Executive Report:

Assessment of the Institutions of La Francophonie and Evaluation of Canada's Involvement in La Francophonie

Evaluation Division
Strategic Policy and Performance Branch
CIDA

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Abbreviations and Acronyms

ACCT	Agence de coopération culturelle et technique [cultural and technical cooperation agency]
AIF	Agence intergouvernementale de la Francophonie [intergovernmental agency of La Francophonie]
AIMF	Association internationale des maires francophones (International Association of Francophone Mayors and City Officials)
AMEB	Africa and Middle East Branch
AUF	Agence universitaire de la Francophonie (University Agency of La Francophonie)
AUPELF	Association des universités partiellement ou entièrement de langue française [association of partially or wholly French-speaking universities]
CFSP	Canadian Francophone Scholarship Program
CFTC	Commonwealth Fund for Technical Cooperation
CH	Department of Canadian Heritage
CIDA	Canadian International Development Agency
CIJF	Comité international des Jeux de la Francophonie (International Committee of the Games of La Francophonie)
CONFEJES	Conference of Youth and Sports Ministers of Countries Using French as a Common Language
CONFEMEN	Conference of Education Ministers of Countries Using French as a Common Language
CS	Commonwealth Secretariat
CSD	Cadre stratégique décennal de la Francophonie (ten-year policy framework of La Francophonie)
DFAIT	Department of Foreign Affairs and International Trade
EWM	Égalité entre les femmes et les hommes (equality between women and men)
FMU	Fonds multilatéral unique (special multilateral fund)
GAD	Gender and development
IDRC	International Development Research Centre
IEPF	Institut de l'énergie et de l'environnement de la Francophonie [energy and environment institute of La Francophonie]
IFN	Institut de la Francophonie numérique [Francophone digital institute]
LEAD	Leadership for Environment and Development
MDG	Millennium Development Goals
MERA	Multilateral Effectiveness Relevance and Assessment
MGPB	Multilateral and Global Programs Branch
NICT	New information and communications technologies

Abbreviations and Acronyms

OAS	Organization of American States
ODA	Official Development Assistance
OIF	Organisation internationale de la Francophonie (International Organization of La Francophonie)
PAHO	Pan American Health Organization
PDCMPS	Programme de développement des capacités en maintien de la paix et sécurité [peacekeeping and security capacity building program]
PIJE	Programme d'initiatives jeunes entrepreneurs [young entrepreneur initiative program]
PKOs	Peacekeeping operations
PRIMTAF	Programme de renforcement institutionnel en matière technologique en Afrique francophone [Francophone Africa technicological institution building program]
PWGSC	Public Works and Government Services Canada
RBM	Results-Based Management
RMAF	Results-Based Management and Accountability Framework
SDP	Special Development Program
SG	Secretary General
SPD	Strategic Planning Directorate
SSACI	Programme Soutien aux stratégies d'accès communautaire à Internet [community Internet access strategies support program]
VISAF	Le virtuel au service de l'Afrique francophone (Cyberspace for Francophone Africa)

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1.   Introduction

This Executive Report summarizes a number of concurrent studies with the following objectives: to encourage reflection on the state and development of six organizations among the institutions of La Francophonie; to identify and assess the results of Canada's investment in La Francophonie from 2000–2001 to 2005–2006.

From the outset, some clarification is necessary. By their very diversity, the organizations analyzed and the recipients of Canadian aid require a strict definition of terms. Thus, for the purposes of this document:

- The expression "institutions of La Francophonie" is defined as the collective bodies and institutions under the governance of the *Conférence des Chefs d'État et de gouvernement des pays ayant le français en partage* (Conference of Heads of State and Government of Countries Using French as a Common Language).

- The term "La Francophonie" refers to the countries, organizations, and people of the geolinguistic area in which some 200 million people worldwide use French in their day-to-day affairs.

Canada is the second largest donor to the institutions of La Francophonie. Canada's contribution is about one third of all financial resources allocated by member states. From 2000 to 2006, the Government of Canada contributed close to C$236 million to the institutions of La Francophonie through the Canadian International Development Agency (CIDA), the Department of Foreign Affairs and International Trade (DFAIT), and Canadian Heritage (CH). During the same period, CIDA also funded the implementation of projects from the Francophonie Scholarship program and multi-country projects valued at close to C$78 million. These projects benefited developing countries and countries in transition in La Francophonie.

Even though this report considers the contributions of DFAIT and Canadian Heritage, it focuses mainly on projects and activities funded by CIDA. It thus follows that the recommendations of this report are intended mainly for CIDA, as their implementation, which will define Canada's future involvement in the institutions of La Francophonie, will necessitate close cooperation with DFAIT and Canadian Heritage.

This executive report meets the requirements set out in the *Federal Accountability Act* (FAA) of 2006. The FAA reinforces the obligation of federal departments and agencies, every five years, to account publicly for the resources entrusted to them and to account for their results.

Given the tripartite structure of Canada's investment in the institutions of La Francophonie, this exercise was overseen by an interdepartmental advisory committee co-chaired by the directors of La Francophonie from DFAIT and CIDA, which tracked the progress of the exercise throughout its implementation.

The document is organized as follows. Section 2 specifies the objectives of the various studies and summarizes the different methodological aspects. Section 3 introduces the institutions of La Francophonie and analyzes their strengths and weaknesses. Section 4 illustrates the results of Canada-wide contributions to La Francophonie and examines how effectively CIDA's Francophonie Program is managed. Finally, Section 5 offers some conclusions and recommendations for CIDA. Additional information on these various issues can be found in the annexes to the report.

2. Objectives and Methodology

2.1 Objectives

This Canadian review of the institutions of La Francophonie is the result of seven concurrent studies, in particular:

- Six institutional assessments[1] (one per institution) of the *Organisation internationale de la Francophonie* (OIF) (International Organization of La Francophonie), of three of the four operating agencies[2] and of the two permanent conferences of ministers that form part of the institutions of La Francophonie, specifically the *Association internationale des maires francophones* (AIMF) (International Association of Francophone Mayors and City Officials), the *Agence universitaire de la Francophonie* (AUF) (University Agency of La Francophonie), Senghor University, the Conference of Education Ministers of Countries Using French as a Common Language (CONFEMEN), and the Conference of Youth and Sports Ministers of Countries Using French as a Common Language (CONFEJES). A comprehensive institutional assessment integrates the conclusions of these six assessments.

- The *Evaluation of Canada's Involvement in La Francophonie for the Period 2000-2001 to 2005-2006*[3], including two annexes. The first annex includes the highlights of a benchmarking exercise which compares the OIF to similar institutions. The second annex consists of a meta-evaluation of multi-country projects that CIDA completed in Francophone countries during the period covered by the evaluation.

Each of these institutions was assessed with the following objectives in mind:

- to assess the relevance, efficiency, and effectiveness of the institutions of La Francophonie;
- to assess their governance in terms of leadership, internal organization, and operations;
- to understand the interaction among these institutions, their constituents, their users, and how their users perceive them;
- to categorize the organizational challenges these institutions face;
- to offer food for thought to decision-makers that will help them to meet these challenges.

The Evaluation has the following aims:

- reviewing the effectiveness of CIDA's Francophonie Program, in terms of the results of its financial involvement in various programs of the institutions of La Francophonie, its support for capacity building within the OIF, operating agencies, and the two conferences, and its work on policy dialogue and priority alignment. The Evaluation will also highlight the results of multi-country programs during the evaluation period. In this vein, the Evaluation will identify factors to consider for future programming.

- reviewing how effectively CIDA's Francophonie Program is managed, in terms of operational costs compared to other programs; balancing resources; balancing financial monitoring and diligence systems; producing regular reports; results and risk management tools; program frameworks, strategies, tracking tools, and assessments.

- compiling a profile of DFAIT and Canadian Heritage programs as a basis for measuring the complementary nature of Canada-wide initiatives.

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[1] Completed by the consulting firm Interalia.

[2] TV5 was not included in this exercise since it was already part of an independent evaluation conducted by Canadian Heritage at the time of the exercise.

[3] Completed by the consulting firm Baastel.

- reviewing the effectiveness, complementarity, and coordination of Canada's involvement in La Francophonie in terms of complementary efforts, coordination, consistency; clarity of roles and responsibilities; sharing of financial envelopes and representation; and the level of integration of other Canadian partners involved in the institutions of La Francophonie.
- comparing the OIF's performance to that of similar institutions.

2.2   Methodology

Each of the seven studies used methodologies that differed both quantitatively and qualitatively. The methodologies used were basically literature reviews, face-to-face interviews with individuals and groups, telephone interviews, surveys, and field visits. Annex 1 includes a summary of the methodological approaches that each of the studies used.

2.3   Methodological Limitations

Major projects, such as those highlighted in this report, inevitably encounter various methodological challenges and be obliged to consider certain limitations.

In this regard, the evaluations and studies that are the basis of this report shed light on an eventful period.

Between 2000 and 2006, the institutions of La Francophonie underwent profound changes. Implementing a ten-year policy framework and a first four-year program has spurred an ambitious administrative and financial modernization project and an effort to consolidate development activities. This process was also marked by the arrival of new OIF managers.

The Evaluation team encountered the usual obstacles that can hinder projects of this magnitude. However, two constraints particularly affected the Evaluation. First of all, the gradual clarification of the study's parameters, based on the information collected, obliged the evaluators to make numerous adjustments throughout the project. These adjustments affected decisions as to which key stakeholders to consult and which documents to analyze. The adjustments also affected the approach to use for the meta-evaluation (which turned out to be considerably greater than originally anticipated) and comparison of international organizations for the benchmarking exercise. This study also faced the problem of compiling/analyzing data from the various stakeholders in the evaluation process. These data included key information collected while producing the assessments.

Second, the information required to conduct the Evaluation—especially the data on disbursements and management costs—varied considerably in quanlity and availability. Some data were difficult to find, because they were buried under complex data management systems. Despite efforts made by each of the ministries in question to provide the most complete data possible it was difficult to conduct a rigorous cost comparison of administrative (operational) costs incurred by DFAIT, CIDA and Canadian Heritage for Canada's involvement in La Francophonie. The state of disbursements was especially difficult to ascertain, because data for 2000–2005 were archived in different databases. The nomenclature used to describe disbursements, moreover, varied from source to source.

As for the meta-evaluation, the authors of the study considered two of the ten multi-country projects originally identified in the terms of reference, but could not use them for a detailed analysis. These were the Leadership for Environment and Development (LEAD) project—Francophone Africa, which focused on sustainable development training, and the *Le Virtuel au service de l'Afrique francophone* (VISAF II) (Cyberspace for Francophone Africa) project, an initiative to build capacities in advanced computerized education and training. These two projects were evaluated concurrently. In addition, the *Fonds spécifique de développement de la Francophonie* (FSDF) [special fund for the development of La Francophonie] funded about 15 micro-projects. This program aimed to support specific initiatives in Francophone countries eligible for Canadian ODA. The variety of initiatives, and the uneven quality of the documents

available for analysis, made it impossible to define the real impact of this intervention mechanism. For this reason, the FSDF was not considered for this exercise.

In June 2005, CIDA transferred its Francophonie Program from a bilateral branch to the then Multilateral Programs Branch. This change made it hard for CIDA to learn practical lessons from the multi-country projects that constituted the foundation of its programs for the period covered by the Evaluation. For this reason, in addition to the many changes mentioned above, the evaluators often had to adjust their timeframes. To analyze the various aspects of the program, and to make relevant recommendations in the light of this new reality, they often had to go beyond the boundaries of the period covered by the Evaluation. This report was obliged to take this problem into account.

The Government of Canada sponsored the assessments to meet Treasury Board accountability requirements. It should be mentioned that, from the very beginning, the assessments were designed to be the Government of Canada's contribution to reflection on the ongoing modernization of the institutions concerned. As such, the assessments do not make any formal recommendations. In the same spirit and considering the multilateral nature of the different organizations, it was left to their members and leaders to decide how to use the assessments. That said, to ensure follow-up to this process, with the agreement of the advisory committee that guided them, the managers of the Evaluation team added a recommendation to the administrative report, suggesting follow-up on how the assessments are used in such a way that allows the managers of the Francophonie program of the different governmental departments to ensure that the institutions of the Francophonie have taken and continue to take mesures in order to correct the weaknesses identified in the Assessments.

3. The Institutions of La Francophonie: Strengths and Weaknesses

3.1 Introduction to the Institutions of La Francophonie

For over a century, the French language and culture have been the foundation for bringing together the different states and governments that today form a complex and multicultural entity revolving around a common language. Over the past 40 years, these institutions of La Francophonie (La Francophonie) grew out of the numerous meetings of stakeholders from different milieus, sharing common ideals. In 2007, the institutions of La Francophonie included 55 states and governments and 13 observer states[4] on the five continents. These member institutions all subscribe to the *Charte de la Francophonie* (Francophonie charter)[5] (see box, right).

To meet their objectives, the institutions of La Francophonie have created political bodies and organizations which are integrated into a multilateral structure (see table 1).

The supreme body among the institutions of La Francophonie is the Summit, or the Conference of Heads of State and Government of Countries Using French as a

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Highlights of Article 1 of the Francophonie Charter *[translation]*

La Francophonie is fully aware of how the common bond of the French language creates ties among its members. La Francophonie strives to use these ties to further the goals of peace, cooperation, and development. Its objectives are:

- to establish and develop democracy, to prevent conflict, and to support the rule of law and human rights;

- to further dialogue among cultures and civilizations;

- to bring peoples together through mutual acquaintance; and

- to strengthen their solidarity through multilateral cooperation to promote the growth of their economies.

