

# Canadian Support for Management Education Internationally: Lessons Learned

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Graduate education in management has grown worldwide for three decades. The American-style MBA degree is now regarded as almost essential for the upwardly mobile North American manager. Multinational corporations use the MBA as a cost-effective screening device that enables them to select managers with motivation, stamina, basic knowledge and some skills. For this they pay a salary premium that serves to re-ignite the prophesy of MBAs being synonymous with quality. Thus, MBA degrees represent symbolic power for both the new workforce entrant and the experienced manager. While demand for MBA programs continues to rise overall, the slight downturn of demand in both North America and Europe in the mid-1990s signified a mature market in which there were too many similar programs competing for too few students. This resulted in increased specialization as well as differentiated modes of program delivery using different modes of cost-recovery. Competition and globalization give management schools little choice except to become involved internationally. Management faculties have to go international if they want to remain relevant in their *raison d'être*. It is the nature of business today to become more and more international, hence management schools must – and have for some time now – taken an international outlook.

This study reviews the historic development of the involvement of Canadian management schools<sup>1</sup> internationally and comments on the

effects and impact of the Canadian International Development Agency's support for management education. The focus of the paper, however, is lessons learned that are intended to be useful to management schools in their ongoing pursuit of international activities.

The data for this study originated in a review conducted for CIDA in 1999-2000 of 22 projects initiated or completed since the early 1980s that involved long term studies in management or support for networks of deans and management schools (See Appendix I for a list of the projects included in the review). Specific data sources included CIDA documents on the projects reviewed, interviews with the deans of 12 management schools and six associate deans or directors of international offices. Data were also obtained through a questionnaire survey of about 100 faculty members who had been involved in CIDA technical assistance assignments. These faculty members represented 20 different management faculties, and they had participated in 136 technical assistance assignments in the past ten years. Interviews and e-mail correspondence was carried out with leading partners of CIDA projects in Asia and Eastern Europe. A dozen CIDA officers and several at the United States Agency for International Development (USAID) and the World Bank were interviewed. Finally, the authors have been directly involved in managing or monitoring 14 of the 22 projects listed in Appendix I and have incorporated their experience and observations related to those projects.

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<sup>1</sup> The terms "management school" and "business school" are used in this paper to include faculties and departments as well as autonomous schools. Management is the generic term used for such specific terms as commerce, business administration, administrative studies, etc., but schools of public administration are excluded.

The major limitations of the study include gaps in the CIDA data base (missing projects and documents), the poor quality of some of the available reports, a response rate from faculty of only about 50% (48 respondents), the deliberate omission of projects focussed on non-degree management programs, and the self-serving perspectives of people directly involved in the business of management education.

## History

The internationalization of Canadian management schools was largely a result of opportunities provided by the Canadian International Development Agency<sup>2</sup> (CIDA) to assist management schools in other countries. Over the last two decades, CIDA has made almost two dozen investments aimed at building the capacity of management schools in developing countries and countries in transition to deliver PhD's in Management and Masters of Business Administration (MBA) education (See Appendix I). These investments have typically involved Canadian management schools (individually or in consortia) and related associations.

During the 1980s, when it existed, the Canadian Federation of Deans of Management and Administrative Studies (CFDMAS) was the recipient of various CIDA projects in graduate management education. Today, there is a new configuration consisting of the Canadian Federation of Business School Deans (CFBSD), the Canadian Association of Graduate Management Schools (CAGMS) and the Canadian Consortium of Management Schools (CCMS). Essentially, CAGMS manages some of the projects of the large schools in central Canada while CCMS provides a network through which various universities combine resources to implement CIDA projects in management education. When it was formed, CCMS was also viewed by CIDA as a way to manage internal project risk, because projects

under CCMS would be less dependent on individual personalities. While this is today's landscape, the various management schools often join forces formally or informally, to serve the needs of CIDA projects directly.

A major thrust to involve Canadian management schools internationally followed the signing of a General Agreement ... on Development Cooperation by Canada and China in late 1982. A mission organized by the Association of Universities and Colleges of Canada (AUCC) led to the Canada-China Management Education Program (CCMEP) that took place in the years 1983-96. Ten Canadian management schools were involved in phase I (1983-87), and the network was expanded to include 24 schools in Phase II (1987-96). Several of the Canadian university partners in that project went on to develop other initiatives, mostly in Asia, based in part on their experience in China.

