (NGO) development objectives;
- \$ perception of cost savings for government;
- \$ economic value of local knowledge.

Following these discussions, the group defined the following problem for the seminar to address:

*How to develop sustainable institutional arrangements for natural resource management, involving stakeholders, that:*

- a) function effectively, and*
- b) result in effective management that meets defined objectives, understanding that effective is a relative term defined through negotiation among stakeholders.*

The following specific objectives for the week were then identified:

1. To define what is meant by participation;
2. To assess criteria for appropriate institutional design processes;
3. To develop methods for evaluating the relevance of participation in varying contexts;
4. To identify participatory methods for assessing management effectiveness (including monitoring and evaluation);
5. To define methods for assessing the costs and benefits of participation;
6. To identify and understand the roles and skills required of management partners;
7. To identify the characteristics of an enabling policy framework for PRM;
8. To identify the factors that result in enduring and effective management arrangements.

In small groups, participants looked at the following key terms related to PRM and attempted to establish the relationship among them both graphically and verbally:

- C policies
- C stakeholders
- C communication
- C capacity-building
- C institutions.

In a second exercise, small groups examined and tried to define the term “effective management”. The general consensus was well represented as follows:



Effective management of the use of a resource derives an optimum level of benefits from this resource, meets management objectives of stakeholders, while being informed and guided by a monitoring programme.

## Day 2

Day 2 was devoted to case studies, including two case studies on policy processes that had to be rescheduled from Day 1 due to technical difficulties.

The first case study was a description and analysis of a recent participatory forest policy process in Grenada that resulted in a new national forest policy, requiring a reorganization of the Forestry Department and the acquisition of new skills, approaches, and attitudes by both the Forestry Department and its partners.

An examination of the evolution of policies in support of PRM in Jamaica, with particular attention to their implementation by the Natural Resources Conservation Authority and the Department of Forestry, followed. The case studies provided a good illustration of the forces that are both compelling and impeding participatory approaches in the region.

The group then went into the field to meet with the Commissioner of the Antigua and Barbuda National Parks Authority, Ann Marie Martin, and a group of stakeholders in the Nelson’s Dockyard National Park. Following the airing of a video, the Commissioner made a presentation on the history of the Park, its objectives, and the challenges it faces as a self-financing protected area with a large number of concessioners and commercial operations. The panel presentations and discussion that followed demonstrated how the Park’s management is affected by a policy environment that is hostile to PRM and the ways in which the various management partners have attempted to overcome these obstacles.

The final case study of the day was on the process of restructuring the management arrangements for the Soufriere Marine Management Area in St. Lucia. The case study introduced a range of tools for participatory analysis of management issues and requirements and design of institutional arrangements.

## Day 3

The third day focused on the analysis of institutional arrangements and requirements by applying diagramming and other tools to cases derived from the participants’ work. Four working groups were established and given the task of selecting a management institution that a member of the group

worked with, and diagramming existing institutional arrangements, with attention to policy linkages, the identification of partners and their roles and responsibilities, the linkages between them, and the feedback loops for stakeholder input.

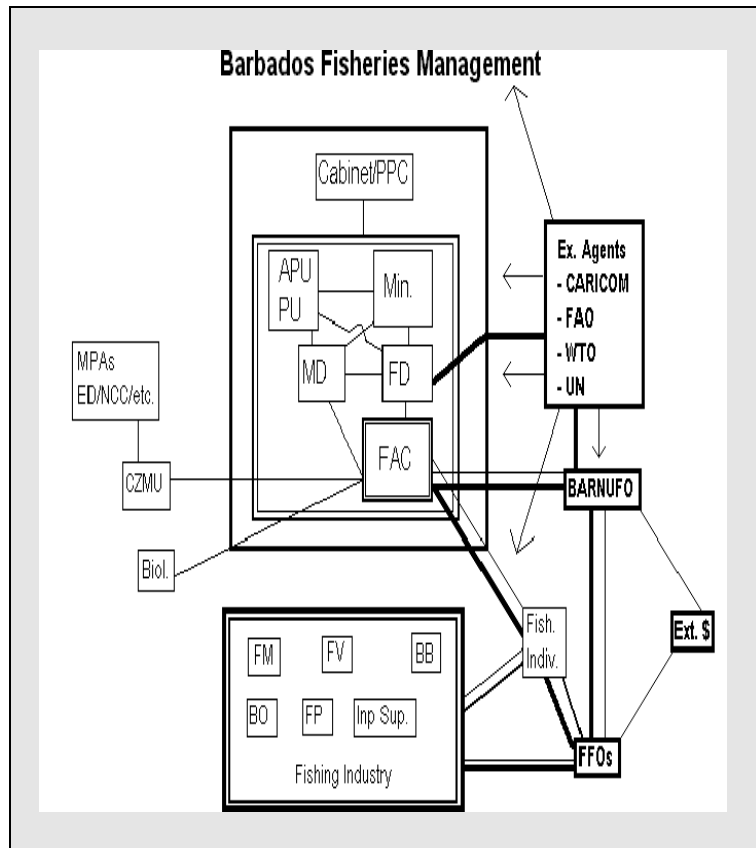
The four cases selected were:

- \$ management of the Turks and Caicos Islands National Park System
- \$ management arrangements for Great Bird Island, Antigua
- \$ fisheries management, Barbados
- \$ management of the Mabouya Valley watershed, St. Lucia.

