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Evaluation of the Canadian Francophone Scholarship Program (CFSP), 1987-2005

A Need for Reorientation

**Evaluation Division
Performance and Knowledge Management Branch**

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Canadian International Development Agency
200 Promenade du Portage
Gatineau, Quebec
K1A 0G4
Tel: (819) 997-5006
Toll free: 1-800-230-6349
Fax: (819) 953-6088
(For the hearing and speech impaired only (TDD/TTY): (819) 953-5023
Toll free for the hearing and speech impaired only: 1-800-331-5018)
E-mail: info@acdi-cida.gc.ca

Canada 

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An Econotec Consultants team, led by Simon la Traverse, with Richard Dion, Louise Lapointe, and Isabelle Johnson, conducted the initial phase of this evaluation. It profiled the program's resources, processes, and operational indicators. It made a preliminary assessment of strategic issues, based on a literature review and benchmarking.

A CAC International team conducted the second phase, led by Harley Johnson, with Guy Raynald, Sabrina Dimarco, and Ika Lavagnon. It featured an impact analysis of the CFSP and a comprehensive implementation review to round out the analysis and draw conclusions concerning the Program's effectiveness, efficiency, internal and external complementarity, and institutional location.

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Goberdhan Singh
Director, Evaluation Division
Performance and Knowledge Management Branch

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List of Acronyms and Abbreviations

ACCC	Association of Canadian Community Colleges
AIF	Agence intergouvernementale de la Francophonie
AUCC	Association of Universities and Colleges of Canada
AUF	Agence universitaire de la Francophonie
CAMES	Conseil africain et malgache pour l'enseignement supérieur
CBIE	Canadian Bureau for International Education
CCPP	Canadian College Partnership Program
CEA	Canadian Executing Agency
CIC	Citizenship and Immigration Canada
CIDA	Canadian International Development Agency
CPB	Canadian Partnership Branch (CIDA)
CRESA	Centre de recherche et d'enseignement spécialisé en agriculture
DÉS	Diplôme d'études supérieures
DÉSS	Diplôme d'études supérieures spécialisées
DFAIT	Department of Foreign Affairs and International Trade
CFSP	Canadian Francophone Scholarship Program
ICC	Immigration et Communautés culturelles (Quebec)
IDRC	International Development Research Centre
ISSP	Institut supérieur des sciences de la population
MDG	Millennium Development Goals
ODA	Official Development Assistance
OIF	Organisation internationale de la Francophonie
TFP	Technical and Financial Partners
UCP	Universities and Colleges Program
UPCDP	University Partnerships in Co-operation and Development Program
UQAM	Université de Québec à Montréal
WAEMU	West African Economic and Monetary Union

1 CFSP Background

Introduction

The Prime Minister of Canada announced the Canadian Francophone Scholarship Program (CFSP) at the first Francophone Summit held in Paris in 1986. The Program was launched at the Québec Francophone Summit in 1987. After the initial announcement, the Government of Canada made subsequent commitments to the CFSP. The Government announced the Program's renewal at the Fourth Summit in Paris in November 1991. It confirmed that the Program would continue at the Cotonou Summit in December 1995. In 1999, at the Moncton Summit, CIDA pledged to continue its contribution for a new CFSP phase as of December 2000. More recently, at the Tenth Francophone Summit in Ouagadougou, the Prime Minister of Canada, Paul Martin, reiterated Canada's commitment to assist the efforts of the *Organisation internationale de la Francophonie* to "support schooling, training, and higher education."

The CFSP is a merit scholarship program for students from 37 Francophone countries eligible for Canada's official development assistance (ODA).

The Canadian International Development Agency (CIDA) has managed the CFSP from its inception. According to the CIDA officer given a mandate in 1987 to design and implement the "*developmental vocation*" for this "political creature", his strategy had two guiding principles—*complementarity and concentration* in a limited number of priority areas. All of the conditions, practices, and regulations governing CFSP's implementation aimed to create a framework that would ensure:

- Complementarity with CIDA programming in the recipient country through special attention to candidates' areas of study and research projects, in relation to CIDA's mission in the field
- Complementarity with the partner country's priorities The CFSP wanted individual training to reflect the needs of key organizations in priority sectors for the partner country's development.
- Complementarity with the partner country's efforts to build its higher education capacities through scholarships for specialized studies at the master's and doctoral levels only
- Concentration in terms of priorities: By awarding a large number of scholarships in a limited number of fields, the CFSP aimed to build, when possible and appropriate, a critical mass of people who could carry development forward in key sectors.

Evaluation context

To renew CFSP funding and in line with the Treasury Board Policy on Transfer Payments, Canadian Partnership Branch (CPB) asked Performance and Knowledge Management Branch (PKMB) to lead an independent program evaluation, review CIDA's investments during the CFSP's first four phases (1987–2004), and identify lessons learned to develop a fifth phase (2006–2011).

2 Objectives, Approach, and Methodology

Evaluation objectives

The CFSP evaluation reviewed the following:

- the CFSP's relevance to the priorities of partner countries, CIDA and Canadian foreign policy in Francophonie institutions;
- the Program's performance in terms of efficiency, effectiveness, and results for scholars, recipient countries, and Canada (outcomes and impacts), and their sustainability;
- the CFSP's internal and external complementarity and level of coordination compared to the Francophonie, Commonwealth (DFAIT), and other scholarship programs in Canada and elsewhere;
- key success factors to be weighed in a potential new phase of the Program.

Approach and methodology

The conceptual framework for the results evaluation is based on Kirkpatrick's "four levels of evaluation" for training program assessments. The four levels are *response* (individual satisfaction level), *learning* (acquired knowledge, skills, and attitudes), *performance* (individual success in learning transfers), and *results* (changes in organizational efficiency and effectiveness). To assess training effectiveness in terms of capacity building, another level must be added to reflect impacts in sectors, countries, regions, and so on.¹

The evaluation was conducted in two phases:

- ♦ **Phase I** recorded results indicators for program delivery, resources, and processes, and developed theories to consider in impact measurement. Phase I was based on three research tools:
 - review of existing documentation;
 - strategic interviews with sample representatives of the Program's Canadian partners and program managers (old and new);
 - benchmarking of the Program compared with similar programs in Canada and elsewhere.

Phase I concluded with a preliminary report.

- ♦ **Phase II** emphasized impact analysis of the CFSP and its implementation in the Program's partner countries. Phase II was based on the following research tools:
 - online survey of former scholars in 37 eligible countries and current scholars in Canada, and of Canadian universities and colleges that are partners in the Program;
 - focused interviews with scholars and in person with their employers on visits to a sample of nine recipient countries;
 - strategic interviews with government authorities in relevant fields and with Government of Canada representatives (CIDA and Foreign Affairs);
 - meeting with other donors at headquarters (USAID, WBI) and TFP representatives in the field to complete the benchmarking exercise.

Benchmarking of recipient countries: The field mission visited nine sample countries, identified on the basis of the following criteria: investment level; CIDA country of focus; coverage by geographical area; countries subject to political tensions; countries with a stable or positive economic situation; countries to include or exclude depending on the quality of earlier evaluations.² These nine countries account for 41 percent of CFSP

1. This conceptual framework was explicitly used in Aguirre International (2004). *Generations of Quiet Progress: The Development Impact of U.S. Long-Term University Training on Africa from 1963 to 2003*. USAID, Bureau for Economic Growth and Trade, Education Office.

2. The following nine countries were chosen on the basis of these criteria: Rwanda, Burundi, Morocco, Tunisia, Mali, Burkina Faso, Niger, Madagascar, and Mauritius.

scholarship awards. In general, at headquarters and on field and benchmarking missions, the evaluation teams met a good number of stakeholders in each category: 85 former scholars, 17 employers, 34 technical and financial partners, 49 government representatives, and 26 stakeholders in Canada.

Evaluation limitations

The survey encountered the following three main limitations:

Box 1 – Evaluation limitations

1. The **lack of monitoring systems** for scholars in various phases limited access to the population in collecting data on the Program's results. The team did the following to create a basis for analysis for this study, and a starting point for the future. It compiled databases for previous phases (others CEAs). It used a Web search engine (Google) to identify many former scholars. It consulted program coordinators in each sample country in planning focus groups. As a result of these efforts, the team was able to identify **two groups totalling 1461 scholars**. The first group numbered 1076 graduates (873 identified by the CFSP and 203 traced by other means, who likely graduated after the CFSP), for whom 567 Internet addresses were traced (or 52.7 percent). The second group numbered 385 non-graduates (231 active scholars in 2004 and another 154 whose scholarships had been discontinued but who had probably pursued their studies in Canada). Internet addresses were available for all non-graduates.
2. The **response rate** obtained from various stakeholders depends on the limitations of systems for monitoring scholars. The average rate of 28.25 percent of all CFSP scholars (old and new) may thus seem low if it is not put in perspective. In view of the difficulties mentioned above, we feel that, for all practical purposes, the information obtained from these respondents allowed us to support the conclusions of other research methods with an acceptable level of comfort. The survey results are summarized below.
 - The survey of **former scholars** obtained 117 responses (out of a sample of 567) by scholars from 37 countries, representing a response rate of 20.6 percent. In all, 152 former scholars participated in data collection by survey, focus group, and interview (40.5 percent were women). This survey will remain online to give it the opportunity to contribute to the future strategy.
 - The survey of **current scholars** had a response rate of 39.2 percent (50.5 percent of respondents were women).
 - The survey of 32 **universities and colleges** that were partners in the Program had a response rate of 34 percent. The 11 respondent institutions represented 55.9 percent of scholars in Quebec and 60.2 percent of scholars outside Quebec, for a coverage rate of 56.5 percent of all scholars, former and current.
3. **Differences in return rate** depending on the analytical approach used: The analytical approaches used to estimate return rates yielded different results. Given the lack of a system for monitoring scholars, these approaches resulted in validating 50 percent to 70 percent. The evaluation team was nevertheless able to compare this estimate with the performance of similar programs, and to assess the reasons for a variance of 20 percent (even considering 70 percent as a reference rate). It should be noted, however, that all estimates will always reflect the situation at the time of the survey or field visits, whereas the mobility of scholars is a dynamic process. The evaluation documented cases where scholars returned a number of years after the scholarship ended. It also identified cases where scholars left for Canada again.

Report content and organization

The final CFSP evaluation report incorporates the analyses of both evaluation phases in a single seven-chapter document. The first three chapters offer a brief background of the CFSP, the evaluation goals and approach, and the program profile. Chapter 4 describes the evaluation's findings for the main review criteria. The last three chapters respectively deal with general conclusions, a statement on future directions, and recommendations.

3 CFSP Profile

Program context

Demand for higher education outside the home country: The international mobility of university students is currently a massive phenomenon (nearly 2 million in 2004). Student mobility in 2004 was split 60/40 between developing and emerging countries (China, India) and OECD countries. Analysis of OECD and MÉQ data shows all CFSP recipient countries with large student contingents abroad, over 152,000 in 2004.³ Francophone countries accounted for 62 percent of all African international mobility.

Demand for higher education in the home country: The demand for higher education in the home country is even greater than international mobility. For example, the eight West African Economic and Monetary Union (WAEMU)⁴ countries are seeing growing demand for higher education. Assuming the success of primary-school reforms driven by the Millennium Development Goals (MDGs), further increases can be expected in secondary-school enrolment. This means that the university clientele will grow at a faster rate.⁵ It is highly likely that the same will occur in most Francophone developing countries undertaking primary-school reform. Middle-income countries are also seeing strong demand for higher education.⁶

Availability of higher education outside the home country: The number of people from CFSP recipient countries at Canadian universities and colleges has grown steadily for the past two decades. Considering the high tuition fees of universities in developed countries and the steep decline in the number of scholarships available in CFSP target countries,⁷ more and more students from these countries are studying at universities in developed countries at their own expense. Higher education abroad is increasingly preferred and accessible to people from developing countries.

The CFSP's role in these movements, as represented by the 185 scholars attending university in 2004, remains insignificant internationally at about 0.1 percent of the total and less than 1 percent for almost every country. However, the CFSP represents about 5 percent of students from Francophone countries now in Canada (including Quebec).⁸ This includes a higher proportion of master's and doctoral students, estimated at 6 percent and 13 percent respectively.

Improved availability of higher education in CFSP recipient countries: The growing focus on basic education in the past two decades was funded mainly at the expense of higher education, seen as a lower priority or even a "luxury" for developing countries. More recently, the MDGs have turned higher education into a poor relative for TFPs. As calculated by the *Agence internationale de la Francophonie*, over 45 percent of the development aid now earmarked for education goes to basic education, with 30 percent for secondary education and 2 percent for literacy. This leaves 23 percent for higher education and vocational training. Even more worrisome for education experts is the lack of a global education development strategy. There is concern that the educational MDGs will yield a mass of literates who cannot really contribute to their countries' economic and social development for want of higher education and training, not to mention the lack of researchers.

Availability of higher education in CFSP recipient countries: Some universities and colleges in CFSP recipient countries are making considerable efforts to upgrade the quality, relevance, and scope of their offerings. Things have changed since the CFSP was created. Universities and colleges in many partner countries can now offer programs leading to a bachelor's degree. Several have a wide range of master's programs in development-related

3. The table in Annex A shows university student mobility in Francophone countries eligible for the CFSP in 2004.

4. Taken together, the eight WAEMU countries (Benin, Burkina Faso, Côte d'Ivoire, Guinea-Bissau, Mali, Niger, Senegal, and Togo) account for 33 percent of CFSP scholars (Phases I–IV).

5. WAEMU (2005). *Pour une nouvelle vision de l'enseignement supérieur: Intégration, pertinence et qualité. Étude sur l'enseignement supérieur dans les pays de l'UEMOA*, p. 16.

6. Tunisia, for example, awarded some 40,000 university degrees in 2005 and expects to award nearly 140,000 in 2010. Its universities saw more than 310,000 students register for the 2005–2006 academic year, and more than 500,000 are anticipated in 2010–2011.

7. This is mainly due to a decline in scholarships offered by Coopération française.

8. Every year, about 400 people leave Morocco for Canada with student visas. An average of two have CFSP scholarships. At present, some 2,000–2,500 Tunisian nationals are studying in Canada; 150–200 have exemptions or scholarships (none from the CFSP).

fields, such as management, health, education, engineering, and science. The field mission found two typical broad strategies used by partner-country universities to enhance the higher education they provide.

- *Creating new streams better attuned to priorities:* This covers a range of initiatives offering university programs—such as master’s, *diplôme d’études supérieures* (DÉS), and *diplôme d’études spécialisées* (DÉSS) programs—through new programs in existing faculties or new, independently managed degree-granting institutions.
- *Developing institutional partnerships:* This involves building long-term ties based on shared values, mutual trust, and common interests. In countries visited by the field mission, such partnerships have helped a number of institutions to build their capacities in terms of teaching staff, management systems, technical resources, education, funding, or course scheduling.

The *Agence universitaire de la Francophonie* (AUF) is a major stakeholder in the effort to improve the availability of higher education in the countries of La Francophonie. Representing over 500 postsecondary educational institutions and research institutes in 35 Francophone countries, the AUF supports cooperation and solidarity among universities working in French. The AUF also contributes to the development of higher education and research. One of the AUF’s main activities is an international mobility scholarship program for students, researchers, and teachers in Francophone countries associated with a member institution. “Support for regional centres of excellence” is a new thrust to promote scientific discipline in developing countries by exchanging and sharing resources with various partners. Universities from other regions, especially developed countries, can also get involved.

Private educational institutions are developing to fill the gaps in the public system. Their current size varies greatly from country to country, depending on their reputation, cost, and level of official support. As a rule, where they have proven themselves in the marketplace and their graduates find work in their fields, they get government recognition and play a major role, especially in vocational training. However, their main focus is short postsecondary education. As a result, they often carve an economic niche without truly becoming part of the overall training supply.