A second significant initiative occurred when CIDA's Management for Change Program adopted a strategy of trying to strengthen management schools in all developing regions by bringing them together in regional networks to create a conducive enabling environment. The first meeting took place at the Asian Institute of Management in Manila in 1984. It led to formation of the Association of Deans of Southeast Asian Graduate Schools of Management (ADSGM) in 1987.

Complementary initiatives included training workshops in research and visits to Canada, as well as an initiative with women leaders in management. The Southeast Asian initiative was successful in helping to build an association that continues to this day as well as an ongoing project with women leaders in business. ADSGM made a proposal for CIDA support of doctoral programs in the region (primarily in Bangkok and Manila, with some participation of countries beyond Thailand and the Philippines). That project began in 1988 and in successive phases is ongoing. Similar initiatives in support of associations of management school deans took place in all regions of the developing world with varying success. All of the regional associations were brought together for a meeting in

<sup>2</sup> Initially, projects in Central and Eastern Europe were managed by the Bureau for Assistance to Central and Eastern Europe, but later transferred to CIDA.

Montreal under INTERMAN, the global network, and a decade later, many of them met in Chicago at the Global Educational Forum.

The eligibility of the countries in Central and Eastern Europe for technical cooperation beginning in 1989 provided yet another significant opportunity. By this time, many of the larger Canadian universities were involved in Asia and some report being risk averse about getting involved in Eastern Europe as they doubted the stability of the region. Universities such as Ottawa and UQAM developed one-on-one linkages, but the opening of Central and Eastern Europe also enabled a new group of Canadian universities to become involved, largely under the CCMS. Thus, CIDA projects in support of graduate management education have followed four implementation patterns: 1) one-on-one linkages (e.g.: Dalhousie-University of Zimbabwe; Ottawa-Riga Business School; UQAM-Academy for Study of the Economy in Romania); 2) Canadian consortium linked to one developing/ transitional country partner (CCMS-CMC in the Czech Republic; CCMS-Warsaw School of Economics); 3) Canadian umbrella to manage one-on-one linkages (CAGMS-China linkages); 4) multiple Canadian management schools on multiple partners in other countries (Ottawa/McGill/Schulich-ADSGM).

The early projects followed CIDA's country focus bilateral funding regime and selection of projects was driven largely by CIDA. Feasibility studies with input from consultants, Canadian universities and Canadian missions abroad led to selection of overseas partners. The early capacity development linkages tended to be generously-funded and complex. As Canadian management schools gained experience, they began to initiate their own projects through contribution agreements with CIDA. Thus, the Canadian schools had more say in partner selection. The contribution agreement mechanism typically involved three partners all of whom made some form of contribution (CIDA, the Canadian school, and the foreign partner). This essentially transferred the strategy from CIDA, which assumed the role of approver, to the Canadian management schools.

In some cases, there was active competition for CIDA's favour, and funds. Today, emphasis has shifted from support of costly long term degree programs to more niched short term management training, reflecting CIDA's financial constraints and perhaps some questioning of the appropriateness of large scale capacity development university linkages.

Projects have tended to pursue an organizational strengthening or capacity development orientation that is intended to develop the people, systems, infrastructure, teaching programs and people in the targeted management school. This involves providing such inputs as equipment and library resources, training for management and faculty, curriculum development, and technical assistance involving teaching of courses, coaching and mentoring. Early projects in China and Southeast Asia supported joint research, but not so in the leaner projects of Central and Eastern Europe. In countries with a Communist history, such as China and those in Central and Eastern Europe, faculty development has had to encompass both the content of management science and the pedagogy of case study method and active learning that characterizes most management programs in Canada. The China and Southeast Asia projects included long term faculty development through scholarships for graduate programs, but not in Eastern Europe where in-Canada training normally lasted no more than two or three months.