Following preparation and presentation of diagrams illustrating existing institutional arrangements, the groups were asked to identify the management objectives of their institutions, analyse constraints the current institutional design placed on achieving these objectives, and prepare a revised institutional design based on this analysis (with the understanding that in a real case this step would be carried out with full stakeholder involvement). The difference between the original and revised designs varied substantially among the cases, but in every case the rationale for the changes was clearly demonstrated.

In a final plenary session, participants identified the major conclusions of the day's work, as follows:

1. Need for attention and care in design of institutional arrangements in order to maintain a balance of interests;
2. Need to integrate political interests into the formal decision-making process;
3. Need for flexibility in design to respond to changing circumstances, as well as systems for monitoring effectiveness;
4. Need for forward planning in each phase of the review and transformation process;
5. Need for ongoing monitoring and review to assure that policy and institutional arrangements are congruent with overall goals;
6. Need to base institutional design processes on stakeholder analysis.



## Day 4

The fourth day of the seminar examined issues related to capacity-building for PRM. Following a general discussion on the meaning of the term *capacity-building*, work undertaken by CANARI on the subject was presented, based on a draft paper, *Participatory natural resource management: guidelines for assessing the capacity of organisations*. A framework, developed out of analysis of experiences of participatory resource management, was proposed for use in the participatory analysis of capacity requirements.

General observations on capacity building included the following:

- \$ Capacity building is a strategy to improve the effectiveness of any organisation;
- \$ It is linked to the organization's vision and mission, and its management objectives
- \$ Capacity-building affects the allocation of power, in both positive and negative ways;
- \$ It not only adds tools and resources, it also improves the effectiveness of existing ones;
- \$ Capacity building can improve the resilience of institutions;
- \$ Not all capacity requirements need to be built into institutions or organizations; some can be *borrowed* when needed;
- \$ Training is only one aspect of capacity building.

<b><u>Capacity Development Plan for the Bird Island Local Management Authority (BILMA)</u></b>
<b>World View:</b> 1 <sup>st</sup> stage: Members to establish own vision and objectives 2 <sup>nd</sup> stage: Visioning exercise involving all partners to develop a mission statement and define and formalize common objectives of BILMA
<b>Culture:</b> A process of sensitization to PRM (outside facilitation) leading to an agreement on how the organization will operate.
<b>Structure:</b> Tour operators and recreational users need to be encouraged to form associations. Consensus among groups on representatives for BILMA
<b>Flexibility:</b> Periodic evaluation to reassess management objectives, communication strategies, capacity needs
<b>Skills:</b> Need PRM skills to make organization run. Need a temporary advisor/facilitator to build capacity.
<b>Material resources:</b> Need funding for temporary period of outside facilitation. Technical resources accessible within and from the Technical Advisory Committee.
<b>Linkages:</b> Maintain legitimate representation from each user group.

Following the presentation and discussion, participants returned to their small groups to assess the capacity requirements of one or more organizations in their case, using the CANARI framework. Following presentations, the groups reconvened to prepare capacity-development plans to address the needs identified.

In the concluding session, some recommendations were made regarding the framework, and CANARI invited additional comments on the draft paper, with a deadline of 31 July.

## Day 5

The final half-day was devoted to summarizing results and conclusions, assessing achievement of objectives, and planning for the second week of the seminar.

Participants identified the following tools as ones they had used during the week:

1. Diagramming for analysis of institutional design and linkages and to determine partner roles and responsibilities;
2. Case study analysis to improve practice, inform management and communicate;
3. Capacity assessment framework for assessing capacity needs;
4. Brainstorming to clarify concepts, bring in perspectives and validate and expose to different approaches;
5. Networking to share experiences and skills.

Working groups each were assigned one or two of these tools and asked to identify their uses, describe how they work, note variations, and assess their effectiveness and their usefulness in participatory contexts.

In reviewing the original seminar objectives, participants felt that objectives 1, 6, and 8 had been achieved, and objectives 2, 5, and 7 partially achieved. In the case of objective 2, it was felt that the characteristics of effective institutional design processes had been identified, and in the case of objective 5 that ways to understand costs and benefits had been identified. It was agreed that objectives 3 and 4 should be given priority attention during the second week of the seminar. It was also suggested that issues related to the impacts of globalization be addressed during the second week.

Participants agreed to use the period before the second week of the seminar to test the tools and methods developed and report back. There was also agreement that the recommendations of the working groups on the four case studies used during the week should be field-tested. The possibility of using video to record experiences during the intersession, to be played during the second week, was raised.

Finally, the importance of all participants returning for the second week to continue the process was stressed, and CANARI agreed to send letters to that effect to participants' supervisors as required.

<b>Capacity Assessment Framework</b>	
<b>Uses:</b>	To determine weaknesses and strengths of organisations, what needs to be improved how, by whom.
<b>Operations:</b>	Evaluates current situation using a predetermined set of criteria (with reference to a conceptual ideal.)
<b>Variation:</b>	Evaluation could be quantitative, assessing one or more organisations; could be applied to institutions; quick-and-dirty vs. more detailed.
<b>Effectiveness:</b>	Good at focusing at the important elements of capacity. Good at rapid assessment by non-technical people (user friendly) - suited to participatory approaches. More of an index than a measurement.