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[4] At the October 2008 Quebec Summit, this number rose to 56 member states and governments and 14 observer states.
[5] Charte de la Francophonie, adopted by the Ministerial Conference of La Francophonie, Antananarivo, November 23, 2005 (http://www.francophonie.org/doc/txt-reference/charte_francophonie.pdf).

Common Language. Every two years, the Summit brings together the heads of state of the member states and participating governments. In addition to ruling on the entry of new members, the Summit defines the direction of La Francophonie and adopts any resolution deemed necessary for the proper functioning of its institutions and the accomplishment of their objectives.

The Ministerial Conference of La Francophonie is a meeting of foreign affairs and Francophonie ministers from the member states that takes place between the Summits. These meetings aim to ensure the political continuity of La Francophonie. Decisions made at previous Summits are implemented, future Summits are planned, and declarations are made on key aspects of multilateral Francophone activities and the admission of new member states.

The Permanent Council is the body responsible for planning and following up on summits. Made up of duly accredited representatives of the heads of state of the member states and participating governments, the Permanent Council ensures that the Ministerial Conference's decisions are implemented, examines proposals for allocating shared financial resources, and acts as facilitator, coordinator, and referee for participants. To fulfil its mandate, the Permanent Council has four specialized fora where member states can be heard (political committee, economic committee, cooperation and programs committee, administrative and financial committee). The very existence of these committees reveals an organizational culture that promotes inclusion, participation, openness, freedom of expression for all, and consensus building within the institutional mechanism of La Francophonie [6].

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[6] Consulting firm INTERALIA, *Bilan institutionnel sommaire de la Francophonie* (comprehensive institutional assessment of La Francophonie): International Organization of La Francophonie (OIF), January 2008. Unless otherwise indicated, this is the source for most of the following information about the OIF.

Table 1 – Governance Structure of the Institutions of La Francophonie
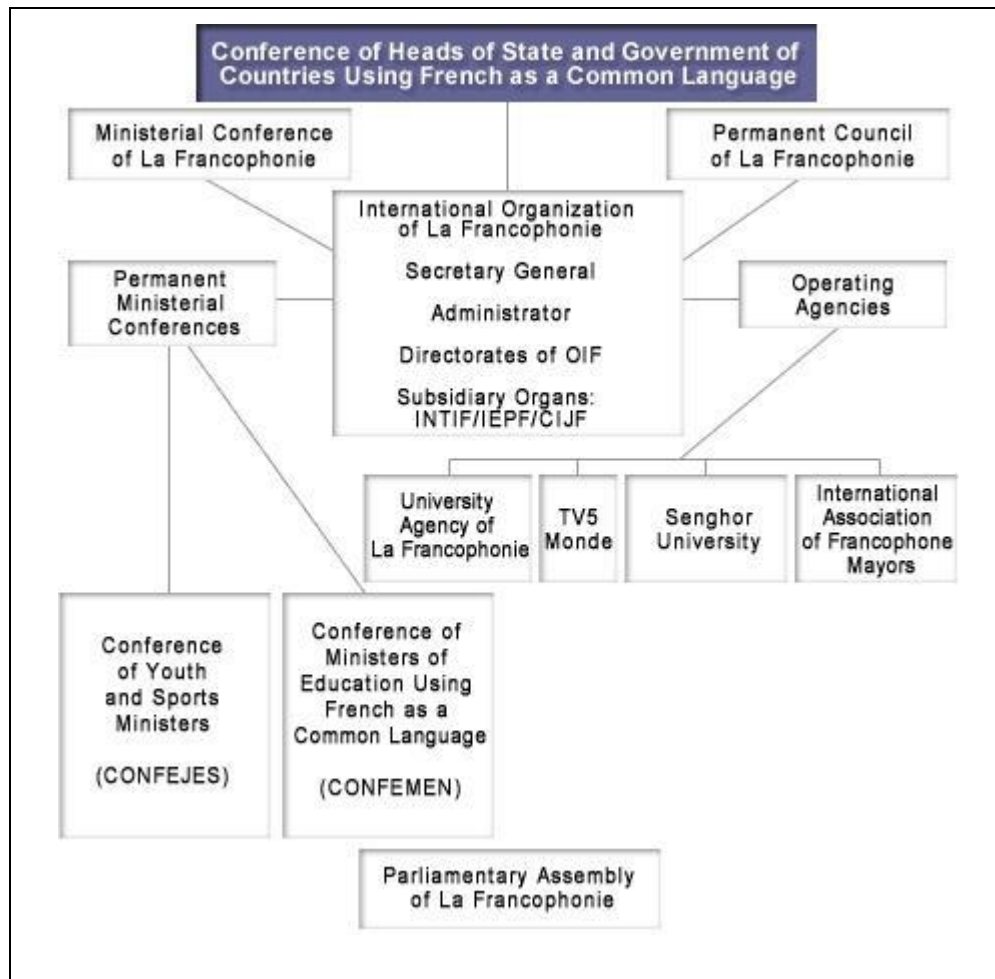
As the central body among the institutions of La Francophonie, which replaced the former *Agence intergouvernementale de la Francophonie* (AIF) [intergovernmental agency of La Francophonie], the International Organization of La Francophonie (OIF) has a dual mandate, both political and cooperation. It is the focal point where the institutions of La Francophonie chart their course. The OIF plays a role in consolidating the sectoral policies of member states and participating governments. At the same time, the OIF promotes dialogue and common positions on peace, democracy and human rights issues. The OIF also aims to enable developing countries and countries in transition to acquire the means to master their developmental processes and to discover their own dynamic for sustainable and equal human and social development.

The OIF's activity and program structure includes three subsidiary bodies. They are incorporated into the programming area but remain operationally independent. These bodies are as follows. The *Institut de l'énergie et de l'environnement* (IEPF) [energy and environment institute] aims to help build national capacities and to develop partnerships in the energy and environmental fields. The *Institut de la Francophonie numérique* (IFN) [Francophone digital institute] helps to integrate member states of La Francophonie into the information society. Finally, the *Comité international des Jeux de la Francophonie* (CIJF) (International Committee of the Games of La Francophonie) is responsible for organizing the Games of La Francophonie, a general athletic and cultural gathering held every four years.

The Secretary General (SG) has the responsibility of managing all these resources and leading the political activities of La Francophonie. At the same time, the SG acts as international spokesperson and official representative of La Francophonie. The SG delegates authority to the Administrator to implement and manage intergovernmental cooperation and the administrative and financial affairs of the OIF[7].

At the 10th Francophone Summit, held in Ouagadougou in 2004, La Francophonie adopted a ten-year policy framework for 2005–2014. The framework formulates strategic policies and governing principles as foundations for the work done by the institutions of La Francophonie[8].

To meet the policy framework's objectives and to implement decisions made by the various jurisdictions at the Summits, the institutions of La Francophonie rely, not only on the OIF, but also on four specialized operating agencies.

- The University Agency of La Francophonie (AUF) is an organization with 656 member institutions. The AUF has a mandate to support cooperation and solidarity among Francophone universities. The AUF focuses mainly on promoting and developing higher education and research, and on building ties within the Francophone scientific community.

- *TV5* is a multilateral and non-specialized network whose 8 broadcasting stations across the world reach more than 180 million households, offering a cross-perspective of the international Francophonie while also allowing viewers to appreciate its diversity.

- Senghor University, an international French-speaking university dedicated to African development, aims to educate and to build the capacities of African managers and high-level trainers in the areas of project management, financial institutional management, environmental and health management, and cultural heritage management.

- The International Association of Francophone Mayors and City Officials (AIMF) is an organization with a mandate to modernize municipal management and to provide a forum for dialogue, where mayors representing 166 Francophone capitals and major cities can build ties and strengthen local democracy.

The institutions of La Francophonie also include two permanent ministerial conferences. The Conference of Education Ministers of Countries Using French as a Common Language (CONFEMEN) is the oldest institution of La Francophonie. CONFEMEN brings together the education ministers of 41 member states and governments. The ministers combine their efforts to promote education and technical and vocational training. Specifically, CONFEMEN has a formal mandate to promote the notion of education for all, one of the Millennium Development Goals. CONFEMEN also has a mandate to combat poverty in Francophone countries, to mobilize and diversify resources, and to help its members to manage their education system. The Conference of Youth and Sports Ministers of Countries Using French as a Common Language (CONFEJES) plays an advisory and support role for member states in its two jurisdictions, namely youth and sports. In practical terms, among other things, CONFEJES undertakes

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[7] In this respect and besides directing the corporate branches and support services, the OIF Administrator is responsible for managing units located outside Headquarters and for supervising the above-mentioned three subsidiary bodies. A complete OIF organization chart is available at http://www.francophonie.org/doc/txt-reference/organigramme_2007.pdf (in French).

[8] The ten-year policy framework is a tool developed by La Francophonie to increase its impact on members and to define the issues members face and around which they should mobilize. The framework stresses the importance of policy dialogue to allow democracy to take hold, build peace, prevent conflicts, and support processes that enable countries to resolve crises and enable transition. In addition, the framework aims to regulate and humanize the spread of globalization that affects the most vulnerable. The framework also reiterates La Francophonie's attachment to cultural diversity and the importance of the continual growth of the scientific community and the Francophone audio-visual world through research, documentation, and French-language cultural products. The Millenium Development Goals, in terms of poverty reduction and increased access to education, are adopted and promoted, focusing on capacity building, good governance, and greater access to information technology and communications. http://www.francophonie.org/doc/txt-reference/cadre_strategique_2005-2014.pdf (in French)

trainer training projects; promotes socio-economic integration initiatives for youth by helping to develop community life and by funding projects for young entrepreneurs; contributes to the development and training of Africa's sporting elite and also promotes equal participation of women and young girls in youth and sport activities.

Finally, the *Assemblée parlementaire de la Francophonie* (Parliamentary Assembly of La Francophonie) (PAF) is an advisory body that brings together parliamentarians from participating member states and governments to take part in projects at the Summits, ministerial conferences, and the Permanent Council. In close cooperation with the OIF, this body is involved in, and expresses its views on, areas such as cooperation, strengthening of solidarity, democracy, and human rights. "Concrete initiatives include electoral observation missions, seminars, parliamentary internships and the Program to Support the Organization of Parliamentary Services in the Parliaments of Southern Countries, in which Canada takes an active role."[9] The PAF brings together parliamentarians from 73 parliaments or interparliamentary organizations on the five continents.[10]

The assessments prepared for six institutions of La Francophonie show that their governance, internal functioning, and interaction mechanisms display both strengths and weaknesses. These are listed in the following sections, organized around notions of relevance, governance, efficiency, and effectiveness. Annex 2 includes the main conclusions of the analysis, listed by institution.

3.2   Assessment Conclusions

3.2.1   Relevance

There is general agreement as to the relevance of the institutions of La Francophonie. Relevance can be defined as their validity and capacity to respond continually to the diverse needs of their constituents. None of the six institutions studied in this exercise can be called into question. All participants generally accept the relevance of the ten-year policy framework and its broad objectives. The increased number of member states and of new applications for membership in La Francophonie are revealing indicators of the interest that La Francophonie generates. This power of attraction can also be explained by its dual orientation as both a central organization and a home to specialized organizations. Finally, La Francophonie distinguishes itself by its strong inclusive culture. Its members share common values of tolerance, openness to listen to the voice of others, and peace. They value their network and they face the future with confidence.

However, three factors may weaken the relevance of the institutions of La Francophonie. First, communication mechanisms currently used by the institutions confine the publication of results and successes to specialized environments, while the visibility of results remains sporadic and fragmented for the general public. Second, although some institutions have made progress, the lack of coercive or persuasive mechanisms to force members to pay arrears in their contributions is an obstacle to achieving their ambitions. Sources of funding for the six institutions also are not diversified enough.[11] It should be noted that a vast majority of the member countries of the Francophonie are developing countries or countries in transition. Third, it is necessary to quicken the initially promising pace and rhythm of

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[9] DFAIT, http://www.international.gc.ca/franco/institutions.aspx?lang=eng.

[10] The APF is chaired by Dr. Bernard Patry, a Canadian member of parliament. The honourable Andrée Champagne, Senator, is Chair of the Canadian section of the PAF. Source: http://www.international.gc.ca/franco/institutions.aspx?lang=eng.

[11] In this respect, in light of a donor-dominated reality, the assessments show three options for La Francophonie: 1) Optimize its program development and transaction costs within its budget. 2) Review its assessment base for member contributions. 3) Maximize internal synergies within the Francophonie network and diversify sources of funding through partnerships that are open to other multilateral and bilateral institutions.

modernization. That said, the level of development of the institutions of La Francophonie suggests that they are ready to meet these challenges.

3.2.2 Governance

Overall, the governance structure of the institutions of La Francophonie has greatly improved, thanks to the adoption of the Charter and the ten-year policy framework, which have created a beneficial synergy within their organizations. However, their structuring effect is not quite complete. Many respondents noted the need for greater vertical integration. This would link constituents (representatives of member states and participating governments) and the beneficiaries of the completed operations within a clear accountability structure. Introducing a management accountability framework could be a tool that would allow such an approach to succeed. While the OIF is the flagship of La Francophonie to a certain extent, each unit (large or small), while remaining in formation, must be allowed to remain flexible, so that the "fleet" can "sail" as effectively as possible.