Overview of the Program

The CFSP has spent \$123.5 million on Phases I–IV, for an annual average of \$6.55 million, as shown in Table 1:

Table 1: Total CFSP Spending by Phase

Phases	Years	Total Spending
I	1987–1992	\$30,000,000
II	1992–1997 ⁹	\$38,880,000
III	1997–2000	\$22,150,000
IV	2000–2005	\$32,500,000
Total	1987–2005	\$123,530,000

Source: CFSP Monitoring Officer

Program management and process

In its 18 years under CIDA management, the CFSP has seen four management frameworks within Canadian Partnership Branch:

- Technical Cooperation Division, 1987–1994;
- International Cooperation and Development Services Division (ICDS), 1994–1996;
- Scholarship, Environmental and Institutional Division, 1996–2003;

9. Includes an additional budget of \$480,000 for 1994.

- Youth and Scholarships Division, Agency Services and Canadian Relations (ASCR), since 2003. This division also handles marine scholarships for mid-career professionals in developing countries and CIDA scholarships for Canadians.

CFSP delivery revolves around a large number of strategic activities under the responsibility of various government and institutional partners in Canada and in each recipient country (Annex E: CFSP Management Processes).

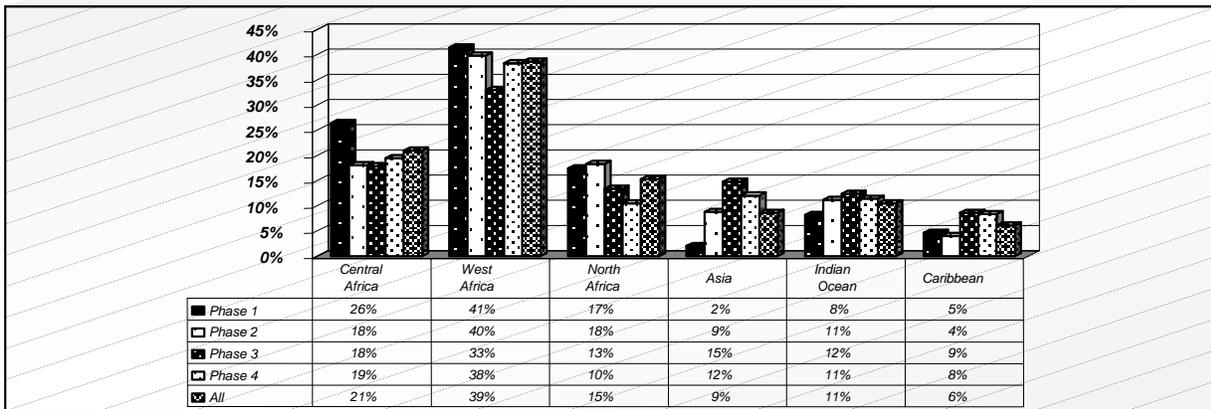
CIDA selected Canadian executing agencies (CEAs) to handle day-to-day program management. In 1987–1999 the Quebec Department of Education (MÉQ) and the Association of Universities and Colleges of Canada (AUCC) were respectively responsible for scholars in and outside Quebec. The Association of Canadian Community Colleges (ACCC) became a CEA in 1998–2000. In 2000–2005, Cégep Saint.-Jean-sur-Richelieu was given a mandate to implement the CFSP.

Recipients

Since it began in 1987, the CFSP has awarded 1,461 scholarships, for an annual average of 81, with little annual variation between 1987 and 2004.

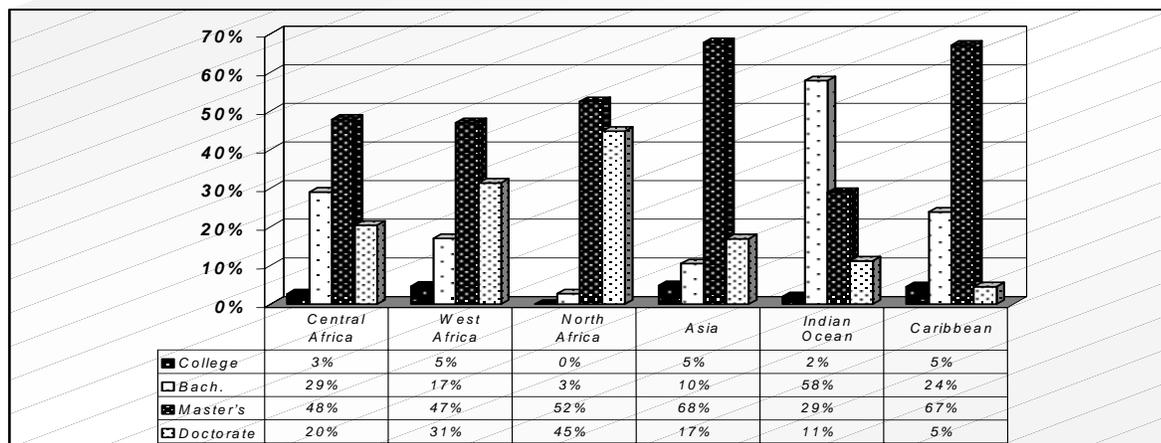
The CFSP has particularly benefited African countries, but all regions of Africa saw a decline in their share of scholarships after Phase I of the program. However, Asian nations obtained six times as many scholarships in Phase IV than in Phase I. Indian Ocean and Caribbean countries had 35 percent and 60 percent more scholarships in Phase IV than in Phase I.

Graph 1: Scholarship Holders by Home Region and Phase



In its initial version, the CFSP targeted three levels of education: bachelor’s, master’s, and doctoral. In Phase III, scholarships were also awarded for collegial studies. CFSP Phase IV’s announced goals include awarding the following percentages of scholarships: college level, up to 10 percent; bachelor’s level, 25 percent; master’s level, 50 percent; doctoral level, 15 percent. The scholar profile, in terms of level of studies, varies by region. Some regions, such as West and North Africa, have higher percentages of doctoral students. Conversely, other regions (Indian Ocean and Central Africa) send more scholars at the bachelor’s level.

Graph 2: Recruitment by Level and Region



There is no age limit for recruiting CFSP candidates or selecting CFSP scholars. Since 1996, the age of starting scholars has been 28.3. Almost one in five scholars (18 percent) is over 35, and nearly one in ten (8 percent) is over 40. Women in the Program are, on average, considerably younger than men (27 compared with 29.7). Almost half of the women (47 percent) are 25 or under, compared with 31 percent of the men.

CFSP objectives and priorities

When the CFSP began in 1987, it had two major objectives: to increase opportunities for higher education and to establish closer ties between recipient countries and Canada. Later, the CFSP adopted the goal of “contributing to the development of recipient countries” by giving priority to technical and vocational trainer training, enhanced teaching and research skills in universities, specialist and manager training to build the capacities of private entrepreneurs, appropriate vocational training to build the capacities of public-service managers, and a greater number of women in all sectors.

Table 2: CFSP Results Chain

Results	Description	Level of Impact	Risks Analyzed
Impacts	<ul style="list-style-type: none"> - Closer ties of all kinds in ongoing individual, organizational, commercial and political relationships - Contribution to sustainable development, the priorities of Francophone countries, ODA and the Agency's social agenda - Outcomes at the national, regional and international levels (unexpected) 	<ul style="list-style-type: none"> - Benefits in terms of sector development - Relevance measurement - Unexpected regional, national and international benefits 	<ul style="list-style-type: none"> ▪ Economic and social conditions ▪ Political and institutional stability
Medium-term outcomes	<ul style="list-style-type: none"> - Sustainable gains in skills that affect organizational capacities - Acquired knowledge, abilities, and attitudes applied in the workplace - Correlation between acquired skills and occupational variables (jobs held, conditions and career paths) - Re-entry of scholarship holders of both sexes in positions that fit their skills 	Institutional benefits Individuals acting on organizations Individuals positioning themselves in organizations Individuals in their environments with knowledge backgrounds	<ul style="list-style-type: none"> ▪ Intake capacities of national labour markets and organizations ▪ Level and effectiveness of organizational development planning ▪ Pull of various sectors (public, private, civil society)
Immediate outcomes	<ul style="list-style-type: none"> - Appraisal of scholars' training in Canada - Spin-offs for Canadian institutions - Spin-offs for scholarship holders, given the acquisition of knowledge, skills and attitudes 	<ul style="list-style-type: none"> - Benefits for individuals in Canada - Benefits for Canadian institutions v. individuals 	<ul style="list-style-type: none"> ▪ Education levels supported ▪ Studies correlated with recipient country's occupational conditions
Outputs-Operational results	Achievement of operational objectives: (Recruitment by sex, educational level, Quebec/ outside Quebec spread, academic pass rate, home country return rate)	<ul style="list-style-type: none"> - CFSP effectiveness measurement 	<ul style="list-style-type: none"> ▪ Equal access for men and women ▪ Non-return weighting factors in former scholars' decisions ▪ Education correlated with scholars' expectations and postsecondary market conditions
Activities/Processes	Effectiveness of recruiting, cost management, and resource allocation processes Management procedures for financial, human, and physical resources	<ul style="list-style-type: none"> - CFSP efficiency measurement 	<ul style="list-style-type: none"> ▪ Thrust and quality of country screening processes and selection processes in Canada ▪ Location of CIDA program management ▪ CEA mandate and performance ▪ Program match with recipient country priorities ▪ Program match with best practices

4 Findings

Relevance

The following sub-chapters describe the research findings from both evaluation phases in terms of relevance to the five CFSP priorities, how curricula match partner-country and CIDA priorities, how TFP scholarship programs match priorities supported by partner-country scholarship management and planning mechanisms, and relevance to institutions of La Francophonie. They conclude by highlighting the ongoing relevance and sustainability of outcomes.

Relevance to CFSP priorities – The CFSP has maintained five key priorities over several phases: training trainers in technical and vocational training, building the education and research capacities of university staff, training specialists and managers to build the capacities of private entrepreneurs, building the management capacities of public-service managers, and increasing the presence of women in all sectors. Field research and our analysis of positions held and duties performed by former scholars show that CFSP priorities generally match the human resources development needs of recipient countries. This analysis suggests that these priorities should be renewed for the next phase.

Curricula match country and CIDA priorities: Our analysis encountered many constraints. We feel that an excellence program for the development of recipient countries, designed for especially deserving and motivated candidates, does not meet the challenge of relevance by generally meeting these countries' priorities. This is too significant an investment (for Canada, recipient countries, and individuals) to get bogged down in generalities.

- The review of the match between country priorities and former scholars' fields of study and professional responsibilities is handicapped by methodological constraints. Moreover, there has never been a systematic breakdown of this aspect of the program. Partial reviews over the years have all used special categories that preclude comparative analysis. It seems that, without an analytical framework that correlates studies and positions of responsibility with organizational development and a sector development strategy, analysis of the relevance of a program of studies, or a position of responsibility, may become arbitrary or overly specific.
- A comparative analysis of the breakdown of CFSP expenditures, in terms of ODA and CIDA priorities, does not indicate a match between the program and these broad policy directions. Our interviews with various stakeholders show that stated priorities are too broad to guide country screening. Looking at the codes the Program uses, we see a need to question whether its reflection of ODA priorities is a realistic, useful, and valid criterion, unless the Program is seen in the context of CIDA's specific programming priorities in the countries concerned. This is the only way to gauge whether the Program complements with this programming, as the Program's designers intended.
- It was assumed that the match between former scholars' studies and their countries' priorities largely depended on the attention paid to this issue by the groups responsible for country screening and screening in Canada. We thus found ourselves trapped in a vicious circle. Those who could best grasp the country's true priorities sought to put themselves in the place of those who were far from know what they might be. The people making the final decisions on candidates and their study plans (the selection committee in Canada) express priorities in general terms and overlook the view from the field in their deliberations. We must conclude that the relevance of CFSP-funded programs to recipient countries' priorities is left to chance, if not entirely haphazard altogether.

Relevance of scholarship programs to recipient countries' priority needs: Based on strategic interviews with scholarship program managers in the countries visited by the field mission, we may say that the higher education of those destined for key positions in departments, agencies, ministries, and educational, research, and technical training institutions remains most relevant for the vast majority of CFSP recipient countries. Opinions and comments on TFP scholarship programs led to the creation of a "relevance scale". The CFSP ranks last.

Box 2: Relevance scale of scholarship programs to recipient countries' priorities

1 Envelope guaranteed with bilateral dialogue on priorities and resource allocation

At the top of the scale, we find programs that guarantee an assistance envelope, often on a multi-year basis, with priorities that are discussed bilaterally. The envelope may consist of a specific number of scholarships of various types or lengths, or merely an aid amount to be allocated across the various scholarship categories. The guarantee of availability enables the recipient country to integrate this scholarship program in its human resources development planning. This country is involved in defining priorities. The re-entry of graduating scholars is virtually assured. The outcomes of applying learning are identified. Progress toward their achievement is discussed between bilateral partners in the annual scholarship award process.

2 Envelope guaranteed; no bilateral dialogue on priorities

Second, we find scholarship programs that guarantee an assistance envelope but with priorities determined by the TFP. The recipient country recognizes the scholarship program's stated priorities, which are those of the TFP's specific country programming or the TFP's general priorities for its ODA program as a whole. The recipient country may integrate the scholarship program in its planning for sectors identified by the TFP.

3 Envelope variable with no guarantee; bilateral dialogue on priorities

Third, we find scholarship programs with priorities that are discussed bilaterally, although the assistance envelope may vary from year to year, with no guarantee. The recipient country cannot integrate the program in its human resources development planning but is involved in identifying priorities to support as resources become available.

4 No guaranteed envelope; no dialogue on priorities

Last on the scale, we find scholarship programs that offer no guarantee and allow no discussion of priorities. The recipient country cannot integrate the scholarship program in its human resources development planning or be involved in adjusting the program to locally identified priorities. Such a scholarship program is irrelevant. The CFSP is the only program of this kind to be ranked last for relevance.

This ranked classification shows that the CFSP's operational procedures, level of intervention, and choice of scholarship procedures tend to make it less relevant as a capacity building tool in priority areas. The message was very clear. The problem is not the tool itself, but how it is used. Our interviews with various stakeholders show that we cannot hope to offer relevant responses to a country's true priorities unless there is dialogue with the responsible ministries or agencies. These limitations were corroborated by other research methods.

- The benchmarking exercise overwhelmingly showed how the CFSP's influence has dwindled in terms of number of scholarships available. According to scholarship program managers in the countries, the CFSP's requirements, its priorities that are sometimes difficult to understand in practical terms, its procedures, and its limited number of scholarships, ultimately make it an unreliable program. These same stakeholders express high regard for Canadian training and Canadian institutions of higher learning. The problem is not the relevance of Canadian education, but how it is accessed.
- It is hard to reconcile the CFSP's tendency to recruit more and more candidates at the college and bachelor levels. The WAEMU higher education study documents the desperate shortage of senior lecturers and research directors in West Africa. Other countries, such as Rwanda and Madagascar, feel a more urgent need for trainers and teachers in technical and vocational schools. In both cases, countries lack the academic pools to fill these needs. They seek TFP support, and more specifically partnerships with academic institutions in developed countries, to strengthen local supply systems. In these circumstances, training technicians at the college and bachelor levels can meet a real need, but this ad-hoc response is not what the recipient country wants. To paraphrase a well-known truism in the developing world, we train them instead of helping them to train themselves.
- A comparable situation exists in technical and vocational training. Most of the countries visited are reviewing their approach to technical and vocational training. Progress varies widely from country to country,¹⁰ but the general trend is similar. To begin with, countries seek a better match between the needs

¹⁰ For example, Niger is tentatively probing the issue. Mali is developing its macro policy on technical and vocational training. Tunisia is setting up specialized public institutes and certifying private institutions. Morocco is doing likewise to some extent.

of the economy and production sectors, and educational and content requirements. Secondly, training delivery mechanisms must shift from large, formal institutions to specialized units that are more open to practitioners and market forces. Finally, there is a greater appreciation of the effectiveness of the training provided. Acknowledging that regional centres did not yield the expected results in the past, there has been a renewed commitment to closer cooperation with centres of excellence supported by the AUF and others. In this context, support for mobility between developing and developed countries, to meet technical and vocational training needs, is not as relevant as it might have been when the CFSP began to address this type of training. Given the new directions taken by CFSP recipient countries, the Program must contribute to institution building in these countries, so they can meet local and regional demand themselves, instead of training technicians scattered to the four winds.