Canadian faculty members participate in CIDA projects for many reasons, notably: 1) To realize opportunities for learning-travel; 2) For altruistic reasons; and 3) To earn extra income. The three main motivations cover most reasons people choose to get involved; however, the particular mix of motivations varies. Most frequently, Canadian academics use their involvement to see the world and learn from their travels. Indeed, 90% of questionnaire respondents ranked this among their top three choices of why they became involved. This was a powerful motivator in the China linkages program as few Canadians had been to China when these projects were established. Altruism

is also a significant motivator in most development programs with 73% of questionnaire respondents ranking this choice first, second or third. Earning extra income is a factor, but for business school faculty, it merely replaces a proportion of the consulting income available at home. People are pleased to volunteer at a reduced rate because of the combination of motivation factors at work. Re-establishing ties to countries of family origin has been an important motivator for a few academics in Central and Eastern Europe. In some instances, such groups as the Federation of Canadians of Latvian Origin have been instrumental in initiating projects in management. Our data suggests that few professors go to developing countries or countries in transition expressly to conduct research (except those who work in such areas as cross-cultural management); however, once involved, research often occurs. When built into projects, the research is more frequent and is typically conducted jointly with partners from the country. It fulfils the need for Canadian faculty to publish as well.

## Effects and Impact of CIDA Support for International Management Education

Given that most projects targeted management schools and their programs, it is not surprising that most of the project effects are at that level. Many CIDA projects have helped support management schools in such places as Zimbabwe, Asia and Central and Eastern Europe. In most cases, the investment in schools was intertwined with support for specific graduate programs. However, the typical pattern appears to be the supply of inputs to academics in order to support them in carrying their academic agendas, albeit including the development of graduate programs and research. Like with ADSGM, the China management education program first built relationships by doing things jointly. When the Chinese government created an MBA program in nine universities in September of 1991, it drew heavily from the experience gained

through CIDA-supported linkages, as did the 17 additional programs created in 1993. The principal means of attempting to develop capacity in graduate programs in management in the developing world is to train people who run those programs. CIDA projects have taken faculty and given them short term attachments with Canadian faculty so that they could learn to teach business subjects, they have used counterpart models in which Canadians and project faculty co-teach, they have supported future faculty through MBA and doctoral programs. In Central and Eastern Europe, many such professors teach at more than one school, so the benefits may impact students beyond those attending the school supported by CIDA. Projects have also trained librarians, computer technicians, administrators and support staff. Notwithstanding the many challenges in delivering effective training so that the recipients can apply it effectively, contemporary thinking at CIDA and elsewhere considers training and application as merely inputs and output level results, respectively. Thus, the connection to higher level results such as building sustainable organizations and helping to develop the private sector are much further downstream. It is interesting and consistent with the pattern described earlier that the newer projects in Eastern Europe have not tended to support long term training in Canada, but have limited most training to short sessions of a few weeks to one semester. This is undoubtedly related to the absence of funding, but probably also reflects the known risk of attrition of trained faculty from their universities.

It should be noted that there is wide variation in the legacy of Canadian efforts to develop management schools abroad. In some situations, such as China and Southeast Asia, projects have contributed to development of management schools with values for teaching, scholarship and research that begin to resemble those in Canada. However, in many cultural contexts, the development of sustainable graduate schools of management is not a realistic possibility – at least with the development paradigms that have been followed. In many cultures, universities

have few or no true full time faculty, and salaries are pitifully low, often one-tenth what a faculty member would earn in the private sector. Thus, the management school is in effect a management training centre where itinerant faculty teach courses in an MBA program. Virtually no research takes place, and libraries are essentially text book depositories. There is almost no faculty participation in international conferences and prospects for program renewal are not great. It remains to be seen what these programs will be like when they are fully localized. This issue is discussed further in a later section.

Of course, the various projects have also generated Bachelor's, MBA and PhD graduates. There are many indications that graduates of programs taught by Canadian technical assistants have done well in securing good jobs in some of the countries where CIDA has introduced management programs. Whether or not such success can be sustained once the teaching is localized is not known from the available data. It is also noteworthy that in some countries in Central and Eastern Europe, MBA graduates are not yet readily hired by established indigenous business. They do not conform to the prevalent cultural realities in such organizations such as seniority and in some cases Communist Party membership. Hence, many join international companies and some go into business for themselves.