Other activities would strengthen this integration. Not the least of these activities would be to develop the OIF as an institution by integrating the Secretary General and his cabinet more effectively into the organization. Finally, the upcoming creation of a *Maison de la Francophonie* (Francophonie house) would bring the main elements of this network together under the same roof and should favour the alignment of their practices, and thus increase efficiency and effectiveness.

As for governance structures, La Francophonie can be described as a responsible organization. That said, the analysis of these structures reveals two key characteristics. On the one hand, three organizations (the OIF, CONFEMEN, and CONFEJES[12]) have similar memberships, which increasingly tend to overlap. Their governance structures incur high costs for members. Is it still necessary to maintain all of their governance structures in their current form for each institution? On the other hand (this applies only to the OIF), members are fully represented at all levels of the chain of command (policy committee, economic committee, cooperation and programs committee, administrative and financial affairs committee). This cumbersome, costly, and inefficient system has tremendous impacts on human resources at Headquarters. As the organizational flagship, the OIF would be wise to look at the experiences of other organizations within the Francophone network that are not burdened by this characteristic.

3.2.3 Effectiveness

Firstly, the assessments revealed various degrees of overlapping in the operations of the institutions concerned. This can basically be explained by the very history of the institutions of La Francophonie, which were created at different times for different reasons. This tendency is more pronounced in some areas (education, youth, the environment). Efforts have been made to reduce overlapping; however they have had the contrary effect of scattering resources, proliferating activities, and spreading out operational sites. However, it has been shown that initiatives achieve better results when operational units focus on specific activities, manage to apply their expertise to the task at hand, and move closer to the scene of operations. It would be in the interest of the institutions of La Francophonie to learn lessons from this experience: to focus resources and expertise in specialized operational units on the front lines, and to give them enough latitude to perform.

Secondly, the analysis of the activity and program structure of various organizations reveals that the current management system within La Francophonie focuses on activities, not results. This does not necessarily mean that there are no results to report. On the contrary, there are numerous results. Many respondents indicate that these results have been useful and appreciated. Still, it is not easy for an assessment exercise to verify progress in achieving the objectives of the ten-year policy framework.

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[12] This group could also include Senghor University, despite its status as a private organization.

The assessments show that, for many institutions, improving the project management system would help the institutions of La Francophonie to strengthen its aid effectiveness. However, the mass of narrative information collected, as well as the perceptions of many respondents interviewed, confirm that activities by the organizations of La Francophonie have generally (though unevenly) achieved the expected results.

The data collected show tangible results in promoting the French language and cultural and linguistic diversity; promoting peace, democracy and human rights; and promoting education, sustainable development, and mainstreaming of crosscutting issues (youth and equality between women and men).

- Promoting the French language, as well as cultural and linguistic diversity, is unanimously seen as the focal point of the network of institutions of La Francophonie. Each of its organizations contributes in its own way. The list of La Francophonie's accomplishments in this area is so long that it would be impossible to mention all of them. This area is without a doubt the cornerstone of the institutions of La Francophonie, its most important field of expertise, its fundamental *raison d'être*. This should never change. This is the focus of La Francophonie's greatest performance and biggest impact.

- Peace, democracy, human rights, and democratic development are promoted primarily through the OIF, which is gradually starting to rally some other operating agencies among the institutions of La Francophonie to the cause. AIMF's noticeable contribution should be emphasized in this regard. This organization effectively operates in a key sector for democratic development, that of participation and services, at a level that enables it to maintain closer ties to citizens. There is no doubt that La Francophonie should strengthen this growth area by raising the profile of this operating agency among bilateral and multilateral agencies whose governance programs support initiatives relating to decentralization and local authority.

- All of the institutions studied participate in educational activities. In many cases, this area is their specialty. At the university level, the AUF has become a very effective leading institution. It has helped to make La Francophonie a model in its field. Some of the AUF's services have served as a template for other organizations. In the shadow of this network giant, little Senghor University has shown that it too can yield positive results. Despite this, many constraints affect the member states' return on investment and the University's relevance. In this respect, the assessment cannot help but wonder if the University would benefit from a possible refocusing of its mandate as a specialized institute of La Francophonie. However, only a high-level committee of independent experts could advise La Francophonie on the best solution to this issue. (This is common practice in the university milieu.) Primary and secondary school results in Francophone countries have generally given rise to dissatisfaction among member states of La Francophonie. CONFEMEN is on the front lines, has developed opportunities for excellence, and is quite knowledgeable about the issues, yet its means are limited. The OIF's education and training directorate can call on substantial resources and is on the lookout for growth areas. To strengthen their effectiveness, the institutions of La Francophonie should thoroughly examine how they are structured in this area. Concentrating expertise in one specialized organization would be a beneficial solution.

- The fourth strategic objective of the ten-year policy framework covers a very wide range of areas (the environment, sustainable development, social and economic development, solidarity). Many institutions of La Francophonie are contributing to this work in progress. The OIF leads the way, but the AIMF, CONFEJES, the AUF, and Senghor University are also leaving their mark. In this respect, the best results have been produced by the *Institut de l'énergie et de l'environnement de la Francophonie* (IEPF) [energy and environment institute of La Francophonie], a subsidiary body of the OIF which applies the results-based management (RBM) model. However, there are some unfortunate examples of overlapping between the IEPF and OIF's sustainable development and solidarity directorate. Finally, with respect to the notion of solidarity, the analysis of the assessments shows that the most important need to strengthen is openness to civil society. This

can be done by implementing a structured Francophone partnership program with various organizations (for-profit or not-for-profit).

Finally, the institutions of La Francophonie have also made important progress with respect to activities related to the two crosscutting issues identified in the ten-year policy framework, specifically youth and equality between women and men. There has effectively been an increase in women's participation in many activities, and initiatives have been implemented with a focus on promoting change. That said, these activities are still somewhat isolated. To strengthen their effectiveness in this area, the institutions of La Francophonie must invest more at the levels of policy and general strategic approach. As for youth, the assessments reveal numerous examples of overlapping, if not outright duplication, especially between the OIF and CONFEJES. In this respect, the assessment's point of view is unequivocal. It is more profitable to focus expertise within a specialized body.

3.2.4 Efficiency

Efficiency is defined as the capacity of institutions to optimize resources to generate targeted results. In this respect, the assessments were able to conclude that the organizations studied managed resources with increasing thoroughness. The reports of auditors from the various organizations identified some weaknesses. Corrective action was or was about to be taken. Many organizations have yet to reach the desired level of efficiency. However, it should also be noted that their administrations had to deal with constraints which affected their performance.

- Their revenues are often below forecast levels for reasons beyond their control: non-payment of dues, delays in the disbursement of announced grants, and so on. Recent years have been marked by reductions in revenue and expenditures.

- The *Fonds multilatéral unique* (FMU) (special multilateral fund) was originally designed to be a resource pooling instrument, facilitating a kind of regulation within the network. The FMU has yet to really play this role[13]. As for voluntary contributions, key donors prefer to adhere to traditional formulas (funding specific activities) that would not allow "program budget support". The more results are targeted, the more strictly they will be managed. This will help to create an atmosphere of greater confidence that the Institutions of La Francophonie need to turn the corner.

- The assessments conclude that organizations have established increasingly transparent standards to eliminate exceptional cases and to provide a better operational framework. That being said, the standardization frameworks differ from one organization to another, and institutions use a variety of management reference systems. This makes it difficult to account for costs and to compare performance. Adopting a common administrative vocabulary, and standardizing applications across the board within the institutions of La Francophonie, would make the network more efficient. In this regard, it would be in the interest of donors to have a system in place that would facilitate financial reporting and also make it easier to understand and interpret results.

In conclusion, the assessments show that the mission and relevance of the institutions of La Francophonie are valued and have generally met with success. However, the Assessments underlined significant weaknesses concerning governance, effectiveness and efficiency. If the network properly manages the structural constraints and tackles the situations that the Assessments have reported, the network should be able to enhance the nature and scope of its results and as such, its performance.

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[13] The FMU collects payments from member states and governments, intended for either the OIF in its capacity of operating agency, or for its specialized operating agencies. Payments can be allocated to activities identified by donors or to a specific use, but not to an identified activity, and may not be unallocated. (Source: Auditor's Report, *Agence intergouvernementale de la Francophonie* (Special Multilateral Fund – FY 2002–2004, p.2)

The benchmarking exercise, by which the evaluation team compared the OIF with institutions that have comparable missions and structures, concluded that the OIF has made significant progress towards its institutional change over the last few years. Annex 3 of this document contains a summary of this benchmarking exercise.

4. Canada's Involvement in La Francophonie

Motivated by its desire to promote the influence of the French fact worldwide, Canada was one of the first countries to help create the bodies and organizations that now form the foundation of La Francophonie (see Table 2). The Government of Canada's participation involves various departments, particularly DFAIT, CIDA, and Canadian Heritage. As French occupies an important place in their territory, two provinces, Québec and New-Brunswick, participate directly in the activities of the institutional Francophonie where they have the status of government participant. This contribution enables Canada, a bilingual country that aims to project its values worldwide, to promote key areas of interest within La Francophonie. Ultimately, Canada wishes to strengthen ties between Francophone and Francophile states to create a supportive and interdependent community, dedicated to harmonious international relationships and to a better quality of life for its members.

Table 2 – Key Events in Canada's Involvement in La Francophonie[14]

YEAR	EVENT
1961	The *Association des universités partiellement ou entièrement de langue française* (AUPELF) [association of partially or wholly French-language universities] is founded in Montreal, on the initiative of Canadian Jean-Marc Léger. The Agency, now called the University Agency of La Francophonie (AUF) and one of the four operating agencies among the institutions of La Francophonie, is still headquartered in Montreal.
1969	Canada joins CONFEMEN and CONFEJES.
1970	Canada becomes a founding member of the precursor of the OIF.
1975	Canada establishes the *Programme de bourses canadiennes de la CONFEJES* [Canadian fellowship program for CONFEJES] to help train managers in associations operating in the youth and physical education field.
1979	The *Association internationale des maires et responsables des capitales et métropoles partiellement ou entièrement francophones* (AIMF) is created to serve as La Francophonie's urban development wing. Canada joins the AIMF.
1986	TV5 Québec-Canada is launched to allow TV5 to broadcast in Canada. The network receives its broadcast license from the Canadian Radio-Television and Telecommunications Commission (CRTC) in 1988.
1987	The Second Conference of Heads of State and Government of Countries Using French as a Common Language is held in Quebec City. Decisions are made to hold the Summits every two years and to incorporate the notions of democracy and human rights into La Francophonie's discourse.
1988	The *Institut de l'énergie et de l'environnement de la Francophonie* (IEPF), a subsidiary body of the OIF, is founded in Quebec City.
1990	Canada joins Senghor University, founded in Alexandria, Egypt. The Government of Canada commits to funding an environmental chair, which would later be integrated as a third department of the University, the Department of Environmental Management.

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[14] DFAIT, Evolution of La Francophonie (http://www.international.gc.ca/franco/evolution.aspx?lang=eng) and other documents

YEAR	EVENT
1997	Canada hosts the first *Conférence des ministres francophones chargés des toiles numériques* [conference of Francophonie ministers responsible for the information highway]. The ministers gather in Montreal to discuss the future of French on the Internet.
1998	The *Fonds francophone des toiles numériques* [Francophone information highway fund] is created, with Canada's participation.
1999	The Eighth Francophone Summit, whose theme is youth, takes place in Moncton, New Brunswick. Its final declaration marks a milestone in the evolution of La Francophonie, placing greater emphasis on peace and security, the protection of civilian populations and human rights. At the Moncton summit, the Francophone information highway theme becomes a real priority.
2000	The first Conference of Women of La Francophonie is held in Luxembourg. Canada shares its experience in implementing an overall approach to gender equality.
2001	The Fourth Games of La Francophonie are held in Canada's Ottawa-Hull region, with the participation of 3000 athletes and artists from 50 countries.
2006	The ministerial conference on conflict prevention and human security is held in St. Boniface, Manitoba.
2008	Quebec City Summit

From 2000 to 2006, through CIDA, Canada funded a Canadian Francophone Scholarship Program, along with some multi-country projects, with a total disbursement of close to $78 million. Together, these projects benefited over 30 developing countries and countries in transition of La Francophonie. Canada's involvement in La Francophonie also takes the form of donor funding to its bodies and organizations.

Overall, some $313.5 million were invested in FY 2000-2001 to 2005-2006. Tables 3 and 4 show the breakdown of these disbursements from the three key participating departments. Table 3 shows them by source. Table 4 shows them by source and organization or program recipient.