- The benchmarking exercise also shows the CFSP is the only program that supports mobility from developing to developed countries alone, and then only for long-term study. In doctoral studies, the dominant trend is alternating work-study or shared supervision. This approach has great advantages: a better match between research topics and the country's problems, small risk of becoming settled in developed countries, maintenance of personal and professional ties in the country, and promotion of more cost-effective institutional partnerships. The trend at the master's level is to maximize mobility between developed countries. The overall trend is to strengthen partnerships between institutions to consolidate in-country supply.

Relevance to the institutions of La Francophonie: Analysis of the CFSP's internal and external interfaces with La Francophonie shows a strong conceptual correlation between the Program and the "education" priority, one of five priorities for the institutions of La Francophonie. Our field research tells us that the priorities of La Francophonie are, by and large, missing in CFSP operations or program partners' concerns in recipient countries. However, the CFSP remains relevant to the interests of La Francophonie as a "cooperative space" where the French language is a medium of exchange.

Ongoing relevance: In its present form, the CFSP focusses on selected individuals, with no concern for the organizational framework of their professional environment. The CFSP leaves scholars to their own devices after their studies. Hopefully, they return to their countries and function to the best of their potential. The Program currently has the merit of a kind of "relevance by default". Like other student mobility scholarship programs, it meets recipient countries' needs by providing people with training of a calibre that these countries would not have been able to offer. The initial **benefits** to individuals can be better **sustained** by an institution-building approach, such as a sector program.

Complementarity and institutional location

Complementarity

Complementarity internally and with other Canadian institutions: The CFSP forms part of CIDA's general bilateral/multilateral programming framework to support educational development and capacity building. Its role and relations with the main initiatives funded by the geographic, Multilateral and Canadian Partnership branches define the parameters of its complementarity within CIDA. The evidence gathered in the first evaluation phase tends to confirm that the CFSP lies within these parameters but has no real synergy with the other programs. The CFSP seems to have operated in isolation since it began, without any strategic thinking by representatives of the various branches that plan and manage bilateral and multilateral programs. This evaluation has established the existence of areas of complementarity where the program could interface in the next phase, as shown in Box 5, Annex F. This complementarity could also accommodate the exemption policy of the Quebec government and Canadian universities, whose numbers are more attractive to recipient countries, despite the CFSP's distinctive features.

Complementarity with the institutions of La Francophonie: The CFSP has historically been a component of the CIDA-managed Francophonie Program under the "education" priority. However,

the positioning of Canadian aid within La Francophonie is changing. Canada plans to reflect La Francophonie's political role, which has two priorities: to entrench democracy and the rule of law in Francophone countries, and to promote linguistic and cultural diversity. Under pressure from the OIF, the Government of Canada and CIDA will focus ODA on support for the institutions of La Francophonie. These general trends call for a few comments regarding the CFSP.

- The OIF currently seeks a better match between the policies of the major coordinating bodies of La Francophonie and the efforts of the various operators in the “Francophone cooperative space.”
- From this standpoint, the policy directions of La Francophonie serve to redefine the general directions of the various operators, including the AUF, created by the incorporating documents of La Francophonie itself. There is nothing to indicate that La Francophonie's new political priorities in any way lessen the importance of the “education” priority.
- CIDA's Policy Statement on Strengthening Aid Effectiveness calls for greater use of multilateral mechanisms to deliver aid that is more coordinated and in line with partner countries' priorities. However, the use of these mechanisms must be justified by “due diligence” to show that CIDA's country objectives can be better achieved, and expected results generated more surely and cost-effectively, than by transferring ODA funds. At the same time, the analyses carried out in this evaluation suggest that the changes to be made, at all levels in a CFSP Phase V, can elicit the desired complementarities with multilateral initiatives and promote the specific priorities of bilateral programs, defined in partnership with target countries.

Complementarity of effort and harmonization with recipient countries and TFPs: Most CFSP recipient countries have TFP scholarships managed by a special body, generally interdepartmental, with as many as 30 members. In other countries where scholarship award priorities are open to bilateral dialogue, these priorities are defined in talks among various sectoral ministries and TFPs, and then conveyed to the decision-making body to be discussed in its deliberations. Representatives of such bodies were unanimous about their countries' strong interest in Canadian education, but also unanimously disappointed with the Canadian scholarship program. According to these first-line program partners, the CFSP offers too few scholarships, compared with countries like Spain, Germany, and Italy. Scholarships are less valuable compared to those of countries such as France, the United Kingdom, Belgium, Morocco, Algeria, and Tunisia. There are too many requirements in terms of paperwork. Guidelines for selection committee decisions are unclear. Preferred levels and fields of study are irrelevant to specific country requirements.

Representatives of TFPs offering scholarship programs to CFSP target countries have shown interest in talks with other TFPs to learn from each other, to better harmonize their approaches to partners, while each maintaining their specific characteristics.

Institutional location

The CFSP is currently housed in the Youth Action Unit of Agency Services and Canadian Relations (ASCR) Division. This is its fourth location in Canadian Partnership Branch. The evaluation research was unable to find out precisely why CIDA made the CFSP a Canadian Partnership responsibility or why it was shifted around within this branch. In the circumstances, and in view of its “free electron” profile, it is not surprising to find speculation about other locations making the rounds in CIDA and even the corridors of DFAIT. Two major options are presented for analysis:

- Transfer CFSP management to DFAIT to ensure greater consistency and achieve economies of scale by having one agency manage the CFSP and Commonwealth Scholarship Program. The rationale for this option would be to promote synergy with agencies of La Francophonie, like the AUF and Senghor University, for such purposes as introducing new types of education programs (distance teaching, for example).

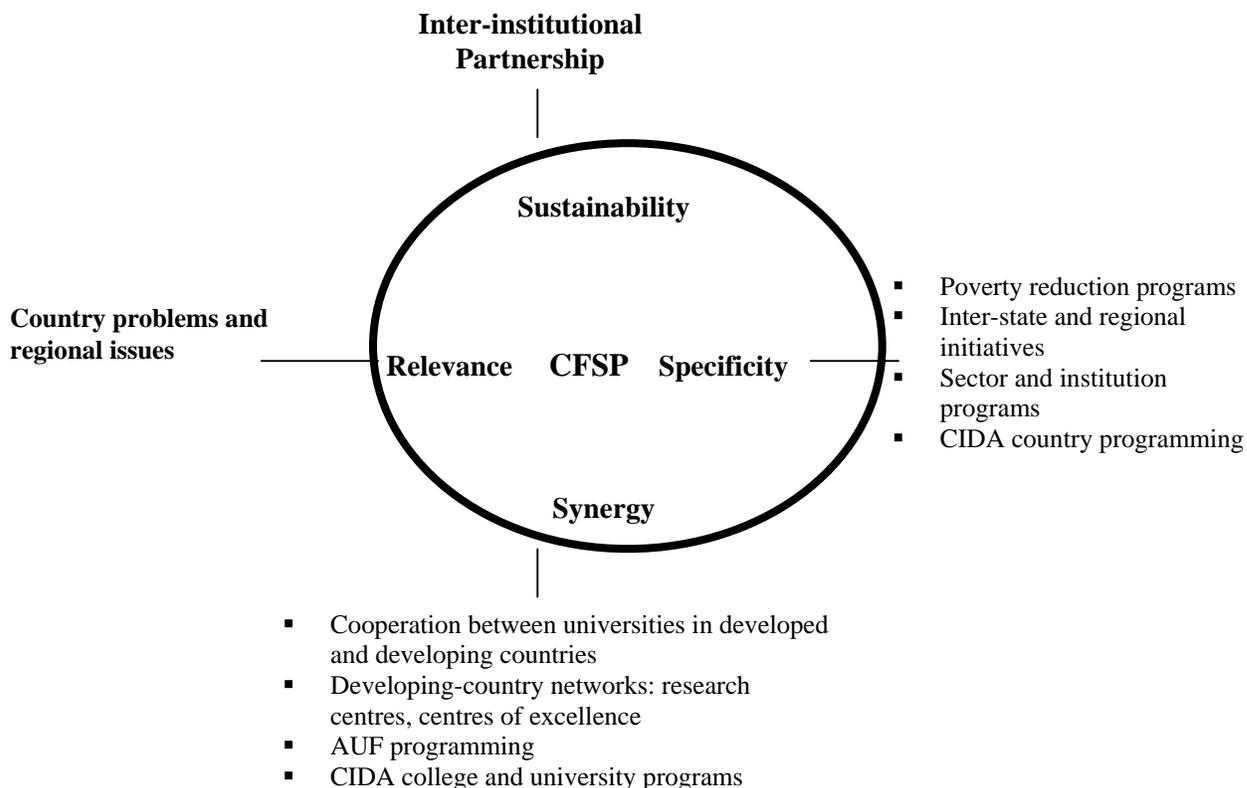
- Keep the CFSP in CIDA (in CPB or elsewhere) to achieve better complementarity with educational programs, especially in Africa. Given the new aid concentration policy, the CFSP could better focus its response on the needs of a limited number of countries to ensure the creation of critical mass in key sectors and maximize program benefits.

Keeping the CFSP in CIDA is strongly indicated by its development focus and “natural” fit with other capacity-building stakeholders. Moving the CFSP to DFAIT would not, in itself, remedy any of the Program’s current flaws or generate new synergy in the field. However, the arguments for keeping it in CIDA must not be construed as maintaining the status quo in terms of its location within CIDA, or its management and operating procedures. As for its specific location, a number of factors combine to suggest that the Universities and Colleges Program (UCP) should manage the CFSP.

- Making scholarship awards part of a capacity-building approach, with strengthened inter-institutional cooperation, is consistent with UPCDP and CCPP objectives.
- The three programs represent a substantial number of educational institutions in Canada and in CFSP recipient countries.
- Creating synergy among the three programs can obviously capitalize on the professional ties established by the CFSP and institutional ties developed by the UPCDP and CCPP.
- Seeking greater complementarity with the AUF will serve the interests of all three programs.

The responsibility of managing a future phase of the CFSP should include maintaining regular dialogue with bilateral programming managers for target countries, both at CIDA Headquarters and in field offices, about program priorities, key activities, and specific niches that the CFSP might support. Considering that the AUF is active only in areas related to higher education and research, the country program perspective is vital to be sure to consider the interests of all organizations that the CFSP might benefit. The chart below shows this view of a CFSP, functioning at the hub of two major policies:

Graph 4: CFSP Complementarity and Strategic Directions



Effectiveness in achieving outputs (operational objectives)

Analyzing the achievement of CFSP operational objectives involves comparing current levels of achievement with program objectives for recruitment by gender, scholarship allocation by educational levels, academic success rate, and home country return rate.

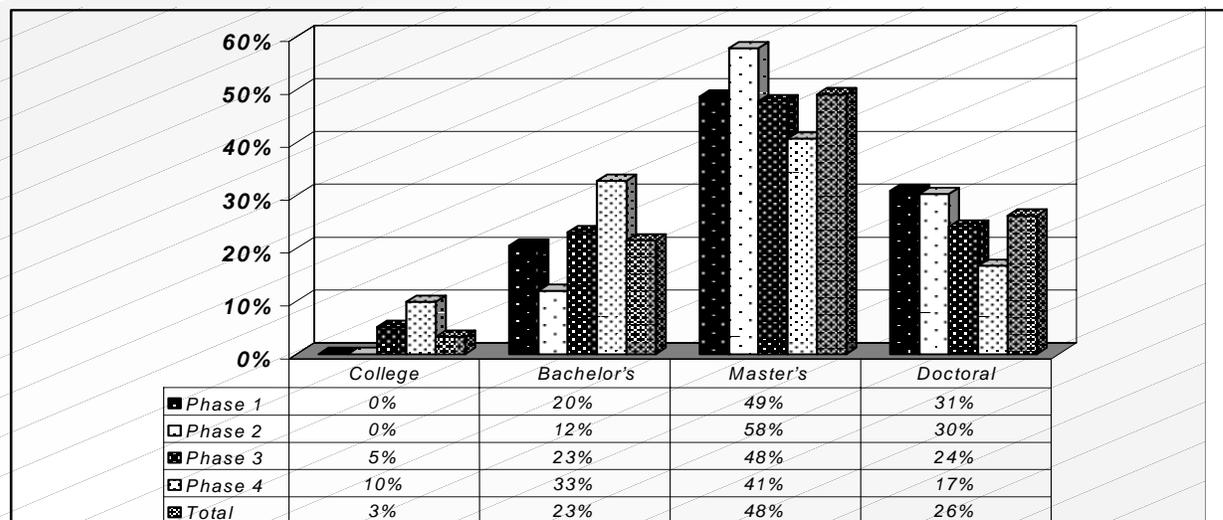
Recruitment by gender: Every year, the CFSP aims to allocate scholarships equally between women and men. Since it began, the CFSP has awarded 43 percent of its scholarships to women. This result was achieved by requiring an equal number of applications by gender and country, as can be seen in Table 3 below.

Table 3: Percentage of Woman Scholars by CFSP Phase

	<u>Scholars</u>	<u>% of Women</u>
Phase I:	453	30%
Phase II	379	44%
Phase III	305	52%
Phase IV	324	51%
Total	1,461	43%

Educational levels: Since Phase III, recruitment for the college and bachelor’s level has been at the expense of the master’s and doctoral levels. In Phase IV, there are almost twice as many bachelor’s scholarships as doctoral scholarships.

Chart 1: Recruitment by Educational Level and Phase



Scholarship allocation to institutions in and outside Quebec: Originally set at 90 percent in Quebec and 10 percent outside Quebec to reflect the availability of first-rate university programs, this percentage is now 84 percent in Quebec and 16 percent outside Quebec (Annex B). Four major Quebec universities have taken the lion’s share of scholars. They are Laval University (295), Université de Montréal (267), Université du Québec à Montréal (149), and University of Sherbrooke (125). Institutions outside Quebec have absorbed about half of college and bachelor’s scholarships, but fewer than 5 percent of master’s and doctoral awards. These institutions outside Quebec have gained the most from the addition of college scholarships and the increase in the proportion of bachelor’s awards. In general, except for the “distortion” introduced in Phase IV when 10 percent of awards

went to college programs, the CFSP is more or less on target with 48 percent of awards going to master’s programs, 26 percent to doctoral programs, 23 percent to bachelor’s programs, and 3 percent to college programs.

Academic success rate: The success rate by arrival date is 71 percent for Phases I–III overall. It falls steadily from phase to phase for all educational levels. The CFSP is not achieving its most basic operational goal and the prerequisite for the Program to make an impact. Nearly one scholar in three is not graduating. This should have sounded alarm bells concerning academic management of CFSP scholars. It should have raised questions about screening on the basis of “excellence”, especially when this rate is generally below the success rate for comparable scholarship programs.

Table 4: Pass Rate by Level and CFSP Phase (by arrival date)

Level	College	Bachelor’s	Master’s	Doctoral	Total
Phase I, 1987–1991	-	86%	85%	78%	83%
Phase II, 1992–1996	-	68%	76%	46%	66%
Phase III, 1997–2000	71%	61%	59%	58%	60%
Phase IV, 2001–2004 (partial)	67%	28%	61%	13%	51%
Total	69%	67%	74%	62%	69%
Phases I–III (1987–2000)	71%	73%	75%	63%	71%

Home country return rate: Calculating the return rate is difficult because it is hard to locate former scholars once they have completed their studies. The Program quickly loses track of scholars who return to their home countries.