While the target of development has been overseas, some of the greatest effects of these projects are observable in Canada. CIDA has been largely responsible for the internationalization of Canada's business schools. While the largest schools were involved independently for many years, CIDA support has built a broad base to the international exposure of a wide range of management schools and many individual academics. As it was stated a decade ago by one dean, "while we are not being paid enough [by CIDA projects], it is enough to distort our priorities (Sears, 1989, p. 8). As well, some deans and faculty report that international involvement stimulated them personally and intellectually, giving some

academics new energy in the middle to latter stages of their careers. Thus, over the past 15 years, with CIDA's help, Canadian management schools have been internationalized. Interviews with Canadian deans suggest that depending on the particular school, 25-100% of faculty members have had international experience. Fifteen years ago, very few faculty members had such experience. Furthermore, Canadian universities generally choose to involve regular tenure track faculty rather than itinerant resources who do not have a regular faculty appointment. The involvement of smaller universities in CCMS has given opportunity and expanded capacity to schools and parts of the country that would not otherwise have been involved. However, experience produces opportunity, and there is increasing competition for experienced faculty.

Due to international involvement, there have been changes in curriculum content in Canadian management schools. In most cases this is subtle rather than explicit. Universities seldom report the creation of new programs and courses as a direct result of CIDA involvement, but they all report small changes in teaching and courses. Cases and illustrations from countries visited find their way into business courses, increased sensitivity to cross-cultural dimensions of teaching and business are often mentioned. Faculty members have reported a wide set of effects on their teaching.

Involvement in international projects and exchange programs and other types of collaboration between institutions has contributed to the diversification of the student body and -- to a lesser extent -- of faculty members. Management schools have developed various kinds of programs that allow local students to go overseas and foreign students to study in Canada.

Many Canadian business schools aspire to be world leaders in a world that requires them to be involved internationally. A major international presence is viewed as being important for a university's reputation; however, the position of the university is culturally determined with universities having more or less prestige in

different cultures at different points in time. Involvement in international projects has had a positive effect on many Canadian business schools, and particularly the French schools, as this has enhanced their profile both nationally and internationally. For some schools, prestige has increased in a particular country; whereas, with widely-connected schools, it may be more generalizable.

The financial contributions of CIDA projects have also been helpful to many Canadian universities. At a time when university funding in Canada was in serious decline, CIDA projects allowed universities to generate funds used for a wide variety of purposes. They enabled involvement of young itinerant replacements in teaching courses, purchase of project-related equipment, and, in some cases, allowed universities to establish development funds permitting additional international activity. While the CIDA involvement was only one contributing factor, the overall involvement of Canadian universities internationally in the late 1980s and 1990s has enabled some schools to export MBAs to people in countries with emerging middle classes. For example, Ottawa, Calgary and McGill are offering off shore programs in Hong Kong, Tokyo, and Prague, respectively, and these are intended as profit-making ventures. The University of Toronto's Rotman School offers a joint program with a Brazilian university in which after a year of study on each campus, students graduate with dual degrees. Ottawa now also has a program in Ottawa that caters to groups from China.

## Lessons Learned

This review has provided an opportunity for reflection on the overall experience of CIDA support for development of schools and programs abroad. The lessons learned are intended to be generalizations that we hope will increase insights and stimulate debate. Each lesson has been stated in bold type and then discussed.

**Lesson:** The intention of developing Canadian-style management schools and

**programs was based on numerous implicit assumptions that were not tenable in many of the project contexts. Hence, project designs often lacked relevance to the local context.**

It is easy to assume that conditions elsewhere resemble those in Canada, but in many cultures, basic implicit assumptions do not hold. Examples of such questionable assumptions include:

- The government will support a new type of academic degree that does not fit within the established institutional framework – this has been a particular problem in Central and Eastern Europe.
- The management school in developing countries and countries in transition can become a centre for research and service as well as teaching, in the manner of management schools in Canadian universities – most countries have little or no funds for research, and limited traditions of involvement of management consultants.
- Applied MBA-type programs are the most appropriate models for management education, even in countries that recognize only research-based higher degrees – in many countries there is limited support for applied degree programs, including those in fields such as engineering that remain highly theoretical.
- Despite salaries and working conditions that do not permit full time commitment, faculty members trained by Canada will be able to make the commitment necessary to build a management school – there are exceptions where dedicated people commit themselves at a high opportunity cost, but typically that is not the case.
- Universities in developing countries and countries in transition can easily develop mutually supportive linkages with business – the theoretical nature of universities in many countries, often coupled with a legacy of state enterprises is not conducive to strong business-academic links.
- A long and sustained commitment would not be necessary given the bright people involved in universities around the world – the problems of organizational change are no less difficult in universities than in other organizations.