**Table 3 – Overview of the Structure of Canada's Involvement in La Francophonie
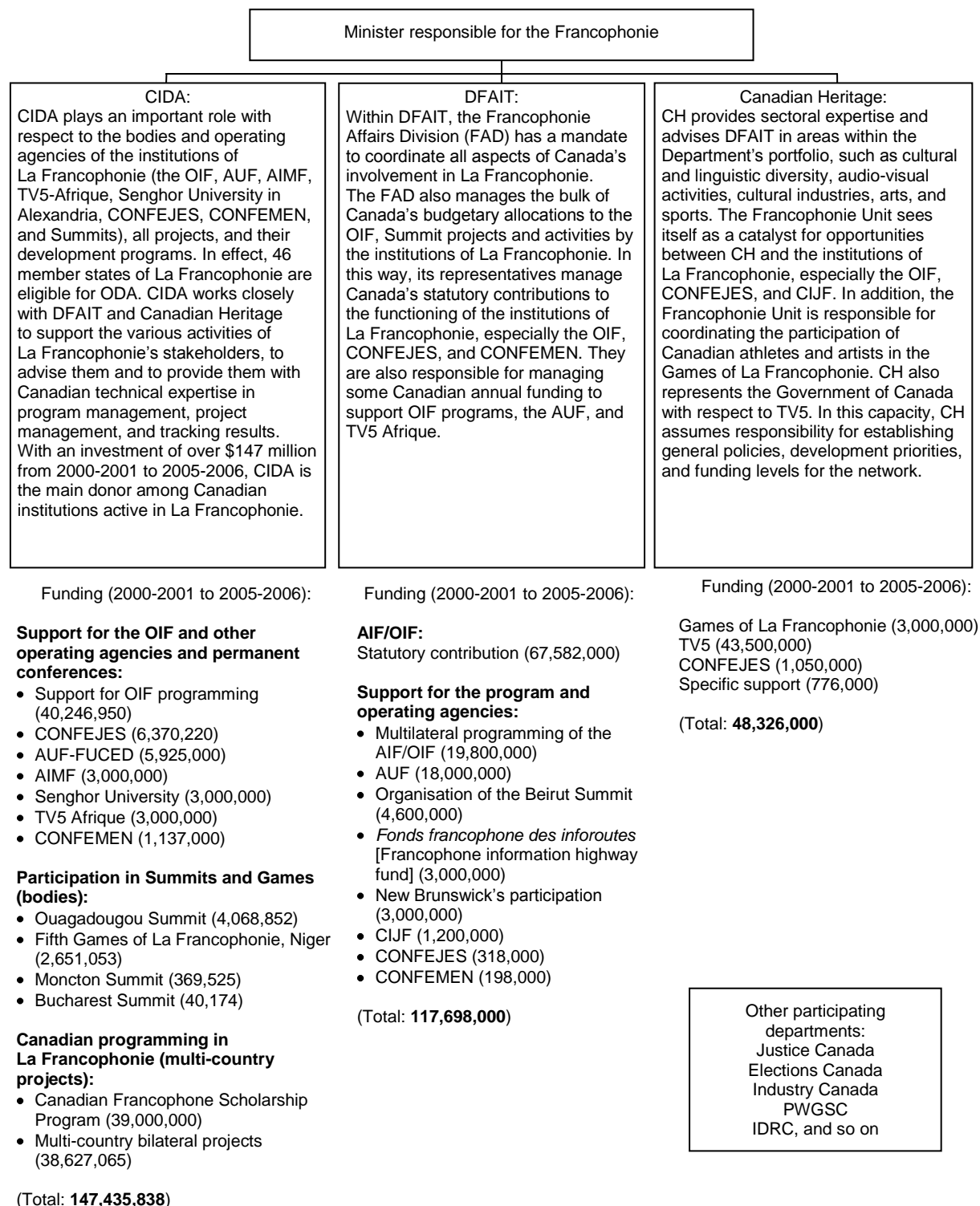from 2000-2001 to 2005-2006**

(Totals in Canadian dollars)

Minister responsible for the Francophonie

CIDA:	DFAIT:	Canadian Heritage:
CIDA plays an important role with respect to the bodies and operating agencies of the institutions of La Francophonie (the OIF, AUF, AIMF, TV5-Afrique, Senghor University in Alexandria, CONFEJES, CONFEMEN, and Summits), all projects, and their development programs. In effect, 46 member states of La Francophonie are eligible for ODA. CIDA works closely with DFAIT and Canadian Heritage to support the various activities of La Francophonie's stakeholders, to advise them and to provide them with Canadian technical expertise in program management, project management, and tracking results. With an investment of over $147 million from 2000-2001 to 2005-2006, CIDA is the main donor among Canadian institutions active in La Francophonie.	Within DFAIT, the Francophonie Affairs Division (FAD) has a mandate to coordinate all aspects of Canada's involvement in La Francophonie. The FAD also manages the bulk of Canada's budgetary allocations to the OIF, Summit projects and activities by the institutions of La Francophonie. In this way, its representatives manage Canada's statutory contributions to the functioning of the institutions of La Francophonie, especially the OIF, CONFEJES, and CONFEMEN. They are also responsible for managing some Canadian annual funding to support OIF programs, the AUF, and TV5 Afrique.	CH provides sectoral expertise and advises DFAIT in areas within the Department's portfolio, such as cultural and linguistic diversity, audio-visual activities, cultural industries, arts, and sports. The Francophonie Unit sees itself as a catalyst for opportunities between CH and the institutions of La Francophonie, especially the OIF, CONFEJES, and CIJF. In addition, the Francophonie Unit is responsible for coordinating the participation of Canadian athletes and artists in the Games of La Francophonie. CH also represents the Government of Canada with respect to TV5. In this capacity, CH assumes responsibility for establishing general policies, development priorities, and funding levels for the network.

Funding (2000-2001 to 2005-2006):

Support for the OIF and other operating agencies and permanent conferences:
- Support for OIF programming (40,246,950)
- CONFEJES (6,370,220)
- AUF-FUCED (5,925,000)
- AIMF (3,000,000)
- Senghor University (3,000,000)
- TV5 Afrique (3,000,000)
- CONFEMEN (1,137,000)

Participation in Summits and Games (bodies):
- Ouagadougou Summit (4,068,852)
- Fifth Games of La Francophonie, Niger (2,651,053)
- Moncton Summit (369,525)
- Bucharest Summit (40,174)

Canadian programming in La Francophonie (multi-country projects):
- Canadian Francophone Scholarship Program (39,000,000)
- Multi-country bilateral projects (38,627,065)

(Total: **147,435,838**)

Funding (2000-2001 to 2005-2006):

AIF/OIF:
Statutory contribution (67,582,000)

Support for the program and operating agencies:
- Multilateral programming of the AIF/OIF (19,800,000)
- AUF (18,000,000)
- Organisation of the Beirut Summit (4,600,000)
- *Fonds francophone des inforoutes* [Francophone information highway fund] (3,000,000)
- New Brunswick's participation (3,000,000)
- CIJF (1,200,000)
- CONFEJES (318,000)
- CONFEMEN (198,000)

(Total: **117,698,000**)

Funding (2000-2001 to 2005-2006):

Games of La Francophonie (3,000,000)
TV5 (43,500,000)
CONFEJES (1,050,000)
Specific support (776,000)

(Total: **48,326,000**)

Other participating departments: Justice Canada Elections Canada Industry Canada PWGSC IDRC, and so on

Table 4 – Canada-wide Funding of La Francophonie from 2000-2001 to 2005-2006
(Totals in Canadian dollars)

DFAIT: 117,698,000		
Organisation of the Beirut Summit:	4,600,000	Francophone Summits: 9,078,550
Ouagadougou Summit:	4,068,852	
Moncton Summit:	369,525	
Bucharest Summit:	40,174	
CONFEMEN:	198,000	CONFEMEN: 1,335,000
CONFEMEN:	1,137,000	
Fifth Games of La Francophonie, Niger:	2,651,053	CONFEJES: 11,589,273
CONFEJES:	6,370,220	
CONFEJES:	318,000	
CIJF:	1,200,000	
CONFEJES:	1,050,000	

Canadian Heritage: 48,326,000		
New Brunswick's participation:	3,000,000	New Brunswick 3,000,000
Specific support: (Diverciné, CIRTEF, OIF):	776,000	Specific support - CH: 776,000

Support for OIF programming:	40,246,950	Support for the OIF: 130,628,950
Statutory contribution:	67,582,000	
AIF/OIF multilateral programming:	19,800,000	
Fonds francophone des inforoutes :	3,000,000	
Games of La Francophonie :	3,000,000	Canadian Team, Games of La Francophonie: 3,000,000

CIDA: 147,435,838		
AUF:	18,000,000	Support for operating agencies: 76,425,000
TV5 Monde and TV5 Québec Canada:	43,500,000	
TV5 Afrique:	3,000,000	
Senghor University, Alexandria:	3,000,000	
AUF-FUCED:	5,925,000	
AIMF:	3,000,000	

Other departments: Justice Canada, Elections Canada, Industry Canada, Environment Canada, PWGSC, IDRC, and so on		
Multi-country bilateral projects:	38,627,065	Canadian programming in La Francophonie (bilateral and multi-country projects): 77,627,065
Canadian Francophone Scholarship Program: La Francophonie	39,000,000	

Total calculated: 313,459,838

4.1   Effectiveness of Canadian Funding

4.1.1   Contribution from the Canadian International Development Agency

As mentioned earlier, CIDA's Francophonie Program was transferred from the bilateral Africa and Middle East Branch to the Multilateral Programs Branch in the summer of 2005[15]. In practical terms, this transfer resulted in the abandonment of the bilateral approach. In the case of La Francophonie, a series of multi-country projects characterized this approach. The approaches used in the Francophonie Program were harmonized with those of multilateral programs. The approaches have since taken the form of core funding, supplemented by supporting specific initiatives, combined with follow-up of the performance, governance, and development results of the different institutions.

Given the importance of these projects within the Francophonie Program during the period evaluated, however, they also required a meta-evaluation that could provide a global assessment of the results of these activities. Key findings and points to consider are summarized below. Annex 4 of this report provides more detailed information about the impact of each project examined in the meta-evaluation.

Results of Investment in the Canadian Francophone Scholarship Program (CFSP) and Multi-country Projects

During the period evaluated, CIDA's disbursements in this area totalled close to $78 million. Half of this total went towards funding the Canadian Francophonie Scholarship Program. Scholarships are awarded for studies at the following levels: college (up to 10 percent), bachelor's degree (up to 25 percent), master's degree (up to 50 percent) and doctorate (up to 15 percent). At the end of their studies, scholars will have particularly benefited from acquiring skills that enable them to "learn to learn". On a medium-term basis, three out of four scholars said their education proved quite useful and would help them to find jobs in a field directly related or similar to their studies.

Via its multi-country activities, CIDA aimed to meet the needs of member states of La Francophonie, while supporting the priorities of Canada's ODA program[16], especially human rights, democracy, governance, the role of women in development, strengthening the private sector, and the environment. In so doing, CIDA also:
- Promoted improvements in technical training, education, basic service delivery and/or the execution of revenue-producing activities;
- Supported initiatives designed to immediately build the capacities of the most vulnerable (the poor, women, youth, children, civil-society representatives);
- Supported the use of information and communications technologies as development tools;
- Encouraged market growth in rural and urban areas, and formal and informal sectors of the economy;
- Funded conferences and training or awareness activities to build capacities with regard to peace, security, and justice;
- Supported education and learning efforts with regard to new technologies to create networks and strengthen mass media;
- Sponsored increasing advanced training opportunities for students from Francophone developing countries, as well as training trainers, specialists, and managers from these countries.

Overall, multi-country projects have produced concrete and convincing results. In terms of relevance, analysis of the various projects revealed a direct correlation between the different areas of intervention in La Francophonie, as described in its institutional documents, the objectives of Canada's participation,

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[15] In 2007, this became Multilateral and Global Programs Branch.

[16] Source: DFAIT (http://www.dfait-maeci.gc.ca/foreign_policy/cnd-world/chap6-en.asp)

and funded activities. In addition, since this initiative did a good job of targeting beneficiaries, these projects adequately met previously identified needs, while considering the specific characteristics of the targeted countries. Multi-country projects have also encouraged the development of various partnerships based on areas of intervention.

The analysis of documentation related to these projects identified a series of success factors with regard to the following subjects: awareness, communication, partners' roles and responsibilities, organizational vitality, institutional support, media coverage, and Canadian value added. The meta-evaluation also revealed certain factors that may limit the achievement of results, including financial dependency, setting intervention targets, changes in key staff, or ownership difficulties for beneficiaries or partners. Finally, the analysis also made it possible to list a number of best practices and lessons learned in various fields, such as geographic coverage, women's integration and participation, development of new information and communications technologies, and follow-up mechanisms.

Since most of the assessments were done shortly after projects were implemented, it is difficult to assess their long-term impact. However, it can already be seen that some projects are potentially more sustainable than others, thanks to ownership by local partners and/or beneficiaries, successful diversification of funding resources, RBM development, and so on. For this reason, during the transition of the Francophonie program to the Multilateral Programs Branch, its officers shared the available information and worked on the follow-up possibilities with the other bilateral divisions already involved in these fields or likely to take over responsibilities.

Investment Contributions in the Institutions of La Francophonie

As indicated in Table 3, CIDA's invested almost $70 million in the institutions of La Francophonie between 2000-2001 and 2005-2006. This represents significant support for three categories of institutional stakeholders: bodies of La Francophonie, the OIF, and operators and permanent conferences.

As shown in Tables 3 and 4, during the period evaluated, CIDA offered support to developing/emerging countries with limited financial capacities to organize summits and games. To this end, Burkina Faso and Romania received Canadian funding to organize the 2004 Ouagadougou Summit and the 2006 Bucharest Summit, respectively.

CIDA also supported the OIF and its programs through its various operational units. The AUF, AIMF, Senghor University, TV5 Afrique, CONFEMEN, and CONFEJES also received support from CIDA. This contribution to the operating budget of the four operating agencies, the permanent conferences and the Games led to many successful results that underlined Canada's major role as a source of funds for these organizations.