- Various analytical processes used in this evaluation enable us to place the return rate for all scholars in the four CFSP phases at 50 percent to 70 percent (Annex J – Box 5). This rate is markedly lower than the performance of similar scholarships in the countries included in the benchmarking study, which ranges from 90 percent to 95 percent. It should be pointed out, however, that any estimate will always reflect *a snapshot at the time of the survey or field visit, whereas the scholar mobility process is dynamic*. Our analysis indicates that the decision about returning to the home country can be reversible. We are obliged, by examples found in all countries visited by the field mission, to accept the fact that scholars go home after fairly long periods in Canada or elsewhere on completing their studies. (Of survey respondents, 20.3 percent went back to their home countries more than a year after their study programs.) Cases of scholars who returned to Canada were also identified and discussed in terms of results.
- Analysis of Box 5 (Annex J) shows that the precision of return rate estimates depends on the reliability of scholar tracking systems.¹¹ Unless scholar information is continually updated, the CFSP cannot periodically survey wider samples. Apart from these concerns, however, the benchmarking study suggests that the Program should review its current procedures in designing Phase V, to consider the practices and procedures of other donors whose programs effectively meet this criterion.
- The findings of our field mission, benchmarking study and profile survey for Phases I–III and IV (see Box 3 below) come together to show that CFSP procedures for the excellence criterion, screening processes, and long-term study are at the root of program failure in terms of return and re-entry rates. Analysis of the Phase I–III data shows the causal relationship between counterperformance in terms of return rate and re-entry in terms of all criteria explored by the survey (employment status, targeting, organizational planning studies, and educational level). This situation tends to deteriorate in Phase IV.

11. A directory of former scholars does exist but was not updated regularly in Phases I–III.

Box 3: Recruitment and Re-entry – Two Profiles in Relief

The CFSP scholar survey approached former and current scholars separately. Their answers can be used to analyze possible differences between them. Remember that all current scholars were selected in Phase IV of the Program when there was a special emphasis on recruiting for college and bachelor’s courses. The small percentage of current scholars employed prior to their awards suggests that they are less tied to their home countries professionally. The smaller influence of organizational development plans and service needs on their educational choices suggests that current scholars returning to their home countries may have more problems quickly finding jobs that put their skills to work.

Cohort characteristics	Former scholars (80% of Phases I–III)	Current scholars (100% of Phase IV)
Employed when applied for the scholarship	Yes – 76.8% No – 23.2%	Yes – 56.2% No – 43.8%
Position and duties	Junior – 26.2% Middle – 41.0% Senior – 26.2% Others – 6%	Junior – 27.0% Middle – 28.0% Senior – 22.8% Others – 22.2%
Studies reflecting organizational development plan	Yes – 45.7%	Yes – 29.7%
Studies chosen by analyzing service requirements	Yes – 32.5%	Yes – 24.5%
Educational level targeted with the CFSP scholarship	College – 2.8% Bachelor’s – 13.8% Master’s – 48.8% Doctoral – 34.7%	College – 8.0% Bachelor’s – 34.6% Master’s – 26.6% Doctoral – 30.9%
Extent to which education related to previous employment	Greatly – 66.7% Fairly – 15.7% Somewhat – 2.4% Little or not at all – 15.2%	Greatly – 61.8% Fairly – 26.1% Somewhat – 8.5% Little or not at all – 3.6%

- The field mission and survey enabled us to corroborate information reported in an earlier study¹² about potential factors in the non-return of scholarship holders:
 - *Personal* factors: Love relationships and family settlement in Canada, especially in Phase I when the immediate family was allowed to accompany the scholar (13.3 percent of survey respondents)
 - *Economic* factors: Lack of attractive job opportunities in the home country (26.7 percent of survey respondents) and the home country’s economic and social situation (16 percent of respondents)
 - *Professional* factors: Desire to seek professional experience in an industrialized country (14.7 percent of respondents) or job offers in Canada (21.3 percent of respondents)
 - *Political* factors: Unstable or emergent democratization, lack of security (24 percent of respondents)
 - *Academic* factors: University offers (research, teaching), problems with degree equivalences or leaving an intellectual environment, interest in further study (30.7 percent of respondents)

12. CAC (1996)

- *Gender-related* factors: Family solidarity, more prevalent in women, and the responsibility to earn a good living, more prevalent in men
- Factors related to *educational levels*: Younger people in college and bachelor's programs are less often entrenched in careers and thus less likely to have started families.
- Factors related to Immigration Canada: Immigration regulations and procedures tend to encourage scholars to stay in Canada.

Scattering of CFSP investment over 37 countries — A recent CIDA Policy Branch study, *The Role of Training in Fostering Capacity in Poor Countries*, looked at the CFSP's positioning in terms of CIDA's capacity building efforts. It found the CFSP's development impacts limited by inflated programming (37 countries). For about a decade, the other technical and financial partners have deliberately focussed their scholarship programs in close touch with their countries of focus, as recommended by the aid effectiveness policy and the more recent International Policy Statement (IPS). The country-of-focus criterion alone would make ten of the 37 countries of La Francophonie eligible for the scholarship program: Benin, Burkina Faso, Cameroon, Niger, Rwanda, Senegal, Vietnam, Cambodia, and Haiti. The evaluation offers food for strategic thought if CIDA opts for concentrated instead of scattered investment for policy reasons: (i) CIDA countries of focus; (ii) genuinely Francophone countries; (iii) key university partnership countries; and (iv) countries where political, economic, and social stability allow institution building, thus excluding fragile states.

Outcomes and impacts

Immediate outcomes

Scholars' appraisals of the effectiveness of their Canadian educations: Some 95 percent of survey respondents found that their CFSP educations met or exceeded their expectations. There is no denying the quality of the Canadian higher education offered to CFSP scholars. Former scholars, taking all educational levels together, received training that was thorough and up to date. The practical, egalitarian North American approach is especially appreciated. Quality of access to research information, infrastructure, and other facilities encourages the pursuit of academic objectives. Former CFSP scholars say they acquire world-class technical knowledge during their time in Canada. It also seems that their life experience as scholars confers personal advantages. Without exception, former scholars recall the human warmth of Canadians, their highly rewarding intercultural experiences, and Canadian society's openness to foreigners. In other words, the CFSP projects certain Canadian values.

Benefits for scholars in terms of new knowledge, attitudes and skills: Beyond technical knowledge, former scholars cite the importance of skills and attitudes instilled by the Canadian approach to higher education. All focus groups voiced their appreciation of the main thrust of their studies as "learning how to learn." Moreover, former scholars attach as much importance to know-how as to knowledge itself. This includes research techniques (86.2 percent of survey respondents), work methods (75.6 percent), critical analysis (80.3 percent), self-confidence (69.7 percent), and emphasis on problem solving instead of doggedly doing things by the book. The French approach to teaching and learning was often used for comparison, since the vast majority of CFSP recipient countries still bear the marks of a colonial past.

Benefits for Canadian institutions: According to the representatives of Canadian university and college program partners answering the survey, the most important CFSP benefits are its contribution to Canada's position in the higher education market (90.0 percent said "very important" or "important"), scholars' local spending (80 percent), awareness of the problems of developing countries (70 percent), and support for institutional programs (60 percent). Not surprisingly, the smallest institutions and those outside urban centres tend to mention CFSP benefits in terms of local spending, support for programs, and awareness of the problems of developing countries.

Medium-term outcomes

Former scholars' re-entry and access to positions appropriate to their education: 72.8 percent of survey respondents confirm that the degree earned with the CFSP scholarship was “very useful” in obtaining their current jobs. The combination of knowledge and know-how gives former scholars confidence and a taste for change. Their training has truly prompted them to change, innovate, and use what they have learned to resolve organizational problems. What do scholars do when their desire to contribute to change encounters systemic and institutionalized barriers? What do they do if they cannot re-enter after their education? The field research and survey helped us to characterize the following types of re-entry:

- *Fast access to an appropriate job reflecting an organizational plan or specific request:* 45.7 percent of former scholars answering the survey saw their study program as part of an organizational development plan, and 27 percent obtained a new job in the same organization on completing their CFSP studies. This situation calls for sound planning by the host organization, a package of resources shielded from financial risk, and flexible HR management. Of former scholars answering the survey, 32.5 percent followed a study program identified by an analysis of their organization's needs after carefully considering the changing demand for highly qualified human resources in fields related to the major development issues of their countries or organizations.
- *Floating period before finding an appropriate job:* Reflecting the saying that “If you snooze, you lose,” 24 percent of respondents got their old jobs back with their old employers. With patience and a little luck, they will find more appropriate jobs after a while, depending on their situations. Worse, some former scholars return to public service positions at a lower level than the ones they left. 33.3 percent of respondents quit their jobs or took education leave with no formal undertaking to return. At any rate, this type of re-entry is more common among Phase II and III scholars, countries with public service cuts or stagnant economies, and women.
- *Floating period ending in discouragement:* For many scholars, the floating period did not lead to suitable jobs. Emigration and job search outside the home country, such as in another country of the region or an international agency, are the two most frequent exits to cure this malaise. Our field research identified several people, especially from Phase IV, who said they were in this situation. We note here that scholars return to Canada in addition to failing to leave.

Fit between acquired skills and professional development variables: Scholars now living in their home countries display remarkable professionalism and hold jobs that match their capacities. Ninety percent of respondents say they are progressing in their chosen careers and are appreciated by their co-workers and employers. 95.6 percent of respondents are sharing their expertise and skills in their professional milieu; 63.5 percent hold strategic or decision-making positions; 54.3 percent are helping to develop organizational policies. The vast majority of former scholars earn the appreciation of their co-workers and employers.

Use of knowledge, skills and attitudes: As a rule, former scholars are in professional circumstances where they can use the knowledge, skills, and attitudes acquired while studying in Canada. However, the quality of the organizational framework for their professional activities is a key factor in the ease and impact of this use. Among factors inhibiting the use of skills, respondents cited compensation policies (31 percent), promotion policies (27 percent), and corporate culture (38 percent). In our focus groups, statements such as the following confirmed this situation: “*You notice the difference between the attitude there and the one here, but you have to minimize this difference or you are miserable.*” Yet personal motivation and perseverance are significant variables in this process. Former scholars are often noted for their ability to solve problems with resourcefulness. As already indicated, the teaching methods in CFSP partner institutions hone this skill.

Organizational capacity building: Former CFSP scholars are helping to build the capacities of local organizations: 50 percent of respondents say they have “many” positive effects on their organization's performance while 32.4 percent say they have “some.” We can also say that their organizational roles

enable them to practice first-rate expertise in their sectors (88.8 percent of respondents), seek fresh solutions and innovate in their sectors (81.9 percent), or develop their countries' skills in their areas of expertise (76.1 percent). Employers and government authorities confirmed this information for the field missions.

Increased presence of women: 43 percent of all CFSP scholarships have been awarded to women, who are present in all sectors supported by the CFSP. We can also say that the contribution of female scholars resembles that of their male counterparts in every way. We note that the CFSP has more or less achieved the quantitative expected results for women, though more work is needed to reach the 50 percent target. However, given equal training, we note the absence of women at the highest professional levels. There clearly seems to be a "glass ceiling" for female CFSP scholars.

Impacts

Contribution to sustainable development in recipient countries: Although the scholarships afford preferred access to high-quality education, the game really gets underway when the former scholar obtains a responsible job through personal suitability (motivation, determination, self-esteem, initiative) and seizes the opportunity to make meaningful changes in the work environment. The field research shows that 65 percent of former scholars are involved in scientific research or specific applications; 41 percent contribute to multiplier effects in education; 27 percent help with special major national social projects; 26 percent contribute to private sector development, 17 percent to special major national economic projects, 15 percent to multiplier effects in the health sector, 13 percent to political and economic reforms in their countries, and 13 percent to the democratic development of home country.

However, we note that the CFSP has never succeeded in creating a critical mass of trained people in a specific sector of a particular country, despite examples where a Canadian scholarship program (not necessarily the CFSP) succeeded in making a difference (mining in Niger, education in Morocco).

Contribution to poverty reduction policies: The evaluation found no evidence that the CFSP had directly contributed to poverty reduction policies, since there was no causal relationship between this objective and selection mechanisms.

Strengthening all ties: It seems that the CFSP mainly establishes ties among individuals. Personal ties may endure, especially in professional fields. These ties are expressed in joint activities, such as research projects, student exchanges, business opportunities, and networking around issues of common interest. To date, however, the CFSP has not played an active role in promoting institutional ties.

Unexpected results

A random sample of 221 former scholars found 32 percent living in Canada and the US. The survey results confirm this trend. The CFSP has educated a good number of future new Canadians. They include teachers, researchers, entrepreneurs, master technicians, senior public servants in the federal and provincial governments, and a multitude of other occupations. Note that 4 percent of scholars develop professionally in regional or multilateral agencies. Of the remaining 64 percent, nearly one third were found in other developing countries. The vast majority work in universities and institutes (45 percent) and government organizations (15 percent). Very few work in the private sector and NGOs (4 percent). The CFSP's commitment to promote gender equality has succeeded in generating remarkable outputs, but long-term studies in Canada have been found to have negative impacts on the work and family life of women scholars. These effects of long-term studies seem to affect all scholars professionally, regardless of gender.

The diaspora's contribution to the development of CFSP recipient countries: It is impossible to quantify the unofficial contributions of former scholars outside Haiti (remittances, support networking, and so on). They do make a real contribution, which varies in significance from one country to another,

depending on the size of the diaspora and cultural factors, such as the solidarity of the overseas community, how families are organized, and the responsibilities of their members. Experience shows the diasporas are rich resources that can be tapped to benefit their home countries, regions, and continents.

Efficiency

Management costs: Average per-capita costs have risen since the Program began, reaching an annual \$29,647 in Phase IV, a 25 percent increase compared to the average cost of a scholarship in Phase I. This rise reflects successive increases in allowances paid to scholars since the program began, from \$350 to \$1,000 a month, and rising tuition fees over the years. Average management costs have risen from 7.9 percent in Phase I to an average of 9.4 percent for all four phases. This ratio does not seem excessive when compared with average management costs for CIDA programs. However, when we see them in perspective, in relation to other scholarship programs, and examine their development by phase, we find a number of things. Management costs are only marginally sensitive to traffic. The economies of scale expected from a single CEA have not materialized. To CEA management costs, we must add costs associated with field operations, especially in missions that significantly involve a CFSP officer. Field research information tells us that responsibilities falling to embassies and program support units (PSUs) may represent 35 percent to 80 percent of a person/year per country. In a situation where the quality of recipient-country processes is in direct proportion to the attention paid by Canadian managers, we may assume that these indirect costs are essential to effective program management. Adding the ASCR forecasts for Phase V management to CIDA’s indirect costs and the costs of country program offices, we arrive at a projected overall figure of 16 percent for CFSP management costs in 2005/06–2011/12. We may wonder if we could not do better, since this percentage seems excessive compared with those of other donors: 10 percent for Belgium, 11 percent for the Commonwealth, and 5 percent for the Shared Scholarship program. This program and the AUF achieve a better ratio for the same reasons (expanded program-university partnership), strengthening the conviction that good complementarity with universities minimizes costs.

Canadian education costs: The average cost of a scholarship is substantially higher at the college level and gradually decreases to its lowest point at the doctoral level. The result is that college scholarships cost an average of 18 percent more a year than doctoral scholarships. Using the DESS and master’s programs in recipient countries as examples, field research has shown that cross-border programs can deliver highly relevant, high-quality education *at a tenth of the Canadian cost*. The following costs require management to reconsider all options in terms of procedures that can make the Program more cost-effective.