- The funds provided to the AUF helped to support and develop a network of Francophone academic institutions and researchers — thus promoting increased use of French in teaching and research — and building their capacities.

- Support for the AIMF promoted exchanges of ideas and best practices among mayors and officials of Francophone cities in developed and developing countries. This support also promoted the execution of tangible projects in fields such as modernization of civil status, sanitation, or support for municipal micro-finance policies.

- Annual funding for Senghor University contributes to the education (at the master's level) of over 200 African students. These students then fill key positions in their country's public service, especially in implementing dynamic development initiatives.

- Funding for TV5 Afrique helped to increase the number and quality of African programs broadcast on the TV5 Monde network, making it possible to create awareness of the reality of Africa, as analyzed from the continent's perspective.

- Investment in CONFEMEN produced results on many levels. Among other things, this investment supports a primary education evaluation program and the creation of a corpus of information (reports, studies, statistics) about the quality of education in member states of La Francophonie that request it.

- CIDA's contribution to CONFEJES complements the contributions of other donors and supports programs that specifically promote the concepts of peace, citizenship and civic behaviour, and the training of youth, career coaches, trainers of trainers, and managers. CIDA supports the *Fonds d'insertion des jeunes* [youth integration fund], a proven micro-business start-up program that helps to create jobs, particularly for vulnerable persons under 35.

Finally, CIDA funding also targeted simplification of procedures and RBM capacity building in the institutions of La Francophonie. These efforts led to the adoption of a ten-year policy framework and the establishment of the new four-year program. These are two key milestones in making La Francophonie more results-driven and focused on the impact of its activities. Canada can also be proud of contributing more than any other member state to the gradual introduction of an RBM culture within the OIF and the operating agencies of La Francophonie. For example, the OIF is starting to take advantage of Canada's support to establish a roadmap to institute RBM in all its operational structures.

Support to DFAIT concerning Policy Dialogue

As an ODA specialist within the Government of Canada, CIDA is responsible for developing Canada's position on development. In this way, CIDA provides value-added input to DFAIT on the relevance and quality of proposed strategic options in this field as well as on measures likely to strengthen the effectiveness of development programs within La Francophonie[17], particularly with respect to Results Based management.

4.1.2 DFAIT's Contribution

DFAIT is Canada's main representative to the institutions of La Francophonie. As the body in charge of managing and coordinating Canada's participation, DFAIT assumes responsibility for advice and support, promotion, communication, and departmental and interdepartmental coordination for the various related programs. In total, the DFAIT disbursed close to 118 million dollars to various institutions of La Francophonie during the 2000-2001to 2005-2006 period: this amount includes statutory contributions disbursed to the OIF, CONFEMEN and CONFEJES as well as support to the OIF and AUF's programs, organization of the Beirut Summit and the Comité international des Jeux de la Francophonie.

DFAIT is responsible for Canada's policy advocacy with various bodies among the institutions of La Francophonie and has succeeded in projecting many Canadian values to member states. DFAIT has also worked to build consensus on policy and governance issues involving member states, and to promote Canada's positions within various bodies among the institutions of La Francophonie. At the same time, DFAIT has encouraged decision-making to promote La Francophonie politically, economically, and developmentally.

The example of the 2006 ministerial conference on conflict prevention and human security held in Saint-Boniface, Manitoba demonstrates DFAIT's contribution to this field. Relying on the policy and material resources of La Francophonie, the Department produces leverage to accompany the activities of international bodies. At the same time, DFAIT guarantees the promotion of priority themes. The conference developed some original tools, which were deemed essential for accurate knowledge of facts and situations.

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[17] CIDA, Beyrouth Summit, results and issues for CIDA, p. 23.

4.1.3 Canadian Heritage's Contribution

During the period evaluated, Canadian Heritage (CH) played a major role in promoting cultural diversity, the French language within La Francophonie world, and the development of youth, sports, and the arts. CH's contribution to policy dialogue and its sectoral expertise helped to make cultural diversity a key issue within La Francophonie and to promote the ratification of international treaties and conventions. CH also played a significant role within La Francophonie in promoting sports as a development tool, the participation of women and persons with disabilities in sporting events, and the fight against doping in sports.

From 2000-2001 to 2005-2006, CH disbursed over $48 million to the institutions of La Francophonie. The bulk of this investment (approximately $43 million) was awarded to TV5. The TV5 network[18], made up of TV5 Monde et TV5 Québec Canada, is considered one of the greatest successes of La Francophonie. Through the TV5 program, Heritage Canada aims to showcase Canadian French-language productions abroad and to provide a cross perspective of the international Francophonie to Canadians through access to a French-language television network that clearly distinguishes itself from the other French language networks available in Canada. An evaluation conducted in 2006 on the TV5 program confirmed the relevance of the Canadian contribution to the TV5 program, which contributes to the international influence of Canada as well as to the achievement of its two previously mentioned objectives.

4.2 Management Effectiveness of CIDA's Francophonie Program

The evaluation of the management effectiveness of CIDA's Francophonie Program explored five specific areas: the program's operational costs and related resources; the transfer of the program within CIDA; risk management tools, RBM and programming framework results; due diligence, the adequacy of the system, reports, and frequency; and the articulation of a development vision.

A review of the Francophonie Program's operating costs showed an increase in administrative costs between FY 2003/2004 and FY 2005/2006, in spite of a slight decrease in full-time staff on a year-over-year basis. However, various administrative and technical problems, particularly related to changes to departmental reporting systems and CIDA's funding of Canada-wide contributions to La Francophonie, suggest that these data should be examined with caution.

To understand this better, the evaluators compared CIDA's funding of the Francophonie Program with that of the Commonwealth Program. This analysis showed that the former involves higher costs than the latter. However, this can be explained by considering a number of factors. For example, the dual mandate (political and cooperation) of the institutions of La Francophonie results in administrative costs related to negotiating and lobbying, and in a more complex network made up of a growing number of organizations. This complexity explains why CIDA's funding is spread out over one funding envelope per institution. Moreover, the Commonwealth has been based on a stable institutional structure for over twenty years, whereas La Francophonie underwent profound institutional changes during the period evaluated. Canada also plays a more central role in La Francophonie, where it is eagerly sought by all institutions. Finally, a growing number of federal departments are involved in La Francophonie, as well as the governments of Quebec and New Brunswick. This also contributes to increasing administrative costs.

The Francophonie Program's management effectiveness also suffered somewhat from its 2005 transfer to Multilateral Programs Branch (MPB), now Multilateral and Global Programs Branch (MGPB). The transfer made it necessary to adapt programs, now focused on institution building, as well as the

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[18] Network = any operation where control over all or any part of the programs or program schedules of one or more broadcasting undertakings is delegated to another undertaking or person (source: Broadcasting Act of Canada).

management tools used to deliver them. Moreover, Francophonie program officers often had to consult bilateral specialists to find answers to sectoral issues. An additional difficulty was the ongoing problem of finding contacts/resources whose language skills allow them to contribute technical expertise in a Francophone context. Finally, for managers, having to use a multilateral model represented a challenge in monitoring disbursements and identifying related results.

Canada plays a critical role in promoting RBM within the institutions of La Francophonie. In this regard, CIDA is primarily responsible for fulfilling this role, since it has a strong RBM culture, special expertise in project management, and tools that can be shared with Canadian partners, as well as the OIF and other institutions of La Francophonie. Institutional assessments showed that, in recent years, branches of the OIF and organizations of La Francophonie (CONFEMEN, AUF) were able to adapt to RBM requirements and made the necessary changes to apply them. Elsewhere, however, this continues to be more of a theoretical exercise. For the Francophonie Program, widespread adoption of RBM will make it much easier to monitor results obtained through untied aid. On the other hand, since the Program was transferred to Multilateral Programs Branch (now Multilateral and Global Programs Branch), it has also had to rely on a new set of resources to evaluate its partners' effectiveness and capacities. Thus, Program-funded institutions of La Francophonie are now subject to MERA (Multilateral Effectiveness Relevance and Assessment). This tool analyzes organizational performance based on information collected by officers while participating in various bodies, contained in institutional documents (policies, strategic plans, financial results, activity, audit or evaluation reports, and so on), or produced by other sources of funds (assessments, program evaluations, and so on.)

Aspects relating to due diligence, reports, and frequency refer to administrative and financial management mechanisms that vary based on funding mechanisms and related Treasury Board requirements. The *Evaluation of Canada's Involvement in La Francophonie* revealed the variety of funding transfer mechanisms used by departments of the Government of Canada in their relations with the institutions of La Francophonie they fund.[19]

Finally, within CIDA, there is no doubt that a cohesive vision of development underlies the aid available to bodies and operating agencies of La Francophonie. Funded activities refer directly to CIDA's priorities and development objectives, which reflect Canada's commitment to achieving the MDGs.

On the other hand, designing a development mandate for La Francophonie comes up against a problem that concerns all Canadian stakeholders. This problem stems primarily from the often difficult task of reconciling policy and cooperation interests within the same institution. The transfer of the Francophonie Program and the timelines of the institutions of La Francophonie, to be incorporated in Phase II of the ten-year policy framework in 2010, represent an opportunity for the Program to support the institutions of La Francophonie that it funds in their efforts to design a renewed development vision, focusing on the partnerships and development priorities defined in the ten-year policy framework, priorities strengthened by the gradual introduction of RBM.

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[19] First, it is necessary to differentiate between statutory contributions disbursed to La Francophonie (through DFAIT as in the case of other multilateral organizations) and voluntary contributions (by DFAIT, CIDA, and Canadian Heritage, see Tables 4.2 and 4.3) to implement program activities. Second, a distinction also has to be made between the two funding transfer mechanisms used by the three departments concerned to pay voluntary contributions, according to their level of authority. These voluntary contributions take the form of contribution agreements or grant agreements. In the case of contribution agreements, the monies committed are paid to the recipient organization in relation to the activities implemented. Payments under grant agreements are based on the use of due diligence and rely on participation in the bodies involved, and the reporting auditing procedures in place in the organizations concerned.

4.3 Effectiveness, Complementarity, and Coordination of Canadian Involvement

Finally, the Evaluation also examined efforts by DFAIT, CIDA, and Canadian Heritage to work together, so Canada's involvement in La Francophonie offers the best possible results at the lowest cost. This can be done by avoiding overlapping and duplication of efforts, optimizing communications and coordination, and ensuring the best representativeness in the various international fora of La Francophonie.

A review of the clarity of roles and responsibilities revealed that they are generally shared clearly enough among DFAIT, CIDA, and Canadian Heritage. However, there are still grey areas relating to the degree of responsibility of the various departments and how to manage issues involving multiple stakeholders. The authors particularly underlined that many representatives at CIDA reported a lack of clarity in sharing tasks with DFAIT. Similarly, analysis of participation in institutional bodies and fora showed that CIDA would benefit from putting forward its ideas and content directly to the different fora where development issues are discussed. While working closely with DFAIT, this particular right to speak would also allow CIDA to be fully accountable for funds disbursed to the OIF, operating agencies, and permanent ministerial conferences.

It was generally agreed that Canadian partners cooperate and coordinate well enough, and information flows relatively well through the network. However, the stakeholders consulted recognized that it would be beneficial to have more in-depth discussions with all stakeholders. At present, there is no formal institutional forum for discussion where partners can periodically debate issues and follow up initiatives by Canada or the institutions of the Francophonie. Finally, staff turnover in the various departments requires all stakeholders to make constant efforts to build and maintain relationships of trust, work as a team, and share work efficiently.

The role of sectoral departments in international affairs also provides food for thought. Like CIDA, many departments are concerned because they are often asked to become involved as events unfold.

One department alone cannot manage the development of Canadian public-sector management and the importance it attaches to rationalization, the new public-sector financial management framework, and the emergence of major policy issues. As a result, several departments have adopted a shared management framework. The Evaluation revealed that a framework-based, all-of-government approach to managing La Francophonie in Canada would strengthen consistency among the policies, objectives, and priorities of the departments involved. Such an approach would also highlight the nature of their corresponding policies, initiatives, and programs. Finally, such an approach would maintain shared accountability and ownership in terms of achieving results. This would also facilitate the assessment of key issues, thanks to regular re-evaluation conducive to finding suitable solutions in response to the ongoing development of the reality of La Francophonie, the implementation of more systematic follow-up processes, and the establishment of more targeted reports.

The ministries directly involved would have to decide together on the form that such a framework would take in collaboration with the other Canadian stakeholders. This framework should allow each partner to maximize the efficiency of its contribution, while respecting the accountability of each as well as the necessity of using a rigorous, formal but flexible structure capable of adapting to the multiple changes likely to occur in both the institutional Francophonie as well as the federal ministries themselves.

5. Conclusions and Recommendations

The institutions of La Francophonie are generally relevant, effective, and efficient, with a fairly solid governance structure. Their performance has achieved tangible results in promoting the French language and cultural and linguistic diversity; peace, democracy, and human rights; and education, sustainable development, and mainstreaming of crosscutting issues (youth and equality between women and men).

As this report's previous section showed, Canada's investments in the institutions of La Francophonie were a significant factor in achieving these results.

The various exercises conducted to evaluate the results of Canada's investments in the institutions of La Francophonie from 2000-2001 to 2005-2006 revealed that weaknesses persist in this network of institutions, and Canada's involvement could be managed more effectively. The following operational recommendations were made in the light of the importance of CIDA's role in this regard.

To meet its accountability requirements, the Government of Canada sponsored institutional assessments to review recent changes in governance within the International Organization of La Francophonie (OIF), three of the direct operating agencies (AUF, Senghor University, and AIMF), and two permanent ministerial conferences (CONFEMEN and CONFEJES). Done in cooperation with representatives of the relevant institutions and their members, these assessments were meant to be working papers likely to contribute to the common reflection of decision-makers within the OIF and relevant institutions. It was up to each organization's representatives to decide how to use them and share them internally and with members.

The assessments were given to the participating institutions at the end of 2007. There is already no doubt that they were well received and used. However, it would be interesting – to document the potential impact of this type of contribution – to have CIDA's Francophonie Program do a follow-up and let its Canadian partners know how the relevant organizations used the institutional assessments. Such a follow-up exercise would allow Francophonie program managers of the different Canadian departments to better target their interventions with a view to resolving the problems and weaknesses identified, in their discussions with the representatives of the institutions involved and the other member countries.

Similarly, the meta-evaluation of multi-country projects, funded by the Francophonie Program within the then Africa and Middle East Branch (AMEB), revealed interesting results and the genuine potential of some projects. The Program officers undertook various steps to inform the potentially interested divisions of AMEB about their existence and have worked with them to identify follow-up possibilities for the purposes of continuity.

Recommendation 1:

CIDA's Francophonie Program should collect and systematize relevant information about how the assessments were used by the relevant institutions of La Francophonie in order to improve their performance.

CIDA plays a very important role in La Francophonie. As shown in section 4.1.1, many successful results were achieved through multi-country projects. Some laid the foundation for sustainable development, and created and reinforced Francophone networks in various sectors. Above all, the assessments and the evaluation of Canada's involvement highlighted CIDA's unique role in supporting the modernization efforts of the OIF, the operating agencies and the two permanent ministerial conferences of La Francophonie. The adoption of a ten-year policy framework and the establishment of the new four-year program are two major milestones in confirming a more results-driven Francophonie focused on the impact of its activities. They provide two very convincing examples of the results of this institutional support. Through CIDA, Canada can also be proud of helping, more than any other member state, to promote the establishment of an RBM culture within the OIF. But the assessments also showed there is much still to do to develop these institutions fully, to optimize their effectiveness, and to integrate RBM in all of their operational mechanisms. On the one hand, this lag restricts the scope of the results achieved by the institutions of La Francophonie and contributes to lack of awareness of La Francophonie among external stakeholders. On the other hand, CIDA and other Canadian stakeholders are limited by having to

account for the results of their investments, as stipulated by the 2006 *Federal Accountability Act*. Moreover, transferring CIDA's Francophonie Program to Multilateral and Global Programs Branch only serves to confirm the relevance and need for these intervention priorities.

Recommendation 2:

CIDA should continue to promote initiatives that support the strengthening of the institutions of La Francophonie, especially those supporting the integration of RBM. At the same time, CIDA should include these initiatives in all of Canada's activities within La Francophonie, and should ensure close cooperation and coordination with other departments of the Government of Canada.

As shown previously, many stakeholders in the Government of Canada are involved in La Francophonie. DFAIT, CIDA, and Canadian Heritage all have various relationships with La Francophonie's institutions. They even maintain some of these institutions by means of funding and support through various programs or initiatives. Beyond these three main stakeholders, other departments, such as the Department of Justice, Elections Canada, and Industry Canada, are also called upon to provide specific expertise on matters in their respective jurisdictions. All of these stakeholders have sufficiently defined areas of responsibility. However, the evaluation of Canada's involvement reveals that this multiplicity of stakeholders may sometimes cause duplication and difficulties in planning and coordinating all-of-government efforts relating to La Francophonie. These problems especially seem to arise from the lack of smooth, consistent communication among the departments, as well as the fact that they have few opportunities to meet.

Implementing a interdepartmental management framework could help the departments to overcome these problems, while strengthening the effectiveness and efficiency of Canada's support for the institutional Francophonie. It could also encourage CIDA to be fully accountable for CIDA's funding of these institutions. This framework would aim to identify the roles and responsibilities of each department involved in La Francophonie. It could include a steering committee which, by identifying the issues by formulating objectives common to all Canadian partners and by establishing action plans ratified by all, would allow maximum synergy among agreed efforts, and would optimize the consistency of Canada's activities within La Francophonie.

The Framework could also map the nature – and, to some degree, the frequency – of communications among Canadian stakeholders. It could provide a forum for sharing management tools and best practices used in the various departments to ensure the efficiency of their activities. Finally, in an environment that favours increasingly less Canadian tied aid, the management framework could also provide a framework conducive to a review of the sharing of funding envelopes among DFAIT, CIDA, and Canadian Heritage, while at the same time respecting the prerogatives and authority of each department.

The partners concerned will have to define the form that the new management tool will take. The management tool should be formal, rigorous, but flexible in order to be able to integrate the changes likely to occur in the federal ministries concerned as well as in the institutions of La Francophonie. Based on experiments by other departments, such a framework can be expected to reinforce the functional horizontality of the Canadian partnership.[20] These experiments could inspire CIDA to propose one or more models that can meet the specific needs of Government of Canada partners in La Francophonie.

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[20] There is horizontality when one or more managers, of one or more organizations, tackle an issue no longer exclusively based on the concerns of their own responsibilities, but based on a much broader approach that includes interests, resources and limitations from other actors intervening in this field. A lack or deficiency of horizontal coordination often means that some departments violate the strategic space of other departments, which may then cause resentment and fiercer competition between them. Substantial horizontal coordination could become a policy need.

Recommendation 3:

In cooperation with the other Government of Canada departments involved, especially DFAIT and Canadian Heritage, CIDA should promote the adoption of an interdepartmental framework that would structure Canada's participation in La Francophonie by clarifying the roles and responsibilities of each and by building on the complementarity of the respective stakeholders.

This framework should allow growth in the coordination and consistency of activities by the various Canadian stakeholders. The framework should promote the sharing of management tools and best practices, as well as more fluid communication among the various participants. The framework would be made up of an environment conducive to reviewing the funding awarded by each department, to increase the efficiency and effectiveness of Canada's support for the institutions of La Francophonie.

Such a framework would undoubtedly promote the transfer of corporate memory, which has become particularly difficult owing to constant employee turnover in the three main departments concerned. Both at CIDA and DFAIT, in particular, the transfer of corporate memory requires the formulation of a specific strategy.

To make it easier for new employees to enter CIDA's Francophonie Program, CIDA should have a summary document explaining current issues in La Francophonie, departmental activities, and all other Canadian stakeholders in La Francophonie (project and program map), comprehensive information about budget forecasts and disbursements, the ten-year policy framework and the four-year program, roles and responsibilities, management tools, key information on issues that require follow-up, and any additional information that could be useful for a newcomer to this complex area. This document could be updated regularly as a part of the interdepartmental framework. The tables of disbursements included in this report could also serve as templates to keep Canada's financial participation in La Francophonie up to date. The use of such a document would ensure that newcomers could address pending matters more quickly. It would also reduce the loss of strategic information that often occurs each time an employee leaves. Such a tool would be practical for all staff members wishing to consult basic program information.

Recommendation 4:

CIDA should have a summary document that could guide newcomers to the Francophonie Program and serve as a basis for preserving corporate memory. This tool should be easily updatable to remain up to date and be able to withstand employee turnover.

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6.   Management Response

Value of the evaluation

The Executive Report concisely reiterates the main findings of the Assessment of the Institutions of La Francophonie (*Bilan institutionnel de la Francophonie* – itself comprising six Assessments of as many institutions[21]) and the Evaluation of Canada's Participation in La Francophonie (*Évaluation de la participation canadienne à la Francophonie*). It thus summarizes a two-pronged, complex exercise, whose implementation spanned more than two years.

It should be noted, as the authors point out, that this evaluation covers a period (2000–2001/2005–2006) marked by fundamental changes. During this period, La Francophonie adopted a new ten-year policy framework that confirms its dual political and cooperation mandate. Within this framework, each of its institutions adopted an initial four-year Program (2006–2009), with the aim of strengthening and focusing its development activities. These institutions also undertook – or in some cases continued – an ambitious effort aimed at administrative and financial modernization, which particularly called for the adoption of results-based management (RBM).

In late summer 2005, CIDA's Francophonie Program was moved from a bilateral branch to the Multilateral Programs Branch to reflect more accurately the multilateral nature of the institutions of La Francophonie. This transfer occurred at a time when most of the multi-country bilateral projects under the Program were coming to an end. In the months that followed, this transfer led to a harmonization of the Francophonie Program's operational procedures with those of other multilateral programs – that is, monitoring institutional performance, governance, and development results, and topping up core funding through support for specific initiatives, notably in institution building and integration of results-based management.

That said, the Report constitutes a valuable tool for CIDA's Francophonie Program:

- It confirms the relevance of the institutions of La Francophonie. The institutional assessments provide an accurate snapshot of the progress that has been made. They also provide readers with food for thought about the modernization processes required within each institution.

- While the evaluation's analysis of the Program's effectiveness and efficiency does not always reflect the many changes in the Francophonie Program since the end of the evaluation period, it does confirm the appropriateness of the changes initiated and the directions given to the Program within its new multilateral framework.

- The analysis of the effectiveness and complementarity of Canada's participation accurately describes the related responsibility and accountability issues, and offers a promising solution for addressing these issues.

Approval of the recommendations

Management accepts the Executive Report's four recommendations. Three of them (#1, 2, and 4) involve only CIDA's Francophonie Program. They will be implemented in the coming months. Any relevant results of this implementation will be shared with CIDA's partner Government of Canada departments.

The creation of an interdepartmental framework is the subject of Recommendation 3. Management shares the evaluators' view that all departments involved could benefit from such a framework, which would make their efforts more complementary and effective.

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[21] These are the International Organization of La Francophonie (OIF), the Conference of Youth and Sports Ministers of Countries Using French as a Common Language (CONFEJES), the Conference of Ministers of Education in Countries Using French as a Common Language (CONFEMEN), Senghor University, the International Association of Francophone Mayors and City Officials (AIMF), and the University Agency of La Francophonie (AUF).

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However, it should be noted that, while Recommendation 3 makes CIDA responsible for proposing the implementation of this framework, the recommendation directly concerns the three main Government of Canada stakeholders in Canada's participation in La Francophonie – CIDA, Foreign Affairs and International Trade Canada (DFAIT), and Canadian Heritage (PCH). In particular, DFAIT will play a decisive role in this process, since it is chiefly responsible as Canada's representative within the institutions of La Francophonie, as clearly identified in the report.

The DFAIT and PCH representatives received a copy of the Administrative Report through the Advisory Committee responsible for steering the evaluation.[22] The members of the Committee gave constructive feedback and approved the recommendations contained in the Report. All members would like to have a formal interdepartmental mechanism that is rigorous yet sufficiently flexible to remain relevant in an environment marked by many changes within the Government of Canada departments concerned and within the institutions of La Francophonie. They agree that creating this framework will require a concerted effort by all partners. Its establishment will depend on their ability to agree on common operational objectives, terms, and conditions.

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[22] Given the interest of the Assessments for all Canadian stakeholders, and the scope of the Evaluation of Canada's participation, CIDA's Francophonie Program and Evaluation Division agreed from the outset that an Advisory Committee should monitor this dual exercise. Co-chaired by the Director of DFAIT's Francophonie Affairs Division and the Director of CIDA's Francophonie Program, the Committee includes representatives of the program branches and evaluation divisions of the three departments. Its members closely monitored the progress of the assessments and the evaluation.

MANAGEMENT RESPONSE

Recommendations	Commitments and Action	Responsibility Centre	Planned Completion Date	Progress
1. The Francophonie Program should collect and systematize relevant information about how the assessments were used by the relevant institutions of La Francophonie in order to improve their performance.	Management agrees with the recommendation A follow-up report will be prepared on how the institutions concerned have responded to or used their Assessments.	Director / Manager, Francophonie Program	December 2009	In November 2007, the Assessments were submitted to the institutions concerned as Canada's contribution to ongoing consideration and discussion of their modernization. The institutions are thus fully responsible for their follow-up to these reports. The Francophonie Program has already gathered information on this subject (official responses, formal deliberations of organizations, institutional documents referring to the Assessments, and so on). This information indicates that the findings of the different Assessments have informed ongoing discussion within organizations on issues related to strategic planning, programming, financial management, and accountability/reporting.
2. CIDA should continue to promote initiatives that support the strengthening of the institutions of La Francophonie, especially those supporting the integration of results-based management. At the same time, CIDA should include these initiatives in all of Canada's activities within La Francophonie, and should ensure close cooperation and coordination with other departments of the Government of Canada.	Management agrees with the recommendation. This commitment corresponds to CIDA's priorities for action. Since 2006–2007, this has been reflected in the Program's chosen programming and activities, and recommendations to DFAIT regarding the positions that Canada should adopt within organizations on these matters, especially results-based management, strengthening of programming, and initiatives to increase the development effectiveness and performance of the institutions of La Francophonie.	Director / Manager, Francophonie Program	Ongoing	In 2009, in addition to its regular contributions, CIDA's Francophonie Program implemented a project to help modernize the OIF, totalling $2.5 million dollars over two years, focussed mainly on results-based management.