Table 5: Scholarship Costs by Level, 2000–2005

Educational level	No. of scholars	Annualized average ¹³	Unallocated expenses ¹⁴	Management costs ¹⁵	Annual value	Course length	Total study cost
College	32	\$24,925	\$1,186	\$2,837	\$28,948	2.56	\$74,107
Bachelor’s	123	\$24,047	\$1,186	\$2,741	\$27,974	3.69	\$103,224
Master’s	135	\$23,208	\$1,186	\$2,650	\$27,045	2.74	\$74,103
Doctoral	91	\$20,907	\$1,186	\$2,400	\$24,494	4.64	\$113,652
Total	381	\$23,074	\$1,186	\$2,636	\$26,895	3.36	\$92,172

Suitability of selection processes: Final award choices are made in Canada by the 14-member selection committee of representatives of CIDA and the universities and colleges associated with the CFSP. The CEA acts

13. The annualized average is the monthly average of real expenditures recorded for each scholar during the 2000 CFSP over 12 months.

14. Unallocated expenditures are for familiarization, mid-point, and wind-up sessions.

15. Management costs represent 10.9 percent of the value of scholars’ expenses.

as secretary, preparing files, keeping minutes, and informing CIDA. Selection committee operating costs for 2004, including fees and expenses, totalled \$28,200, about \$75 per application reviewed and \$350 per award. ASCR program officers attest that the selection committee, executive committee, and subcommittees are working well and meeting CIDA expectations. However, the low pass rate (71 percent for Phases I–III overall) and return rate (estimated at 50 percent to 70 percent) raise doubts about the efficiency of a selection process that identifies individuals most likely to succeed as students and return to their home countries.

Suitability of scholar monitoring and supervisory procedures: The CEA team properly fulfils its role of monitoring scholars, as attested by partner institutions, CIDA managers, and scholars themselves.

Suitability of re-entry procedures: Former scholars met in the field attached very little importance to the support available to make it easier for them to return home. Several mentioned feeling Canada had “neglected” them. The problem is less acute for TFPs whose scholarship holders are closely involved with their technical cooperation programs.

Benchmarking

Variance from best practices of other donors: The benchmarking analysis shows the CFSP lagging well behind the best practices observed in other TFPs. TFP programs have been fine-tuned and improved to reflect lessons learned. Here are the main comments:

- The Belgian and British cooperation agencies look to university agencies for much of their scholarship programming.
- Several TFPs have developed an approach that ties scholarships to specific initiatives in their technical cooperation projects and programs.
- Other TFPs put scholarships under national capacity-building programs through developing-country universities. Scholarship programs form part of government institution building.
- All other TFPs have limited recipients to the countries of focus for their cooperation.
- The AUF and the vast majority of TFPs have adopted alternating work-study and initial (master’s level) training approaches for doctoral programs in developing countries.
- All scholarship programs reviewed abandoned scholarships involving mobility from developing to developed countries for bachelor-level courses. They favoured local and regional scholarships at a time when the CFSP considerably increased the percentage of its scholars in this component.
- Compared with several other scholarship programs, the CFSP has a traditional academic approach that does not provide maximum capacity building for developing countries. The college- and bachelor-level offering is not adequately justified and has no parallel among other TFPs. The CFSP does not make sure that its scholars will help to develop their countries. It has not put appropriate screening and training mechanisms in place to make sure that scholars return to their home country and do their utmost to put their acquired skills to use.

CFSP recipient countries that have become donors with more effective programs: For two decades, Morocco, Algeria, and Tunisia have made scholarship programs available to sub-Saharan countries. Their appropriateness, depending on the country, stems from a will to express solidarity among neighbours in a practical way, strengthen their identities as African nations, or build cooperation among developed countries. The table in Annex D offers an overview of the main features of these countries’ programs. The following comments arise from an analysis of this information.

- The three Maghreb countries provide scholarship programs for several African and Middle Eastern countries that the CFSP also targets.
- Their programs offer a remarkable number of scholarships, especially at the bachelor’s level.

- The programs support fields that the CFSP does not, such as pharmacy, medicine, and the military professions. These programs also offering courses of study that, at first glance, seem to overlap those that the CFSP supports, such as computer science and other technical fields.
- We may assume that CFSP investments might exert powerful leverage to strengthen higher education in the Maghreb countries, benefiting the quality of education for students from countries that are partners in Maghreb country programs. This involves training trainers.

Lessons learned

Advanced human resources training is basic to national capacity building in developing countries. It is also essential to the success of the Millennium Development Goals and poverty reduction strategies. The following lessons emerged from our review of good practices identified in the benchmarking study, literature review, and field visits.

1. The arguments for concentrating ODA resources in a limited number of countries are equally relevant to scholarship programs. A critical mass of resources should be focussed on countries with good conditions for generating decisive results in priority areas of intervention.
2. A scholarship program can further recipient country priorities. First, however, it must identify a limited number of issues, fields, windows, niches and even specific organizations and services. The donor and partner countries agree to identify individuals who must be trained to achieve measurable progress in terms of capacities and benefits from their use.
3. A scholarship program's contribution to capacity building depends on the consideration of key capacity-building variables in establishing the program's strategic direction, identifying priority academic fields, recruiting scholars, and managing program processes. Some of these variables are economic and social conditions, the institutional environment, level of networking, organizational quality, and the pull of the public, private, and non-governmental sectors.
4. An individually based approach to scholarship program awards and management will train a highly qualified elite. However, this approach will not contribute to the country's institution building unless individuals find jobs that favour the deployment of their skills and the impact of their contributions.
5. When scholarships focus on a service unit, organization, or sector, they can create a critical mass of individuals whose technical, professional, and personal skills affect, not only the performance of their organizations, but also sectoral and even national development.
6. The former scholar's re-entry to his or her country's labour market is a crucial stage for program impact. Preparations for re-entry must be one of the concerns of the candidate screening process.
7. Any organization-building activity can foster the use and impact of former scholars' capacities in the work environment. Program-based approaches provide an ideal framework for identifying priorities and candidates for specialized training, rapid re-entry of scholars in suitable positions, and the impact of their skills in priority sectors.
8. Involved in training between developed countries, some economically and politically stable African countries can achieve remarkable performance in terms of the efficiency, effectiveness, relevance, and impact of mobility scholarships at the college and bachelor levels. A different cooperative process, through institution building, can make this leverage cost-effective.
9. A sound institution-building strategy, based on dialogue with developed- and developing-country universities, can turn the diaspora into a resource that the home country, region, or continent can tap.

5 General Conclusions

The **CFSP relevance analysis** leads to the conclusion that the Program, as it exists, is of limited relevance, given the following factors.

- Recipient countries deem that the Program offers insignificant and restrictive numbers and types of scholarships. The educational levels funded, the single-minded emphasis on long-term mobility from developing countries to developed countries, and its failure to promote more extensive partnerships with universities and colleges do not reflect the best practices of other TFPs.
- The Program's reflection of national priorities is limited by its inability to tap into a genuine institutional capacity-building process, tailored to the development of specific strategic directions enshrined in PRSPs and sector strategies through a bilateral consultation and dialogue mechanism. In practical terms, the CFSP is ranked last for relevance as having "no guaranteed envelope and no dialogue."
- The criterion of educational relevance to ODA and CIDA priorities is so vague that the selection committee has reduced its weight in the screening process. Congruence with specific CIDA programming focuses in recipient countries is a better measure of relevance.
- Conceptually, the CFSP remains a vehicle for shared values in La Francophonie. However, scholars identify more with Canada as a study destination than with the values of La Francophonie, for lack of a clear fit with the institutions that operate in this atmosphere of cooperation.
- The Program currently has the merit of a kind of "relevance by default". Like other student mobility scholarship programs, the Program meets the needs of recipient countries by providing individuals with a quality of education these countries would have been unable to offer. A number of recipient countries are doggedly addressing the challenge of building their capacity to provide quality programs.

However, analysis of former scholars' current positions and duties tends to confirm the validity of the CFSP's five priorities. This has led to the suggestion that they be renewed in Phase V.

The **complementarity analysis** concludes that, in its present form, despite the program team's efforts, the CFSP has no clear interfaces to ensure complementarity within CIDA and with outside operators. Lack of complementarity is seen in the following ways.

- CFSP fails to harmonize its planning with Francophone university scholarship programs in Canada (CPB) to build synergy and economies of scale, and with bilateral programs to maximize its relevance to the specific priorities of partner countries. The same applies to the lack of complementarity with Quebec's university and government tuition scholarships.
- The unfounded perception that CIDA's choice to increase its role in Francophone organizations through multilateral cooperation limits the potential complementarity between the CFSP and capacity-building projects associated with Francophone authorities that support the "education" priority. In the new phase, productive complementarity can be established with AUF programming, cooperation between universities in developed and developing countries, developing-country networks, research centres, and various centres of excellence.
- CIDA's interests clearly differ from those of Citizenship and Immigration Canada. This suggests that the CFSP should adjust its recruitment and screening procedures to promote a commitment by scholars to return to their home countries.
- All TFP field representatives acknowledge the need to find a better fit among scholarship donor countries, while allowing each its specific characteristics.

As for the CFSP's institutional location, once the proper adjustments are made, this program will be a first-rate development tool and remain a natural complement to other capacity-building programs. It should thus logically be housed in CIDA's Canadian Partnership Branch, under the same inter-institutional umbrella as UPCDP and

CCPP, because of their mandates dovetail, and they share institutional partnerships in Canada and partner countries, as well as potential synergy and economies of scale.

Effectiveness measured by capacity to produce expected operational results: Results in this regard are mixed. The Program's performance generally meets expectations, with the following results.

- Since 1987, the CFSP has continually created scholarships to benefit some 1,461 recipients. The vast majority of scholars have been from Africa, heavily concentrated in West Africa (39 percent), Central and North Africa (20 percent and 15 percent respectively), the Indian Ocean (11 percent), and Asia and the Caribbean (15 percent).
- Recruitment of women for the CFSP has risen from 30 percent of all scholars in Phase I to 51 percent in Phase IV, an average of 43 percent over 18 years. Much remains to be done to achieve the 50 percent target, but these results are encouraging and distinguish the CFSP from other scholarship programs.
- Scholars have been placed in educational institutions in Quebec (84 percent) and other provinces (16 percent). Four major Quebec universities (Laval, Montreal, Université du Québec à Montréal, and Sherbrooke) have absorbed the lion's share of these awards at 68 percent. Institutions outside Quebec have taken about half of the college- and bachelor-level scholarships and under 5 percent of master's and doctoral scholarships.
- Some "distortion" was introduced in Phase IV, with 10 percent of scholarships going to colleges. Overall, however, the CFSP is more or less reaching its targets: 48 percent of scholars are in master's programs, 26 percent in doctoral programs, 23 percent in bachelor's programs, and 3 percent in college programs.

In the next phase, there is room to improve program performance in such basic areas as success and return rates.

- Lengthy periods abroad have unexpected negative effects on family life for many female program recipients. Being uprooted from their work environment for a long period poses re-entry problems for all scholars, regardless of gender.
- The success rate has declined in successive phases, at all educational levels, to 71 percent for Phases I–III (69 percent for all phases). This reduced performance (the worst according to the benchmarking analyses) should have sounded the alarm about proper recruitment, selection, and student follow-up procedures.
- The 50 percent to 70 percent return rate over the four phases, and time to complete degrees, are highly disappointing indicators compared with other scholarship programs.
- CFSP procedures for the excellence criterion, selection processes, and long-term study are at the root of program failure in terms of return and re-entry rates.
- The policy choice to scatter the Program's investment over 37 countries limits the achievement of results. For about a decade, the other financial partners have deliberately focussed on their countries of focus, as recommended by the aid effectiveness policy and the more recent International Policy Statement (IPS). This evaluation offers food for strategic thought on concentration: (i) CIDA countries of focus; (ii) genuinely Francophone countries; (iii) key university partnership countries; and (iv) countries where political, economic, and social stability allow institution building, thus excluding fragile states.

In terms of immediate and medium-term CFSP results, we find them consistent with program objectives, based on the following indicators.

- *Appreciation of Canadian education and knowledge acquisition:* Canadian education is highly respected, in great demand, and affords a comparative advantage in labour markets. With few exceptions, the technical knowledge acquired is appropriate for recipient countries. Former scholars and their employers also value learning, in terms of know-how, research methods, problem solving, and work organization.
- *Benefits for Canadian institutions:* Canadian institutions confirm benefits for Canada's position in the higher education market. Institutions outside Quebec stress the role of local spending and program support.

- *Re-entry and the match between acquired skills and occupational development variables:* As a rule, former scholars advance in their careers. However, they are subject to the same forces and constraints as others in terms of ability to bring about change.
- *Use of acquired knowledge, skills, and attitudes:* Scholars can generally use what they learn from their Canadian educations. However, the organizational framework around them remains a key factor that facilitates or limits this use. We find most scholars in academic, vocational, technical, and research institutions and the senior ranks of the public service. To a lesser extent, they work in civil-society organizations, the private sector, and multilateral agencies. Over two fifths of former scholars are women, who are found in all sectors.

The picture is not as effective in terms of long-term results (impacts), since the Program's design and implementation have not given it the means to seek these results on an ongoing basis.

- *Contribution to sustainable development:* There are remarkable instances where individual contributions have been instrumental in the sustainable development of a sector or organization of strategic importance to the country. However, the CFSP's basic focus on *individuals* has meant that these instances remain random occurrences. They largely depend on individual qualities (such as motivation, self-esteem, and initiative) and situational factors that affect accountability. Based on examples where a Canadian scholarship program (not necessarily the CFSP) succeeded in making a difference (mining in Niger, education in Morocco), the evaluation was able to confirm the finding of earlier studies that critical mass must be built in a sector to have an impact. However, these examples are also random. They do not indicate or result from a targeting strategy.
- *Scholars' contributions to poverty reduction policies:* Field research found no evidence that scholars had contributed to poverty-reduction campaigns, since there is no causal relationship between this objective and program selection procedures.
- *Strengthening ties of all kinds:* Some institutions and individuals were better than others at forming and maintaining ties. In most cases, however, the CFSP created personal ties that did not necessarily have any institutional impact. Their personal nature made these ties somewhat ad-hoc and limited, rather than strategic and inclusive.

This study noted unexpected results in the following areas.

- More than a third of scholars who did not return to their home countries are living in Canada; 4 percent of scholars are employed in a regional or multilateral agency.
- It is hard to quantify the diaspora's contribution in terms of remittances or informal benefits. However, the evaluation identified cases where former scholars contributed to their countries' development in partnership with Canadian networks. Moreover, the UNDP and France see the diaspora as a resource for home countries to tap. They have started a program called TOKTEN to reverse this drain and gradually transform it into return rates or various other benefits. Canada would gain much by contributing to this mechanism or setting up a similar mechanism.

Based on historical data and Phase V forecasts, the efficiency analysis does not paint a very bright picture. CIDA, and especially program managers, must seek other and more cost-effective ways of doing things.

- With expenditures around \$123.5 million on four phases over 17 years for an annual average of \$6.55 million, the CFSP is far from a small-scale program. It calls for active, careful management, focussing on results rather than operations.
- The CFSP cost analysis shows that the shift from two agencies to one has not allowed economies of scale. The cost ratio is 16 percent, totalling the executing agency's direct costs, CIDA management costs, and field management costs (35 percent to 80 percent of a person/year). This ratio seems excessive when compared with the Belgian program (10 percent), the Commonwealth program (11 percent), and the "Shared Scholarship" program (5 percent), which benefits from an expanded DFID-university partnership, similar to the AUF approach. We may wonder if we could not do better.
- Looking at Canadian education costs—\$74,107 for colleges, \$103,224 at the bachelor's level, \$74,103 at the master's level, and \$113,652 for doctoral students—it has been suggested that we could do better for less. A comparative study, including two DESS and field-administered master's programs, shows that these cross-

border programs can be delivered more efficiently, at one tenth of the cost, and with more relevance and effectiveness. This logic applies more to bachelor's and college programs in regional institutions (inter-state engineering and management schools, and so on).

- The scholar selection process limits the influence of field managers, who are in the best position to gauge relevance to the priorities of the target study country, leaving the irrevocable final decision to a committee sitting in Canada. This jeopardizes the overall relevance of studies to *specific* recipient-country priorities.
- Considerable weight is assigned to academics in evaluating candidate excellence. This strengthens the CFSP's image as the hardest scholarship program to get into. However, this way of gauging the quality of candidates does not seem to give the CFSP an academic success rate comparable to that of similar scholarship programs. In fact, only 71 percent of scholars successfully complete their study programs in the time set by the selection committee. We may conclude that the importance of this criterion as a success indicator is somewhat overrated.
- Lack of attention to *post-scholarship follow-up* activities has kept CIDA from judging its former scholars' performance in achieving the program's second major goal: strengthening all kinds of ties between recipient countries and Canada.
- It can be proven that CIDA has transferred current program management to executing agencies and Canadian educational institutions taking part in the Program. The CFSP has thus lost its original strategic direction, operating as a "free electron" in Canadian Partnership Branch, unconnected strategically with Canadian university and college programming or bilateral programming in countries of focus.

An exhaustive benchmarking exercise showed that, unlike other OECD countries, Canada has not reformed its approach to scholarship program management. This leads to the conclusion that the CFSP has failed to incorporate the best practices of other programs or procedures to maximize the relevance, effectiveness, and impact of educational offerings. These practices include complementarity and synergy with university networks to build partnerships, tying scholarships to specific technical cooperation initiatives or national capacity-building programs, and procedures that keep scholars from settling in Canada and maximize the Program's impact. This exercise also showed that some North African countries (Tunisia, Algeria, and Morocco) have highly effective scholarship programs in terms of relevance and impact for Francophone countries. This suggests that we could think about working differently with these countries (institution building) to make this leverage cost-effective.

6 Future Directions

To renew the CFSP for a fifth phase, we must consider a radical redirection, over a *transition period* of one to two years, to realign the Program in terms of the relevance of higher education to capacity building in recipient countries, improve effectiveness, create better conditions for achieving an impact, and propose the most cost-effective solutions and approaches.

- Adjust the Program's strategic direction to focus on institutional (not individual) capacity building.
- Phase V could consider designing a flexible program that reflects country programming.
- Phase V could consider focussing more, if the Program wishes to have a greater impact on partner countries by creating critical mass.
- Phase V could consider promoting expanded partnership networks with universities, the AUF, and other TFPs to increase synergy.
- Phase V could consider bringing its procedures in line with identified best practices and the needs of partner countries. It should also be pointed out that this scenario gives priority to mobility between developing countries where possible. Collegial studies in Canada are abandoned in favour of training at regional centres of excellence. Bachelor's studies in Canada are maintained only where they are of poor quality or are not available at universities in the region. This includes inter-state schools of engineering, other major management schools within the West African Economic and Monetary Union (WAEMU), and regional educational centres specializing in agriculture (CRESA). The same applies to master's studies, so they can become more available to recipient countries through cross-border programs, which must include short-term training in Canada to expose scholars to Canadian values and approaches. As for doctoral studies, priority will be given to work-study, jointly supervised, or joint-degree programs. Thus, at the master's and doctoral levels, scholars will have access to Canadian teaching methods and other aspects of "the Canadian approach".
- Phase V could consider reflecting the CFSP's development mandate by managing the CFSP so that CIDA is responsible for essential activities with a direct bearing on the Program's relevance, effectiveness, complementarity, consistency, and impact. However, some specific activities may be subcontracted directly to universities, or through UPCDP-CCPP executing agencies, if the CFSP is merged with these programs in one inter-institutional division. The picture that emerges from an analysis of management procedures, within the overall mandate of the CEA, shows that it is technically and financially possible to allocate activities between CIDA's direct responsibility and subcontracting, as follows:

CIDA – Essential activities with a direct bearing on the Program's relevance, complementarity and consistency, effectiveness, and impact

Bilateral dialogue and CFSP information: PSUs and embassies are responsible, in a limited number of countries, for dialogue on priorities and for delivery to institutions, ministries, and agencies identified as priorities.

Country screening/selection: Country screening is final for all practical purposes. The number of candidates chosen is fixed by the country's quota. The candidate's acceptance by a recognized university or college will effectively prove his or her academic credentials.

Student follow-up: CIDA could recruit academic advisors directly and make them part of its team, or use standing-offer resources.

Inventory and post-monitoring operations: The directory and other current databases are only a start. The value of these databases lies in their ongoing use by CIDA, at Headquarters and in the field, to track how scholars contribute to country priorities, report on support for strengthening partnerships between universities (UPCDP and CCPP), and strengthen all ties linking recipient countries.

Program monitoring and evaluation: CIDA could take the lead in developing a country program performance measurement framework, and review progress on a regular basis.

Specific activities to directly subcontract universities or a UPCDP/CCPP agency, if the two programs are merged within the same division and the monitoring officer's role is revised

Intake and placement: The number of foreign students coming to Canada every year shows that Canadian institutions are able to receive and manage these students. The CFSP can give the institution a premium per scholar to cover intake, orientation, and reports to CIDA.

Administrative tracking: Relations between CIDA and institutions could become even more direct if they were asked, with financial compensation, to directly administer scholarships and other payments to scholars.

Return home: Here again, institutions can be compensated for taking over essential activities.

Involving the monitoring officer more: The independent monitoring officer's role gains importance in a new CFSP phase more directly managed and delivered by CIDA. His/her responsibilities should go beyond tracking various outside operations (institutions, the student follow-up team) to include bringing various facets of CIDA management in line with the best practices and strategic directions suggested by this evaluation. The monitoring officer's contract should thus be reviewed to reflect these responsibilities.

7 Recommendations

To be consistent with capacity-building best practices and the wishes of the leaders of partner countries, Phase V of the CFSP should offer a *strategic and structuring* response.

- ❖ **Strategic:** Phase V should be clearly guided by CIDA programming priorities in every country with an institution-building mandate. It should have a capacity-building approach that ensures complementarity between CFSP support and other Canadian cooperation and TFP initiatives. Its scholarship procedures should encourage relevance to the country's problems. It should enhance the availability of education at the local and regional levels. It should discourage settlement in a developed country. It should be strongly committed to those with a job and facilitate re-entry.
- ❖ **Core:** Phase V should promote greater availability of postsecondary education in the partner country and region. It should promote and strengthen partnerships and networking between universities. It should support regional centres, centres of excellence, and other innovative initiatives. It should complement AUF initiatives to strengthen universities and their networks in Francophone countries.

With the suggested adjustments, the CFSP will remain a first-rate development tool. It is up to CIDA to give it the means to be even more effective in Phase V. The following recommendations propose, not an adjustment, but a radical redirection, *over a one- or two-year transition period*, to make the program more relevant, efficient, internally and externally complementary, and effective in its impact. They bring the program in line with aid effectiveness principles. They propose greater focus, integration with CIDA programming, and greater consistency and complementarity to reflect the new direction that the International Policy Statement (IPS) advocates.

Recommendation 1 — Reform must begin by redefining the CFSP as a program genuinely designed to build organizational capacities through higher education for persons selected based on their future roles in their home organizations. This reform necessarily involves changing CIDA's understanding of the CFSP, from a "political" program for deserving individuals that operates like a "free electron", to a cutting-edge sustainable development tool that complements CIDA's strategic directions and programming in recipient countries. This redirection must consider the following factors:

- ❑ CFSP priorities remain relevant and should be renewed in the new phase.
- ❑ The reformed CFSP's strategic approach must be *to promote networks and partnerships*. This involves enhancing existing networks and partnerships between universities in developed and developing countries, research centres in developing countries, and multilateral institutions (such as the AUF and other agencies of La Francophonie). This approach would also favour the emergence of partnerships reflecting the desire of various stakeholders in Canadian higher education to build institutional ties with their counterparts in CFSP recipient countries.
- ❑ The criteria for selecting individuals for higher-education scholarships under Phase V of the CFSP should reflect its strategic direction. Without losing its identity as a "merit" program, CFSP reform should adjust its view of this concept to give more weight to success in organizational capacity building.
- ❑ CFSP operational regulations must be revised to ensure compatibility with the Program's new directions. It is crucial to define a more important role for Canadian field representatives in orientation, inviting applications, educational levels, other educational considerations, and scholar selection. Country selection must involve a joint commission to ensure a transparent process and country partners' commitment to use these resources. The role of the Canadian selection committee must be limited to assessing the candidate's ability to complete the proposed course of study, that is, indicating that it does not object to candidates obtaining a scholarship to study in Canada.

Recommendation 2 — The reformed CFSP must be fully integrated with CIDA’s country programming.

This means:

- ❑ Including CFSP orientation and follow-up among the responsibilities of the Canadian Head of Aid for the country
- ❑ Including the CFSP in the country program performance measurement framework
- ❑ Including the CFSP among topics for bilateral dialogue between CIDA and country stakeholders
- ❑ Targeting organizations (such as universities, research centres, ministerial units, and programs) invited to submit applications specifically geared to the priorities of the Canadian program, including bilateral cooperation and CPB-funded initiatives. This targeting must include building critical mass among human resources, leverage on other investments, Canada’s position as leader in a particular area, and other strategic objectives as appropriate.

Recommendation 3 — Given the CFSP’s redefinition as a sustainable development tool, it is entirely appropriate for CIDA to remain responsible for its management. Given the key role of Canadian universities in the proposed strategic directions and training programs offered to recipients in Canada and elsewhere, it is appropriate for Canadian Partnership Branch to continue to be responsible for the CFSP. Since complementarity is sought between UPCDP/CCPP and CFSP, CIDA might consider merging the three programs in one division under one director.

Recommendation 4 — CIDA should be involved in managing essential activities with a direct bearing on the CFSP’s relevance, efficiency, effectiveness, complementarity, consistency, and impact. At the same time, some specific activities should be subcontracted directly to universities, or to a UPCDP/CCPP executing agency, if a merge occurs.

Analysis of management procedures, within the CEA’s overall mandate and the financial resources deployed, suggests that it is technically and financially possible for CIDA to become more involved in managing the CFSP, to translate its development mandate into practical terms, with minor impacts on reallocating or recruiting human resources:

- ❑ **Financial resources** – For financial resources to meet the cost of additional efforts by CIDA (at Headquarters and in the field) and PSUs, the services required of participating institutions, and the services of a team of academic advisors, we may estimate an available amount ranging between \$3.15 million (the CEA’s actual expenditures for four years of Phase IV) and \$4.64 million (the amount estimated by the Program to manage a CEA in Phase V over a 5½-year period. Remember that indirect management costs for Phase V are estimated at \$0.868 million.
- ❑ **Human resources** – The cost of increasing human resources to manage the CFSP is fairly small for CIDA. The workload for a country program manager may total 35–50 percent to 80–100 percent of a person-year. The program team at Headquarters must be strengthened and considered within the framework of allocating resources for the new inter-institutional division.
- ❑ **Technical resources** – Two options are available for the Program to consider. While retaining responsibility for the essential activities below, subcontract specific activities directly to universities or to a UPCDP/CCPP executing agency if a merge occurs, based on a cost-benefit analysis. The CFSP benchmarking exercise shows that, where universities directly manage scholarships and decentralized selection processes in cooperation agencies in the field, TFPs realize savings that considerably cut management costs. Savings for the CFSP would stem mainly from eliminating the Canadian selection process. In general, the following ramifications must be considered for CIDA, universities, or the executing agency.

Essential activities for which CIDA is responsible – Bilateral dialogue to define the strategic direction and specific priorities to support in each country; leadership in developing a country program performance measurement framework and a regular review plan; candidate identification and scholar selection in cooperation with partners; better student follow-up by including academic advisors on CIDA’s team; scholar inventories and monitoring of scholars after they return to their home country.

Subcontracted specific activities – Intake and placement of scholars by universities or executing agencies; administrative follow-up of scholarship allowances and other expenses, directly by universities or by the executing agency; assurance that scholars return to their home country (directly by universities or by the executing agency).

Recommendation 5 — To avoid the scattering of a small number of scholarships over a large number of countries, and in accordance with the policy of focussing Canadian assistance, the CFSP must consider focussing on a limited number of developing countries where French is an official language. The selection of Phase V recipient countries, based on multiple criteria, must consider the following factors: CIDA countries of focus; an enabling environment for capacity building (for example, conflict-free, stable institutional framework, relatively little corruption and clientelism); strong institutional ties to higher education in Canada; and the country's regional importance, such as the existence of regional or multilateral institutions.

Recommendation 6 — The CFSP must give its recipients access to a broader range of educational opportunities. This means considering the following measures.

- ❑ Minimizing the number of scholarships for long-term study in Canada. The objectives here are to limit scholar disorientation, foster relevant research, and maintain quality of supervision. Work-study, jointly supervised courses, and cross-border programs are three preferred options, since they still allow scholars to experience higher education in Canada.
- ❑ However, the CFSP must also provide mobility scholarships allowing mobility between developing countries (such as regional centres of excellence), practicums, and other mid-career development options.
- ❑ CFSP reform should eliminate scholarships for bachelor's and college programs. However, since training available at Canadian institutions is relevant for some recipient countries that may benefit from Phase V, the CFSP must work with the CCPP to help to develop partnerships between colleges and Cégeps that have historically taken CFSP scholars and technical-vocational schools in Phase V target countries.
- ❑ The CFSP should give each recipient country an annual resource "envelope" to spend, such as a training person/month. It should also consider new scholars, renewals, and the direction of the Program (that is, priority skills to be developed and sectors/organizations that are eligible to apply). The allocation of these resources (educational levels and length of study) must be determined in annual bilateral talks.

Annex A: Management Response

Introduction

The Canadian Francophone Scholarship Program (CFSP) is a merit scholarship program created in 1987 for student recipients in member countries of La Francophonie that are formally eligible for Canada's official development assistance (ODA). The Prime Minister of Canada announced the CFSP at the Paris Francophone Summit in February 1986. The CFSP became a reality at the Québec Francophone Summit in 1987. Since it began in 1987, the CFSP has been renewed for four successive phases. It has disbursed \$123.5 million, averaging \$6.5 million a year. It has awarded scholarships to about 1,461 people in 37 member countries of La Francophonie.

In its 18-year history, the CFSP has undergone six independent impact assessments. The conclusions show that the CFSP continues to pursue excellence. Students are very successful. The return rate is steady. Training meets national priorities. Most scholars find a job in their field. In 2003, CIDA's Performance Review Branch published an internal audit report for 1995–2000. The report focused on projects by CIDA branches that awarded training scholarships to foreign students and trainees. The report notes that the CFSP has performance measurement tools that are effective in many respects. This methodology could be shared with other similar programs.

This independent evaluation of the CFSP is in response to Canadian Partnership Branch's request to review the results (impacts and outcomes) of CIDA's capacity-building investments in developing countries of La Francophonie. CIDA's Performance and Knowledge Management Branch carried out the evaluation.

Two teams shared the evaluation. Éconotec was initially involved in Phase I, which focused on program profiling, strategic analysis based on CFSP calibration with similar programs, and a preliminary look at efficiency and effectiveness factors. The conclusions of Phase I confirmed that most of the indicators analyzed show that the CFSP has achieved its efficiency and effectiveness objectives. In terms of relevance, the CFSP reflects the priorities of CIDA's partner countries and recipients. Phase II of the evaluation will allow better identification of the CFSP's impact by surveying scholars and partners. In short, the CFSP continues to be relevant to national needs. The CFSP remains a tool on which CIDA can rely to contribute to sustainable development.