Recommendations	Commitments and Action	Responsibility Centre	Planned Completion Date	Progress
3. In cooperation with the other Government of Canada departments involved, especially DFAIT and Canadian Heritage, CIDA should promote the adoption of an interdepartmental framework that would structure Canada's participation in La Francophonie by clarifying the roles and responsibilities of each and by building on the complementarity of the respective stakeholders. This framework should allow growth in the coordination and consistency of activities by the various Canadian stakeholders. The framework should promote the sharing of management tools and best practices, as well as more fluid communication among the various participants. The framework would be made up of an environment conducive to reviewing the funding awarded by each department, to increase the efficiency and effectiveness of Canada's support for the institutions of La Francophonie.	Management agrees with this recommendation. The Advisory Committee, made up of representatives of CIDA, DFAIT, and PCH, supported this recommendation in principle. Its members agreed that the interdepartmental framework should take the form of a simple and flexible tool. CIDA's management will communicate with the management of the departments concerned in order to confirm the Advisory Committee's support for the recommendation and invite them to participate in the working group which will be responsible for the creation of the interdepartmental framework, as recommended.	Director / Manager, Francophonie Program	March 2010	
4. CIDA should have a summary document that could guide newcomers to the Francophonie Program and serve as a basis for preserving corporate memory. This tool should be easy to update and keep up to date and should be able to withstand employee turnover.	Management agrees with this recommendation. The Division established a practice requiring handover notes to be prepared when an officer leaves.	Director / Manager, Francophonie Program	Ongoing	

Annex I: Methodological Approaches

Table 1: Institutional Assessments Completed

	AIMF	AUF	CONFEJES	CONFEMEN	OIF	SENGHOR UNIVERSITY
Number of respondents or interviewees (including respondents to questionnaires)	• 66 (including 14 via interview/ discussion group/ survey)	• 89 (including 50 via interview/ discussion group/ survey)	• 62 (including 18 via interview/ discussion group)	• 57 (including 16 via interview/ discussion group)	• 152 (including 122 via interview/ discussion group/ survey)	• 246 (including 58 via interview/ discussion group)
Respondent categories	• Managers • Staff • Permanent Secretariat professionals • Advisors • Donors	• Headquarters managers • Regional office managers • Staff • Professionals • Research network coordinators • Institutional network representatives • Donors	• Headquarters managers • Executives • Headquarters staff • Donors	• Headquarters managers (Secretary General) • Executives • Headquarters staff • Donors	• Headquarters managers • Headquarters staff • Lomé regional office staff • Members and donors	• Managers • Headquarters staff • Professors • Students • Donors
Number of missions – site and country	• Canada • France	• Burkina Faso • Canada • France • Haiti • Senegal	• Canada • Senegal	• Canada • Senegal	• Canada • Togo	• Canada • Egypt • Togo
Number of questionnaires sent	• Member State representatives: 50 • Executives: 15 • Advisors: N/A	• Member State representatives: 50 • Board of directors: 25	• Member State representatives: 50 • Executives: 15	• Member State representatives: 50 • Executives: 18	• Member State representatives: 50	• Member State representatives: 50 • Board of directors: 15 • Current students at Senghor University: N/A • Graduates: N/A

	AIMF	AUF	CONFEJES	CONFEMEN	OIF	SENGHOR UNIVERSITY
Categories of questionnaire respondents	• Member State representatives • Executives • Advisors	• Member State representatives • Board of directors	• Member State representatives • Executives	• Member State representatives • Executives	• Member State representatives	• Member State representatives • Board of directors • Current students at Senghor University • Graduates
Response rate	• Member State representatives: 60% (#30) • Executives 53% (#8) • Advisors: N/A	• Member State representatives: 60% (#30) • Board of directors: 36% (#9)	• Member State representatives: 60% (#30) • Executives: 93% (#14)	• Member State representatives: 60% (#30) • Executives: 61% (#11)	• Member State representatives: 60% (#30)	• Member State representatives: 60% (#30) • Board of directors: 60% (#9) • Current students at Senghor University: #110 • Graduates: #39
Categories of documents reviewed	• Information documents about the institution • Program frameworks, action plans, declarations • Activity reports, colloquium proceedings, minutes • Evaluations • Financial data • Miscellaneous	• Information documents about the institution • Program frameworks, action plans • Activity reports, colloquium proceedings, minutes • Evaluations • Financial data • Miscellaneous	• Information documents about the institution • Program frameworks, action plans, declarations • Activity reports, colloquium proceedings, minutes • Evaluations • Financial data • Special studies	• Information documents about the institution • Program frameworks • Activity reports, colloquium proceedings, minutes • Evaluations of PASEC (educational system analysis program of CONFEMEN) • Financial documents • References, discussion papers, and policy papers	• Information documents about the institution • Program frameworks • Activity reports, colloquium proceedings, minutes • Evaluations of PASEC • Financial documents • Working documents of OIF bodies • Information about the Bureau régional de l'Afrique de l'Ouest (BRAO) [Western Africa regional office] • Information about MIS • Miscellaneous	• Information documents about the institution • Program frameworks, action plans • Activity reports, minutes • Evaluations of PASEC • Financial documents • Miscellaneous

Table 2: Summary of data collected to assess Canada's financial contribution to the OIF

	CANADIAN FUNDING REPORT	BENCHMARKING REPORT	META-EVALUATION
Number of respondents or interviewees	43		
Respondent categories	• Managers of the Francophonie Program at CIDA (former and new), DFAIT, and Canadian Heritage, as well as other partners (Industry Canada and Department of Justice) • Current and former sherpas of La Francophonie • Canadian Ambassador in Paris • National correspondent in Paris • Managers of the OAS, CS, PAHO, Interpol, and OIF and its operating agencies • Managers of projects and subprojects assessed during the meta-evaluation • Expert hired by CIDA to provide RBM training to the OIF		
Number of missions – site and country	• N/A	• Washington • London • Paris	• Not applicable
Categories of documents reviewed	• General documentation provided by the CIDA program • Contribution and grant agreements for the various bodies • Declarations and action plans • Tables of disbursements (2000–2005) • Follow-up instruments and tools • Minutes of departmental conferences and decision-making body meetings • Reports from organizations of La Francophonie • Studies and research	• Administrative and institutional documents provided by the relevant organizations	• Previous evaluations • Narrative and financial reports available for FSDF projects

Annex II: Conclusions Regarding the Institutions of La Francophonie

OIF: Support and expedite its modernization.

The OIF has begun an important and necessary process of institutional change, which its members desire and support. The process combines internal and external dynamics. On the one hand, it must integrate, in a cohesive body, organizations that predated the OIF and followed different procedures (ACCT/AIF, Secretariat General, subsidiary bodies). On the other hand, it involves streamlining units and internal operating methods. The challenge is to overhaul the OIF into a cohesive, functional body. This process is well underway, thanks to the Administrator's proven leadership and his management team, who have the Secretary General's support. Major steps have been taken: alignment with the strategic objectives of the ten-year policy framework, strengthening of programs, monitoring of expenditures, and rationalization of the use of resources.

The introduction of results-based management, and its impact on how work is organized (review of management procedures, redefinition of tasks, accountability, and so on), could improve performance. Operationally, the OIF is very focused on executing multiple activities. It should eliminate any overlap among its operating agencies and the other units of La Francophonie, and put more emphasis on strategic planning and knowledge management. The OIF's corporate culture is strong and active. Its members feel a common sense of belonging. However, its values of inclusion and participation sometimes result in high governance costs and burdens, especially for bodies under the Permanent Council of La Francophonie (commissions, committees, and so on), which offer little value-added. The faster the current institutional reforms are satisfactorily completed, the better the OIF's performance will be, and the more members will show an interest in channelling resources through it.

CONFEMEN: Toward a centre of excellence in primary and secondary education within La Francophonie

CONFEMEN has an excellent roadmap. Through its mission, its linkages with La Francophonie's ten-year policy framework, and its agenda, CONFEMEN has become a key organization of La Francophonie. Its main goal of improving education, and associated activities, meets the expectations and needs of the member states and participating governments. Specific expertise in evaluation of educational systems, strategic thinking on educational policy, and selected intervention approaches help to build national capacities with a view to improving the quality of education in developing countries. Quality results have been achieved. Partner states highly value them. CONFEMEN is working to modernize its management framework to establish a corporate culture based on performance evaluation. It is also incorporating tools to control the allocation and use of resources. The governance mechanisms in place help to define clear responsibilities for policy, programming, budgeting, follow-up, and monitoring of results. Members have been significantly involved in implementing these mechanisms. However, the mechanisms are unwieldy and could be revised to meet current needs.

This assessment shows that CONFEMEN is an accountable institution, which appropriately fulfills its responsibilities. The activities of the institutions of La Francophonie have been streamlined into a cohesive whole that aims to achieve the educational strategic objective defined in the ten-year policy framework. However, this streamlining has not yet produced the expected results, particularly because operational mechanisms overlap with those of the OIF. Although CONFEMEN is well managed, this overlap limits interest in using it to channel further resources for education development. A possible solution to this problem would be to regroup all operations into one centre of excellence for primary and secondary education, and to give it a governance structure that better meets current needs (specifically, developing high-level technical expertise for the benefit of members). CONFEMEN could serve as the crucible for developing such a centre of excellence. Maintaining La Francophonie's current overlapping

operational mechanisms is not conducive to improving the future performance of primary and secondary education. Moreover, the overlap between member networks and OIF networks does not contribute to the efficiency of member states in fulfilling their responsibilities.

CONFEJES: Facing the challenge of the future

CONFEJES demonstrates relevant and proven leadership in its field. The organization has clearly met its institutional objectives, and its programs have performed well. CONFEJES has a management structure that focuses primarily on executing multiple activities articulated around an intervention policy at three levels: policy, capacity building, and small-scale projects. The organization has achieved many results, but these are rather sporadic. Project and activity management is centralized. CONFEJES does not fully utilize the make-or-buy program (local expertise for delivery of activities). CONFEJES covers a broad area of activity that generates high demand. However, it has few resources to meet this demand. As the client environment (demand) evolves, CONFEJES can make the necessary adjustments to its cooperation activities, thanks to its knowledge and experience in the field.

This assessment shows that CONFEJES appropriately meets its responsibilities for delivering projects and activities. CONFEJES is modernizing its administrative and financial management. However, its internal organizational work structure is not helping to improve performance, and its governance structure remains unwieldy. Finally, operational mechanisms (youth and sports) overlap among the institutions of La Francophonie, reducing its efficiency and effectiveness. This overlap reduces members' interest in increasing funding support. As a specialized institution of La Francophonie, CONFEJES needs to obtain all the support required to transform itself, integrate its different activity centres into a cohesive, results-based unit, build itself as an institution, and become more of a centre of excellence in youth and sports.

AIMF: Potential still to be developed

The AIMF is an institution that efficiently does its work in the area of cooperation by delivering projects that meet the needs of developing-country members. Its internal organization is straightforward, its work procedures are well adapted, and its management is generally satisfactory. Among the institutions of La Francophonie, the AIMF has the distinction of being supported by a unique network of members, the mayors of Francophone cities. The AIMF contributes undeniable value–added to La Francophonie: 1) visibility, strong convening and advocacy powers (municipal level), 2) involvement in decentralization and local authority matters, 3) capacity to call on a network of high-calibre experts and involve them in cooperation activities, and 4) capacity to serve as an alternative body to channel aid and reach citizens at the grass-roots level.

The AIMF is a stable, well-governed institution. There is general agreement as to its relevance. Analysis of supply and demand for cooperation in its area of expertise (decentralization and local authority) shows that the AIMF has the potential for considerable development. To this end, the AIMF should build its program delivery capacities, both quantitatively (through improved funding) and qualitatively (through professionalization and results-based management). Increased support would benefit the AIMF, first from its own members, but also from the member states and participating governments of La Francophonie.

Senghor University: Positive performance and major constraints

Senghor University is a small institution that has proven its effectiveness. Its programs meet the needs and priorities of developing countries. Its master's degrees are recognized, valued, and increasingly in demand. The institution distinguishes itself through good governance and the proven quality of its management team, which has taken steps to improve its administration. The member states and the participating governments of La Francophonie generally agree as to the validity of the University's mission. Analysis indicates, however, that the University could produce a better return on investment if it removed or decreased constraints that limit its impact: 1) Senghor University is not located in a university environment that promotes its development; 2) it has limited capacity to meet the demand it generates;

3) its critical mass is too low to generate a significant impact; 4) its master's programs share the same niches as those of many institutions of higher education in Francophone Africa's academic community, especially administration and health management; 5) its value-added has not been sufficiently proven; 6) the institution is relatively inefficient (high operation costs and unit costs compared to those of similar master's programs); 7) its living environment (off-site) is restrictive for the student population.

The assessment of the University begs the obvious question about the need to reshape its mandate in order to optimize investment by calling on all the synergies of the institutions of La Francophonie. To answer this question, a commission of high-level independent experts would have to perform a more detailed and in-depth analysis, as is commonly done in the university milieu. This commission of experts could advise La Francophonie on the best alternatives to solve this problem.

AUF: An organization focused on excellence

The AUF is an institution that has evolved significantly over the past ten years. During this time, it has reviewed its internal organization, aligned its program with the strategic objectives of the ten-year policy framework, and incorporated a decentralized quality control and program delivery mechanism. It has become more aware of the needs of its members, especially developing-country institutions. It has also innovated in key sectors (virtual campuses) where its achievements are considered the standard to follow. It provides noticeable support for the use of French in the contemporary scientific community. It has the capacity to reach and serve a broad-based clientele. The AUF is an effective institution that meets its targets. It is an efficient institution that has the appropriate means to optimize the monitoring of resource use and the achievement of results. The AUF is a transparent and well-governed institution whose relevance is beyond question. It provides value-added among the institutions of La Francophonie, especially since it is a non-governmental association with a sizeable network of members (more than 650 universities). Its multilateral character is well established, but its main weakness is that it relies heavily on institutional funding (over 90 percent comes from a single source).