Phase II of the evaluation, by CAC International, pursued the Phase I analysis of the CFSP's impact on individual and institutional recipients, and the sustainability of results. This phase made recommendations for redefining strategy, locating CFSP management institutionally, improving internal and external consistency, and determining the relevance of efficiency and effectiveness factors.

The evaluation's final report makes six major recommendations, proposing a retargeting of the CFSP.

<i>Recommendations</i>	<i>Commitments / Action taken</i>	<i>Unit responsible</i>	<i>Target date</i>	<i>Status</i>
<p>1- Reform must begin by redefining the CFSP as a true organizational capacity-building program.</p> <p>Mechanisms:</p> <ul style="list-style-type: none"> - The CFSP's priorities are relevant and must be renewed in the new phase. - Promote networking and partnership. - Organizational capacity-building success factors 	<p>Agreed. The CFSP is a program under the Framework Policy for International Development Assistance. CIDA's scholarship program is mainly designed to build the capacities of developing countries through education, training, and individual skills development. The retargeting to organizational capacity building will be reflected in the terms and conditions submitted to Treasury Board for approval in March 2006.</p> <p>CIDA offers scholarships to deserving candidates nominated by their country. The commitment to redefine the program must be a CIDA corporate decision. The Vice-president, Partnership, will incorporate this commitment more effectively in restructuring the program, in consultation with the branches involved in the CFSP.</p> <p>Agreed. The current submission to Treasury Board reflects these priorities</p> <p>CIDA already funds university/college partnership networks, such as the Universities and Colleges Program.</p> <p>However, the idea of promoting partnership among the institutions involved in the CFSP remains valid under appropriate conditions.</p> <p>Yes, the applicant evaluation grid must reflect this, following dialogue with and information to partner countries.</p>	<p>CPB and other CIDA branches</p>	<p>July 2006</p>	

<i>Recommendations</i>	<i>Commitments / Action taken</i>	<i>Unit responsible</i>	<i>Target date</i>	<i>Status</i>
- Reorganize the local and Canadian selection committee.	Yes, the mandates of these two committees must be reviewed to achieve results consistent with the priorities of CIDA and CFSP recipient countries, to ensure greater ownership by recipients.			
2. A reformed CFSP must be fully incorporated into CIDA's country programming. The CFSP will be part of bilateral dialogue between CIDA and eligible countries (registration, policy, monitoring, and country program performance monitoring and measurement framework).	Agreed. To target the creation of critical mass in human resources for institutional and organizational capacity building, it is necessary to undertake a need analysis with partner countries, and also consider CIDA's sectoral priorities. This aspect of the recommendation is entirely acceptable. This is part of CIDA's internal dynamic, including all geographic branches that the CFSP concerns.	CIDA/CPB	Sept. 2006	Initiate bilateral discussions with partner countries.
3- CIDA must remain responsible for managing the CFSP.	Agreed. CIDA must remain responsible for program management, with a link to CPB. Otherwise, Foreign Affairs Canada would be interested in managing the CFSP. After the partnership program review exercise, CIDA will be in a position to review the CFSP and to integrate it more effectively into its structure.	CPB	July 2006	Ongoing
4- CIDA must be involved in managing the CFSP's basic activities (relevance, efficiency, effectiveness, and impact), while subcontracting specific activities to a CEA and monitoring the program.	Agree with this recommendation in its basic activities through bilateral dialogue, in defining strategic policy and specific national priorities, developing the country program performance measurement framework, identifying and selecting scholars in cooperation with partners, including academic advisors for student follow-up, and keeping scholar directories.	CPB / Universities and Canadian executing agency	June 2006	Dialogue with branches / Canadian educational institutions

<i>Recommendations</i>	<i>Commitments / Action taken</i>	<i>Unit responsible</i>	<i>Target date</i>	<i>Status</i>
	<p>Suggested mechanisms for specific activities to be subcontracted (intake, placement, administrative and financial follow-up of scholars by universities or a CEA, and return of scholars) must be analyzed in terms of procedure and cost. The CEA contract must be considered. These mechanisms mean producing a plan to phase out the current CFSP to develop a retargeted CFSP implementation plan and enter into agreements with universities. Universities no longer work with the notion of marginal costs, but rather real costs.</p> <p>Student follow-up could effectively be entrusted to consultants through standing offers, or to a CIDA education specialist. However, we could use an agency that is used to these tasks and has a cross-Canada network. This calls for a review of existing resources.</p> <p>Agree to an independent officer to monitor external operators, best practices, and strategic policy. This role of project team advisor and monitoring officer will be strengthened.</p>			
<p>5- The CFSP must focus on a limited number of countries.</p>	<p>Agreed. The CFSP is a scholarship program whose political implications make it impossible to limit the number of countries. At present, the 37 countries are naturally notified of available scholarships, but about 32 or 35 respond, and 25 to 27 receive scholarships based on selection criteria. But there are also ways to target the clientele better by favouring African countries more. This recommendation calls for dialogue with partners.</p>	<p>CIDA/CPB</p>	<p>September 2006</p>	<p>Ongoing</p>
<p>6- The CFSP must broaden the range of training mechanisms available to recipients.</p>	<p>Agreed. However, this proposal requires extensive dialogue with partner countries and Canadian stakeholders.</p>	<p>CPB</p>	<p>April 2007</p>	<p>Discussions with partners</p>

<i>Recommendations</i>	<i>Commitments / Action taken</i>	<i>Unit responsible</i>	<i>Target date</i>	<i>Status</i>
<p>Proposals: Long-term scholarships in Canada and third countries</p> <p>“Alternating” scholarships</p> <p>Eliminate college scholarships and reduce undergraduate scholarships.</p> <p>Promote the development of college-level partnerships.</p> <p>Allocate a resource envelope to each country.</p>	<p>Alternatives are possible under the current CFSP if CIDA so decides. Training may be provided in Canada or in third countries. CIDA has funded third-country scholarships under other projects. However, this does not benefit Canadian institutions. These students do not have access to the same service or value of higher education. Moreover, Canadian cultural values are not projected.</p> <p>Training may be provided jointly, but this imposes a heavy burden on research directors, and also requires agreements between universities. The partners involved must think about this.</p> <p>Agreed. It is preferable for the CFSP to promote training at the master’s and doctorate level, while recognizing that undergraduate training may be relevant to meet the needs of some countries.</p> <p>Partnership agreements can be entered into under the Canadian Colleges Partnership Program (CCPP), which has mechanisms and funds for this purpose.</p> <p>This mechanism must be analyzed. An envelope or quota can be allocated to each country. However, this means negotiating and agreeing to meet CIDA’s sectoral priorities and recipient-country priorities, and ensuring a sustainable impact. There are also other mechanisms that apply to this type of program.</p>			

Annex B: Mobility of University Students from CFSP Recipient Countries, 2004

Countries	Abroad	% OECD	France	%	Belgium	%	Quebec*	%	CFSP	%
Benin	2,059	100%	1,447	70%	109	5%	121	6%	7	0.3%
Burkina Faso	959	100%	450	47%	89	9%	108	11%	6	0.6%
Burundi	638	99%	119	19%	269	42%	30	5%	3	0.5%
Cambodia	1,556	87%	576	37%	29	2%	7	0%	7	0.4%
Cameroon	11,340	100%	3,563	31%	775	7%	248	2%	8	0.1%
Cape Verde	197	100%	68	35%	5	3%	1	1%	3	1.5%
Central African Rep	689	100%	644	93%	11	2%	2	0%		0.0%
Chad	538	98%	366	68%	19	4%	18	3%	1	0.2%
Comoros	1,080	99%	977	90%	3	0%	5	0%	2	0.2%
Congo (Brazza.)	3,561	100%	2,518	71%	166	5%	47	1%	2	0.1%
Congo (Dem. Rep.)	3,578	100%	759	21%	2,297	64%	35	1%	8	0.2%
Djibouti	1,407	95%	1,273	90%	18	1%	12	1%	4	0.3%
Dominica	325	100%	17	5%		0%	1	0%		0.0%
Egypt	6,259	99%	787	13%	61	1%	44	1%	13	0.2%
Equatorial Guinea	470	100%	20	4%	1	0%	-	0%		0.0%
Gabon	2,726	100%	2,227	82%	68	2%	181	7%	5	0.2%
Guinea	1,729	96%	816	47%	123	7%	96	6%	11	0.6%
Guinea-Bissau	126	100%	43	34%	4	3%	1	1%	1	0.8%
Haiti	2,061	100%	605	29%	37	2%	167	8%	10	0.5%
Ivory Coast	4,604	100%	3,036	66%	149	3%	196	4%	6	0.1%
Laos	750	92%	158	21%	12	2%	1	0%		0.0%
Lebanon	8,337	100%	3,219	39%	166	2%	484	6%	5	0.1%
Madagascar	3,299	100%	2,782	84%	47	1%	59	2%	6	0.2%
Mali	1,711	100%	1,134	66%	20	1%	135	8%	8	0.5%
Mauritania	1,448	74%	736	51%	18	1%	44	3%		0.0%
Mauritius	4,655	87%	1,448	31%	38	1%	25	1%	13	0.3%
Morocco	51,305	99%	29,504	58%	5,146	10%	668	1%	5	0.0%
Niger	631	100%	299	47%	58	9%	54	9%	14	2.2%
Rwanda	1,714	91%	309	18%	622	36%	40	2%	11	0.6%
St. Lucia	418	100%	10	2%	1	0%	3	1%	2	0.5%
Sao Tome/Principe	43	100%	25	58%	1	2%	-	0%		0.0%
Senegal	7,834	100%	6,123	78%	141	2%	252	3%	4	0.1%
Seychelles	335	98%	18	5%	-	0%	-	0%	2	0.6%
Togo	2,181	100%	1,177	54%	91	4%	54	2%	4	0.2%
Tunisia	11,112	100%	7,843	71%	275	2%	523	5%		0.0%
Vietnam	10,665	97%	1,548	15%	188	2%	105	1%	14	0.1%
Total Francophonie	152,340	98%	76,644	50%	11,057	7%	3,767	2%	185	0.1%

Source: OECD and Quebec Department of Education * Quebec: Francophone universities only

Annex C: Scholar Distribution by Institution and Level

	Scholars	%	College	Bachelor's	Master's	Doctoral
Quebec Institutions						
École de technologie supérieure	11	0.9%		1	8	2
HEC	33	2.7%		1	28	4
ÉNAP	13	1.1%			11	2
École Polytechnique de Montréal	95	7.7%		17	49	29
Institut Armand-Frappier	7	0.6%		1	4	2
INRS	24	2.0%			16	8
ITA de Saint-Hyacinthe	4	0.3%	4			
Université de Montréal	267	21.7%		5	136	126
University of Sherbrooke	125	10.2%		18	79	28
Université du Québec à Chicoutimi	54	4.4%		20	31	3
Université du Québec en Outaouais	16	1.3%		13	3	
Université du Québec à Montréal	149	12.1%		16	95	38
Université du Québec à Rimouski	41	3.3%		6	26	9
Université du Québec à Trois-Rivières	77	6.3%		29	45	3
U.Q. Abitibi-Témiscamingue	8	0.7%		5	3	
Laval University	295	24.0%		35	137	123
Cégep de Granby	1	0.1%	1			
Cégep Lévis-Lauzon	1	0.1%	1			
Cégep Sorel-Tracy	1	0.1%	1			
Centre québécois de formation aéronautique	1	0.1%	1			
Collège de Sherbrooke	6	0.5%	6			
Collège F-X Garneau	1	0.1%	1			
Total Quebec	1,230	100%	15	167	671	377
Institutions outside Quebec						
Cité collégiale, Ottawa, Ont.	11	4.8%	11			
Collège Boréal, Sudbury, Ont.	9	3.9%	9			
New Brunswick Community College	15	6.5%	15			
Glendon College, Ont.	10	4.3%		10		
Collège universitaire Saint-Boniface, Man.	15	6.5%		15		
Faculté Saint-Jean, Alberta	13	5.6%		11	2	
Université de Moncton, New Brunswick	78	33.8%		57	21	
University of Ottawa, Ont.	36	15.6%		19	11	6
Laurentian University, Sudbury, Ont.	23	10.0%		23		
Université Sainte-Anne, Nova Scotia	21	9.1%		21		
Total outside Quebec	231	100%	35	156	34	6
Total	1,461		50	323	705	383

Source: Scholar Directory

Annex D: Success Rate by Country

	Scholars	% Women	Completed ¹⁷	Graduated	% Graduated ¹⁸
Seychelles	13	77%	11	10	91%
St. Lucia	10	90%	8	7	88%
Congo (Dem. Rep.)	26	42%	18	15	83%
Madagascar	56	48%	50	40	80%
Niger	75	37%	60	48	80%
Togo	42	17%	35	28	80%
Mali	94	44%	84	66	79%
Haiti	69	52%	59	46	78%
Laos	9	22%	9	7	78%
Tunisia	47	36%	47	36	77%
Lebanon	42	48%	37	28	76%
Vanuatu	4	25%	4	3	75%
Burkina Faso	74	49%	66	49	74%
Cameroon	44	43%	35	26	74%
Côte d'Ivoire	60	42%	54	40	74%
Morocco	77	43%	72	51	71%
Comoros	22	41%	20	14	70%
Mauritius	27	15%	27	19	70%
Senegal	58	34%	54	38	70%
Guinea-Bissau	7	43%	6	4	67%
Vietnam	75	48%	59	39	66%
Guinea	61	34%	48	31	65%
Burundi	53	23%	50	32	64%
Rwanda	73	60%	61	39	64%
Mauritius	48	40%	35	22	63%
Dominica	10	60%	10	6	60%
Benin	71	49%	64	38	59%
Chad	28	21%	27	16	59%
Central African Rep.	21	29%	21	12	57%
Gabon	26	58%	21	12	57%
Cambodia	39	59%	32	17	53%
Egypt	58	60%	45	21	47%
Djibouti	16	19%	12	5	42%
Congo (Brazza.)	20	35%	18	7	39%
Cape Verde	6	67%	3	1	33%
Totals	1,462	43%	1,262	873	69%

17. Represents the number of scholarships completed, assuming scholars have completed their studies.

18. Graduates identified by the CFSP – 873. The estimated success rate corresponds to the number of scholars identified and scholarships completed. It does not reflect dropouts or those who graduated after their scholarships were discontinued.

Annex E: Benchmarking Exercise

Parameters and Procedures	Best Practices	CFSP Status
Training Program Offerings		
<i>Scholarships by educational level</i>	<ul style="list-style-type: none"> ▪ Reducing doctoral scholarships in favour of master’s scholarships (Belgium, UK, France) ▪ Eliminating or reducing graduate and bachelor’s studies (Belgium, UK, France) ▪ Clear preference for regional vocational training opportunities 	<ul style="list-style-type: none"> ▪ Major increase in % of scholarships at college and bachelor’s levels from Phase III (1997–2000) to Phase IV (2001–2004), 28% to 43% ▪ Master’s and doctoral scholarships cut from 72% to 57% in Phase IV
<i>Location and length</i>	<ul style="list-style-type: none"> ▪ Work-study doctorates (all) ▪ Distance education (Belgium, AUF, Switzerland to come) ▪ Time in developed country, up to two years for a master’s and three for a doctorate (all) ▪ Local or regional scholarships when training available (Belgium, France, AUF, Austria, Switzerland) 	<ul style="list-style-type: none"> ▪ Long-term in Canada only: 1 to 5 years depending on level ▪ “Normal” length exceeded for college and master’s studies ▪ Education available in home country or region not well known
<i>Number of long-term scholarships available annually</i>	<ul style="list-style-type: none"> ▪ Mali: Morocco, 150; Tunisia, 15–20; France, 250 (plus 80 practicums) ▪ Burkina: France, 220–250; Austria, 21; Morocco, 40; Switzerland, 25 ▪ Niger: Morocco, 100 (quota and non-quota); Belgium, 10 (plus 20 in region, practicums in Belgium and region); Germany, 20–30; Algeria, 150 ▪ Tunisia: Italy, 100 monthly; Belgium, 180 monthly; Spain, 16 (plus 20 practicums) ▪ Virtually all work on the basis of a training quota or envelope in almost all partner countries (Niger has no German quota) 	<ul style="list-style-type: none"> ▪ No guaranteed quota for recipient countries ▪ 1-2 per year; none for Tunisia since 2002
Procedures to Ensure Relevance		
<i>Candidate recruitment</i>	<ul style="list-style-type: none"> ▪ Recruiting systems invite applications to build a large pool of candidates (Belgium, UK, France, AUF) and help achieve excellence ▪ Recruitment by cooperation offices 	<ul style="list-style-type: none"> ▪ Limited pool of candidates (number limited by country), making it hard to meet the excellence criterion ▪ Effectiveness of information/recruitment channels and resources varies by country.
<i>Eligible countries</i>	<ul style="list-style-type: none"> ▪ Cooperation partner countries (Belgium -18 countries, France) ▪ Non-Francophone countries (Belgium, France) 	<ul style="list-style-type: none"> ▪ Countries of La Francophonie, some of which do not use French at home (Vietnam, Egypt)
<i>Scholar selection</i>	<ul style="list-style-type: none"> ▪ Candidate evaluation grid attaches great importance to potential development impact (UK, Germany) ▪ Prior employment and re-entry support (Belgium) ▪ Persons identified by TFP technical cooperation for their role in key initiatives (Switzerland, Belgium, Belgian Coopération francophone) ▪ Identification and selection mainly the job of country cooperation (Belgium) 	<ul style="list-style-type: none"> ▪ Candidate evaluation grid gives little weight to development relevance (8 out of 75); criterion found inapplicable by selection committee ▪ Little weight given to re-entry

Parameters and Procedures	Best Practices	CFSP Status
Procedures to Ensure Effectiveness and Impact		
<i>Candidate ages</i>	<ul style="list-style-type: none"> ▪ A number of programs have an age limit of 30 for master's and 35 for doctoral programs (Belgium, UK, AUF). ▪ Higher ages also accepted in some cases (Belgium, UK, AUF) 	<ul style="list-style-type: none"> ▪ No age limit ▪ Average age seems high for college and doctoral studies
<i>Gender equality</i>	<ul style="list-style-type: none"> ▪ Affirmative action for candidates of equal quality (all) 	<ul style="list-style-type: none"> ▪ Gender equality mandatory for the number of scholars per country
<i>Education content and re-entry</i>	<ul style="list-style-type: none"> ▪ Scholarships tied to bilateral cooperation programs (Belgium, France, Austria, Belgian Coopération francophone, Switzerland, Spain) ▪ Scholarship candidates need re-entry guarantees (Belgium, UK, France). ▪ Practicums tied to cooperation activities or partner development projects (Belgium, France, UK, Switzerland, Austria, Spain) ▪ Study programs specific to the needs of developing countries (Belgium, UK) ▪ Teacher and researcher education incorporated in research projects or institution-building activities for universities and the expansion of their social role (Belgium, AUF) 	<ul style="list-style-type: none"> ▪ Procedures not considered, with exceptions
<i>Study program procedures</i>	<ul style="list-style-type: none"> ▪ Joint or shared doctoral thesis direction (Belgium, AUF, France) ▪ Partnership agreements with developing-country universities (Belgium, UK, France) ▪ Education in the region or developed country (up to two years) depending on field and program (Austria) 	<ul style="list-style-type: none"> ▪ Procedures not available ▪ Thesis director travel payments suspended
Procedures to Ensure Effectiveness		
<i>Partners</i>	<ul style="list-style-type: none"> ▪ Recruitment through government ministries/commissions ▪ Recruitment and screening by universities (Belgium, UK, France) ▪ Scholarships managed by universities (Belgium, UK) ▪ Scholarships managed by technical cooperation agencies (Germany) 	<ul style="list-style-type: none"> ▪ Executing agency
<i>Scholarship funding</i>	<ul style="list-style-type: none"> ▪ Cofunding with universities (UK, Belgium, France) ▪ Cofunding with country (France) 	<ul style="list-style-type: none"> ▪ Procedures not considered

Parameters/Procedures	Best Practices	CFSP Status
Comparison of Results		
<i>Success rate</i>	<ul style="list-style-type: none"> ▪ Belgium: 95% for direct and indirect bilateral cooperation ▪ UK: 95% ▪ Morocco: 79% 	<ul style="list-style-type: none"> ▪ Estimate: 71% in Phases I–III
<i>Length of study</i>	<ul style="list-style-type: none"> ▪ Up to two years for master’s (Belgium, UK) ▪ Doctoral: 70% under four years 	Average greater than two years for master’s and four years for doctorate
<i>Country return rate</i>	<ul style="list-style-type: none"> ▪ Belgium: high except politically unstable countries, such as Congo and Burundi ▪ UK: 95% 	Estimate 55%–70%
<i>Outcomes for scholars</i>	<ul style="list-style-type: none"> ▪ Highly positive for career (UK) ▪ Problems with re-entry (Belgium) 	Outcomes generally positive according to evaluations
<i>Development impact</i>	<ul style="list-style-type: none"> ▪ Lack of evaluation ▪ Problems achieving impact (Belgium) ▪ Indicators are design parameters ▪ Gender equality not achieved or declining (all) 	<ul style="list-style-type: none"> ▪ Outcomes generally mixed according to evaluations ▪ Gender equality achieved

Overview – Characteristics of Maghreb Scholarship Programs

Countries Parameters	Morocco	Algeria	Tunisia
<i>Partner countries</i>	About fifty countries in the Middle East and sub-Saharan Africa	About thirty countries in the Middle East and sub-Saharan Africa	About thirty countries in the Middle East and sub-Saharan Africa
<i>Educational levels supported</i>	Generally the bachelor's level; a few at the master's and doctoral levels	Generally bachelor's	Generally bachelor's; professional training leading to a degree
<i>Preferred fields of study</i>	<ul style="list-style-type: none"> ▪ Medicine, engineering, pharmacy, technology; vocational training, military officer training ▪ Fields linked to technical cooperation 	In key sectors as needed by the country	<ul style="list-style-type: none"> ▪ Data processing, science, health professions, theology ▪ Professional education as available from universities, mainly private
<i>Number of scholarships available</i>	<ul style="list-style-type: none"> ▪ Long-term "executive training": 7,000 in 2004 (150 a year in Mali; 40 a year in Burkina, 800 since the beginning; 45–50 "official" in Niger) ▪ "Technical cooperation": 400 students a year 		<ul style="list-style-type: none"> ▪ 3,000 students now in the country, thus about 750 a year ▪ Guaranteed country quota (15–20 for Mali) ▪ Numbers decided by Tunisian universities
<i>Management structure</i>	Moroccan international cooperation agency		Mainly the university's responsibility; civil-society associations also active in their areas of interest (such as chambers of commerce)
<i>Return rate</i>	<p>≥ 85%; the remaining 15% become illegal immigrants to Europe</p> <ul style="list-style-type: none"> ▪ Return easier for those in technical and medical programs 	Many continue studying elsewhere after finishing in Algeria.	<ul style="list-style-type: none"> ▪ Impression that "the majority" return ▪ Civil-society associations monitor and strengthen ties of all kinds.
<i>Special procedures/ characteristics</i>	<ul style="list-style-type: none"> ▪ No country strategy but a response to partner demand ▪ Priorities set by Joint Commission every 2 years ▪ Not enough financial support to fully meet scholar's needs – family must contribute ▪ Starting to explore cooperation between universities 		<ul style="list-style-type: none"> ▪ Scholarship program with intake of students from Islamic countries represents a serious commitment to the dissemination of scientific and technological knowledge and religious values and moderation. ▪ Large number of scholars from CFSP target countries: Djibouti, Comoros ▪ Free (private) universities account for much of the overall offering and generate many applications from partner countries.

Annex F: CFSP Management Processes

<i>Strategic activities</i>	<i>Information about the CFSP</i>	<i>Screening in recipient countries</i>	<i>Final selection in Canada</i>	<i>Intake and placement</i>	<i>Student and administrative follow-up</i>	<i>Return to home country</i>	<i>Post-follow-up</i>
Sub-activities	<ul style="list-style-type: none"> ▪ Distribution (pamphlets, brochures, radio, website) of information to departments, partners, educational institutions and others ▪ Distribution of application forms 	<ul style="list-style-type: none"> ▪ Identification of potential candidates ▪ Candidate screening ▪ Process overseen by Canadian embassies (PSUs) ▪ Successful applications sent to the CEA 	<ul style="list-style-type: none"> ▪ Computer file opened ▪ Preliminary review and classification of applications based on CFSP selection criteria ▪ Planning of selection committee meetings ▪ Annual selection committee meeting ▪ List of priority and pending files sent to CIDA ▪ Selection committee decisions sent to local authorities via embassies 	<ul style="list-style-type: none"> ▪ Management of scholars' travel from their home countries to their final destinations in Canada ▪ Management of legal procedures (visas and so on) for admitting the scholars to Canada ▪ Intake on their arrival in Canada ▪ Familiarization / orientation session organized ▪ Scholars placed in various educational institutions ▪ Full placement report submitted to CIDA 	<ul style="list-style-type: none"> ▪ Information about CFSP rules sent to institutions ▪ Institutional admission forms submitted on behalf of successful candidates ▪ Ongoing student/administrative follow-up of every scholar ▪ Regular contacts with every scholar and support in solving their academic problems ▪ Individual meeting at least yearly ▪ Tuition fees paid to institutions ▪ Scholars registered for CIDA health care plan ▪ Management of monthly settling-in and living allowances 	<ul style="list-style-type: none"> ▪ End-of-stay sessions ▪ Managing formalities, transportation, and so on 	<ul style="list-style-type: none"> ▪ Managing directory of former scholars ▪ Website with chatroom
Partners concerned	Country, embassy, program support unit (PSU), CIDA	Country, embassy and PSU	Selection committee, CEA, CIDA	CEA, Institutions, ILC (Intercultural Learning Centre)	CEA, Institutions, and CIDA	Country, Embassy, PSU and CEA	CEA Scholars

Annex G: Potential Areas of Complementarity for the CFSP

Box 5: Potential Areas of Complementarity for the CFSP

- **Canadian Partnership:** The Universities and Colleges Program (UCP) manages two major partnership programs between institutions in Canada and developing countries. The University Partnerships in Cooperation and Development Program (UPCDP) is for universities, and the Canadian College Partnership Program (CCPP) is for colleges. These programs, respectively managed by the AUCC and ACCC, invite Canadian universities and colleges to submit proposals for partnerships with educational institutions in ODA countries that meet the stated objectives. These programs support a host of projects on every continent that are cofunded by the Canadian institution and CIDA. Most projects take the form of institutional support for planning and implementing education and research programs. Supported by the UPCDP or CCPP, various institutions in CFSP recipient countries maintain partnerships and other forms of exchanges with the major Canadian educational institutions receiving CFSP scholars. These initiatives involve a number of former scholars in their home countries and some settled in Canada. However, the CFSP and the two UCP programs do not engage in dialogue.
- **Program branches (bilateral programs):** A number of Francophone countries are involved in bilateral programs or projects specifically for capacity building. A rapid inventory of current programs/projects made it possible to identify significant examples in Rwanda, Morocco, Djibouti, the Democratic Republic of Congo, and Egypt. Except for dedicated major projects, the vast majority of bilateral programs support capacity building through projects or programs.¹⁶ According to information gathered in the field, the CFSP was used to support CIDA's sectoral focuses in the early years of the program. The field mission was unable to identify recent examples of this practice. In fact the management of CFSP operations in recipient countries seems to be an adjunct to the work of CIDA or embassy offices.
- **Multilateral programs:** The *Francophonie Program* funds various support programs for operators and standing conferences of La Francophonie. It is also responsible for managing Canadian projects that affect various Francophone countries at the same time and rely on Canadian or African organizations for their implementation.¹⁷ The main goal of the *Pan-Africa Program* is to foster the emergence and strengthening of an African institutional network that can address multi-regional or pan-African development issues. This program is also a response mechanism for new initiatives that reflect Canada's development priorities, especially those relating to multilateral efforts to address the key problems facing Africa.¹⁸ The *Canada Fund for Africa* is the keystone of Canadian support for initiatives under the New Partnership for Africa's Development (NEPAD) and the G8 Action Plan for Africa.¹⁹ The Fund supports mainly regional initiatives in areas such as governance, peace and security, health, agriculture, the environment and water, economic growth, and information and communications technologies. Its budget is totally allocated.
- **CIDA Youth Education and Training Awards (CYETA):** Introduced experimentally by the Canadian Bureau for International Education (CBIE), CYETA is an education, training, professional development, and specialization program for young development professionals, practitioners, volunteers, specialists, and future executives. Executed in four countries, including Mali and Senegal, which are CFSP target countries, this pilot program offers scholarships for short training courses lasting up to three months and long-term academic scholarships for a year or two, depending on the program, at the college, university, and technical levels in the home country or regional institutions. Former scholars who have studied in Canada are eligible for this program by means of internships. *However, we understand that the evaluation mission met many scholars who mentioned these needs. After working for a few years, they identify needs to be met to develop their organizations and would like to be trained in Canada to meet these needs. What a missed opportunity for complementarity between the CFSP and this component!*

16. According to data from a recent Policy Branch study, training or capacity-building activities are found in 79.5% of CIDA-funded projects for an average of 24.6% of their budgets.

17. CIDA's Francophonie Program spent a total of \$18.5 million in F/Y 2003–2004.

18. The Program's annual budget is currently \$27.8 million.

19. The Fund has a \$500-million budget.

Annex H: Evaluation Approaches Considered to Estimate Return Rate

Box 5 – Evaluation Approaches Considered to Estimate Return Rate

Phase I of this study compiled the various estimates and found methodological weaknesses in previous studies, in terms of the sample considered and the relative proportion of the countries considered.

- CAC (1996): Return rate estimated at 57 percent, based on a sample of 115 scholars in five countries
- CIDA (2001): Overall rate of 70 percent, with rates ranging from 57 percent to 63 percent for West African countries, based on a sample of 235 scholars in eight countries
- CEA (2005): Return rate estimated at 53 percent, based on a sample of 235 scholars in 37 countries
- Two complementary criteria were considered. Based on the return ticket indicator, and on all information available for all phases, the rate is lower than 50 percent. However, the reliability of this indicator was seriously questioned during the analysis. (Scholars can pick up tickets without departing, and can depart later without picking up their tickets.) Immigration Canada's involvement shows that it is technically possible to access Immigration Canada files upon request. However, the process is laborious, and CIDA must negotiate with Immigration Canada to formalize the ongoing exchange of information.

The impact analysis adopted the following approaches:

- A Program-wide survey, with a sample of 567 scholars from 37 countries, shows that 32.5 percent of respondents do not live in their country of origin. A Web search corroborated this estimate. The search involved a sample of 221 scholars selected at random (72 former scholars, of whom 32 percent live in Canada or the United States).
- The field mission confirmed the assumption that about 50 percent of scholars return to their home country, based on comments former scholars made about their cohort in a focus group. An exhaustive study of Tunisia shows that, out of 47 Tunisian scholars, 15 are definitely in Tunisia, 14 are definitely in Canada, two work in international organizations, and no trace was found of the other 16. Of course, all of the samples considered have methodological limitations. It must be noted, however, that the samples for Phase II are random for all practical purposes (221) and of a good size (567 former scholars, or 52.7 percent of graduates). Thus, we can at least certify that the return rate ranges from 50 percent to 70 percent.