Annex III: OIF, SUMMARY OF THE BENCHMARKING EXERCISE

The goal of the comparative analysis (benchmarking) exercise was to compare the OIF with four similar multilateral institutions: the Commonwealth Secretariat (CS), the Organization of American States (OAS), the Pan American Health Organization (PAHO), and Interpol, which was also consulted on some aspects of human resources management and funding by member states. Overall, the analysis focused on strategic planning, performance review, program and project delivery, governance, human resource management, crosscutting themes, funding, and multilateral fund management.

The benchmarking exercise generally confirms that, in recent years, the OIF has made major progress toward institutional change in the above-mentioned areas. The comparative analysis projects the image of an institution that performs as well as (or better than) the OAS in certain areas, and could make some improvements to catch up with the CS and the PAHO within a few years on many other criteria. Working toward institutional modernization in three areas (streamlining of management units, better management procedures, and human and financial resources management) is a prerequisite for the OIF to achieve its long-term objectives. This includes maintaining its status as a dynamic, appealing, productive, and internationally renowned institution. This study also reveals that the OIF could benefit other institutions by sharing some of its best practices. In this regard, it would be in the OIF's best interest to act on the aspects discussed below to position itself more effectively in the future.

Comparative analysis results

The following chart summarizes the results of the above analysis. This chart was adapted from a model developed by the Treasury Board of Canada, entitled the Managing for Results Self-Assessment Tool, which has been used throughout Canada for over six years.

The institutions are assessed in relation to the criteria studied, and a rating from 1 to 5 is assigned, where:

- 1 indicates that the institution is at the *awareness* stage with regard to the aspect assessed;
- 2 indicates that the institution is at the *exploration* stage;
- 3 indicates that the institution is at the *transition* stage with regard to the criterion;
- 4 indicates that the institution has reached the *implementation* stage; and
- 5 represents ownership and full understanding, which promote *continuous learning* and the renewal of systematic practices in the institution.
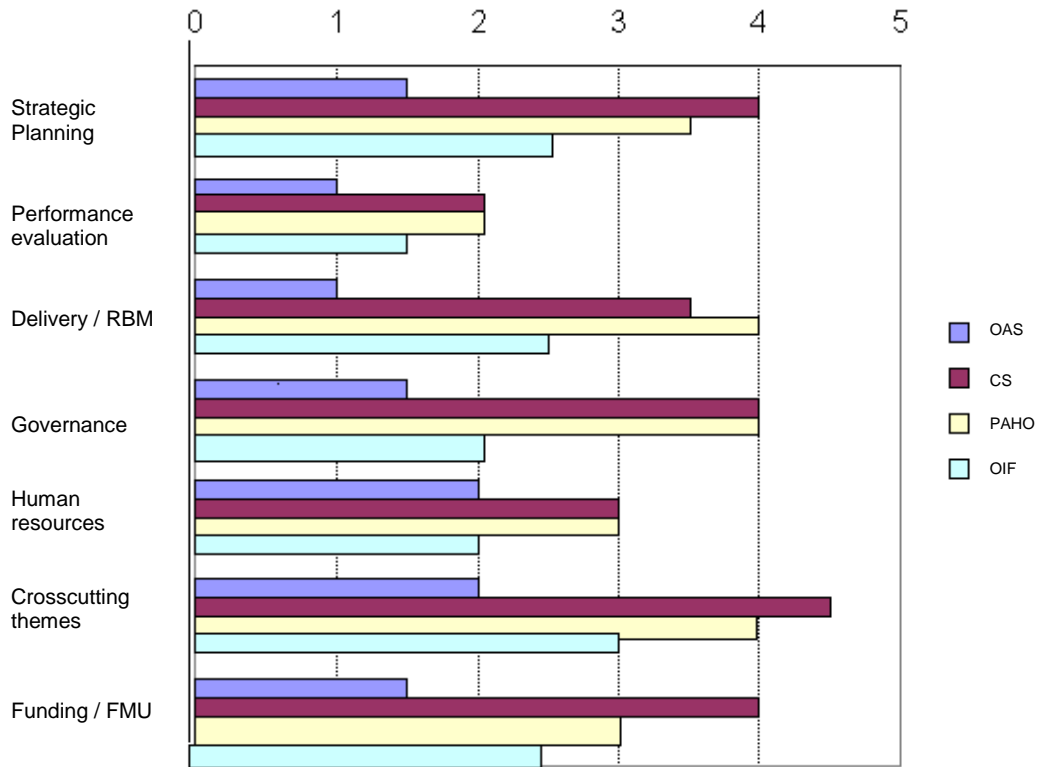
Annex IV - Results of Investment in CIDA's Francophonie Program in Multi-country Projects

It was difficult to evaluate the results of investment in CIDA-funded multi-country projects, because the evaluation was done barely one year after most of these projects ended. Nevertheless, the analysis reveals convincing short- and medium-term results in capacity building, technology transfer, private-sector development support, job creation, and raising people's awareness of good governance and human rights.

1. Capacity Building

Most projects generally promoted capacity building, both for trainees and for funded institutions. The **Cyberspace for Francophone Africa (VISAF) project** supported the development of on-line studies and training activities for future network trainers or managers. At the end of the first workshop, 51 people had successfully completed the train the trainer program and 39 were trained on network management. The expected threshold was 35 for a single training workshop. Training trainers in project management and/or street work also promoted the transfer of competencies and knowledge adapted to each country's environment. The **community Internet access strategies support program (SSACI)** exemplifies this. Overall, the development opportunities provided by these training initiatives reached more than 1,000 people. The **FrancoNet project** targeted local NGOs and trained 204 people in cyberspace management, website development, network administration, server management, current software, and the Internet in general. These persons can now manage, develop, and update the cyberspace and services available to their clientele.

The **Canadian Francophone Scholarship Program (CFSP)** awarded 1,461 scholarships in Canada to students for university or technical and vocational education. According to scholars, training refined their research techniques and critical analysis capacity and improved their problem-solving capacity. The data collected show that 65 percent of scholars contribute to scientific research, 41 percent contribute to multiplying effects in education, 26 percent work to develop the private sector, 17 percent develop national projects in the economic sector, 15 percent contribute to multiplying effects in the health sector, 13 percent are involved in political and economic reforms in their countries, and 13 percent play a role in the democratic development of their country. Canadian educational institutions have also benefited from the presence of scholars, to position themselves internationally, or better to own and integrate developing-country issues.

Thanks to the **entrepreneurial culture project**, some 800 people in Senegal and 100 people in Mauritania, from the four targeted socio-economic environments (political, media, educational, and corporate environments) were approached either via conferences including a discussion period, or via interviews in small groups. Overall, 20 conferences/interviews were organized in Senegal and 12 in Mauritania.

The **peacekeeping and security capacity building program (PDCMPS)** represented the first experience in peacekeeping operations (PKO) training in Africa for CIDA and, to a lesser extent, other departments of the Government of Canada. The project delivered two demonstration workshops, three sub-regional training initiatives (including a trainer training program), two thematic training programs, and three university courses. The training provided increased knowledge of PKOs and facilitated an exchange of experiences among Francophone African NGOs. PDCMPS helped the *Mouvement contre les armes légères en Afrique de l'Ouest* [movement against light weapons in Western Africa] to launch a website designed to consolidate national and regional capacities in combating light and small-calibre weapons in

the targeted sub-region. Furthermore, over 164 trainers were trained,[23] 600 trainees were trained on the themes of equality between women and men and PKOs, 20 organizations started to work with training tools developed by the project, and three resource centres were created. Likewise, seven partnerships were established with national or regional vocational schools. The project included peacekeeping training in their programs. Moreover, other Canadian partners (such as the Canadian Centre for International Studies and Cooperation) showed an interest in the project's activities. Finally, the trainer training program prompted Mali's Ministry of Public Safety to undertake national training initiatives, thus making more PKO-related training available in Africa. This increase, through PKO trainer training, helped to build Francophone Africa's peacekeeping and security capacity. Canada was thus able to promote its human security and peacekeeping ideas while positioning itself strategically with participating countries.

In the environmental field, the **wastewater project** provided training for 143 people regarding liquid and solid discharges from oil factories (vegetable water and olive husks). Elsewhere, the **Leadership for Environment and Development (LEAD)** project promoted the training of 119 officers working in the environmental field or developing environmental policies in over 25 countries. If the desired multiplying effect were to materialize, the project might see these officers train new stakeholders in environmental protection and integration of environmental policies into government priorities and corporate culture in the private sector. The **anti-corruption project** led to the production of guides and tools on this theme, either in or translated into French. Regarding Burkina Faso, it should be mentioned that a study of the education sector helped to make institutional donors more determined to combat corruption. Journalism training in Senegal helped to extend media coverage and to improve the quality of newspaper and radio reporting on corruption. Between 2003 and 2006, the annual Transparency International report covered a greater number of Francophone African countries. This is a good indicator of the success of this project.

2. Transfer of Technologies

These activities generally helped to bring isolated communities closer to the rest of their country and the world via access to information, in places where geographic distance and natural and state boundaries made new information and communications technologies (NICT) developmental cooperation difficult.

Thus, in the framework of the **VISAF project**, the **Community Internet access strategies support program (SSACI)** helped to acquire and transfer competencies and knowledge in management and hosting of Internet community access mechanisms in Burkina Faso and Benin. The SSACI also helped to create Zoucolinart, a Web e-commerce platform for artisans in Benin. The project also developed work tools.

The **Franco Net** project contributed to a general increase, from 1 percent to 500 percent, in the population (especially women) served by local partners specializing in the delivery of information services. Through the use of new information and communications technologies (NICT), the benefits of the project have noticeably reinforced the practices and policies of partner organizations. Because of these activities, the number of computers connected in the partner organizations has quadrupled in some countries. The same applies to the number of cyberspaces managed by partners, which went from one to twelve.

The **radio partnership project** was a program that funded the establishment of partnerships among four African local radio stations and three Canadian sponsor radio stations, which were responsible for the one-week to two-week training of African interns in Canada, and their training in financial management, development, and production. Thanks to this project, the audience ranges (in terms of population for each radio station) are 28,000, 40,000, 18,000, and 500,000 respectively for the following stations: Dionakan in Mali, Bio Guerra in Benin, Fokaben Kaarta in Mali, and Fréquence Jokko in Senegal. The **women video makers' project** trained eight women video makers in Niger and Benin.

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[23]It should be noted that the complexity of forming a group of competent and available African employees significantly exceeded the stated project framework.

3. Private-Sector Development and Job Creation

Multi-country projects created over 300 jobs, mainly in the information technology sector. Their spin-offs are also involved developing a more dynamic business environment. According to the data collected, the **young entrepreneur initiative program (PIJE)** helped to develop dynamic business relations between companies in Canada and in developing countries, and among companies in developing countries.

The **Francophone African technological institution building program (PRIMTAF)** funded 16 projects/countries in various sectors (technical and vocational training; agriculture, fishing, private sector, hotel management/tourism; and preschool education). This is expected to have a positive impact on employment, although this is difficult to confirm objectively. It is clear, however, that the project has helped to strengthen dialogue between institutions and economic operators. The **project to support the Agricultural Technological Institute of the Democratic Republic of Congo** confirmed that the bulk of entrepreneurship trainees started up an agri-food company, leading to job creation. The same goes for the **dairy and meat product processing and preservation project in the Democratic Republic of Congo**, where quality training helped students to start up their own micro-enterprise in the field.

The **initiative to establish community kindergartens in Chad** helped Chadian women and girls to free themselves from childcare and to devote themselves to revenue-generating activities or to pursue their education. Moreover, the initiative complemented a United Nations Children's Fund activity that helped to establish community daycare centres in some regions of the country. This helped to extend the network of community daycare centres in other regions, to a total of 21, employing 40 facilitators and benefiting 400 children.

4. Making People and Institutions More Aware of the Importance of Good Governance and Human Rights

In many ways, multi-country projects made people more aware of political, economic, and social realities, especially through conferences, such as the **millennium citizenship project**, in which more than 100 participants attended seminars (mainly youth and 35 percent women). Also noteworthy is the production of an AIDS awareness film and its impact on access to information and awareness. Other projects had a national impact, such as activities in Senegal that helped to launch a national good governance program. Their collective ability to act was thus strengthened in the political, economic, and social arenas. This has resulted in better participation in Senegal's decision-making and socio-economic development. Such activities provide significant leverage to develop support for good governance.

The **millennium citizenship project**'s achievements promoted training and awareness of Cameroonian and Senegalese youth via conferences, debates, and on-line activities. The project involved 150 people, and a website (http://citoyen.virtuelle.ca) was set up to disseminate information about various NGOs and allow people involved in their community a chance to express themselves. Finally, the **virtual discussion forum** also connected NGOs, students, and professionals concerned about governance issues and sharing research in this field.

Finally, the **Bar Association of the Kingdom of Cambodia/Bar Association of Laos project** was able to train judges and lawyers in Cambodia and Laos through a series of regional seminars which helped to strengthen local initiatives to improve legal systems.