The earlier projects in Asia generally attempted to develop university faculties with similar missions and visions to those of management schools in Canada. In the Chinese linkages, China wanted Canada to transfer a variety of models without adaptation. After gaining experience with the various approaches, the Chinese would adapt them in their own way and in their own time. More recently, the projects in Eastern Europe have espoused values that advocated development of graduate schools of management, but most have ended up compromising their original ideal of a graduate school of management to a more expedient posture of developing management training centres in which no research takes place and most faculty are essentially part time trainers. Projects have become thus because of insufficient funds, unrealistic short time frames and an enabling environment that does not support the alternative.

It appears doubtful that the Western “ideals” of a North American graduate school of management with a community of scholars engaged in teaching, research and service, are universally applicable. They apply in such countries as the Philippines with its historic American traditions, or conceivably in the wealthier African countries with British traditions, such as South Africa. In some of the other countries where CIDA has programmed, this ideal appears to be a considerable stretch. In some contexts, the university tradition supports only research degrees at the graduate level, so MBAs don't fit. In others, professors can never be full time academics because of the low compensation they receive for that role. In others, close links to the business community are suspect because universities in those settings remain detached. Countries like China, India and some in Eastern Europe have no higher education tradition of active learning, so case studies and other active approaches may not be readily accepted. This is a dilemma in a globalized environment where competition is harmonizing approaches across cultures. Given such wide variations in institutions, projects need more contextual relevance, and may need

to consider whether the MBA is a relevant route to development in the first place.

In order to program effectively, CIDA initiatives also need a better understanding of the relationship of universities, academics and graduate students to business in the involved country. How these organizations and people are viewed in the culture will say a lot about the potential of university-business linkages in that society. Finally, Canadian models of governance, such as governing boards, are not known in many cultures, so this dimension of programs often takes many years to become sustainable.

One of the assumptions that has been problematic in most projects is the assumption that business faculty in other parts of the world have similar values about academic life than do Canadian academics. In Canada, although they may do some consulting, most academics have a primary loyalty to their university. It provides the bulk of their income and is the centre of their professional life through their teaching and research. In other countries the situation may be reversed. Academics may have full time jobs outside the university or they may have teaching duties in more than one institution. They probably have little time for research and little financial support for it. In many CIDA projects, the attrition of academics who have received costly training in Canada and other places to the business sector is considerable. In some projects we have monitored in Eastern Europe it can be two-thirds of the people trained. The doctoral program through ADSEGM in Southeast Asia does considerably better. It is also difficult to judge what retention rate is good, because there is a dearth of tracer-study data, and most projects fail to report on this critical variable even during the life of the project.

The approach used by Canadian universities during their period of tremendous growth in the 1970s suggests an alternative to the model being pursued by most CIDA projects. Canada's approach was to employ faculty from more developed countries such as the United States (and Britain and France in certain fields), while the most talented Canadians were sent to leading universities elsewhere for doctoral

studies. As they completed their graduate programs, our universities hired them, gradually developing faculty with Canadian affinity and roots. In the third stage, Canadian universities developed their own doctoral programs and could train their own. Of course, the enabling environment in Canada at the time was highly supportive of such an approach. Interestingly, the Canadian partner in one CIDA project has adopted such a strategy. The Lithuanian Christian College, offering an undergraduate major in management is staffed with North Americans, typically as unpaid volunteers on one to three year assignments, and Lithuanian graduates of the college are sent elsewhere for MBAs and doctorates. Seven years after offering its first undergraduate year, the college has employed its first graduate with a North American graduate degree. Twenty years after its beginning, the college should have a majority of indigenous faculty as well as sufficient financial viability to support them in a manner that does not require them to have jobs on the side.

The lesson is that assumptions about the enabling environment are not transferable and are indicative of the difficulties inherent in applying familiar models in new situations. Stronger paradigms may come from the principles inherent in joint-venture business relationships with mutual investments and mutual benefits among partners (more on this point later). In any case, the enabling environments in most developing countries and countries in transition are not particularly supportive, and this is a major obstacle that the design of development projects of this type have to overcome.

**Lesson: The development of graduate programs in management is not necessarily the best way for aid donors to support development of a private sector economy.**

The proponents of graduate programs in management assert that they help develop enterprise, including support for the development of a middle class, and the generation of employment and economic growth. CIDA projects in this field have

promoted one type of management education – primarily the North American MBA. The implicit assumption is that successful MBAs would be able to contribute to economic growth as they do in Canada. However, that is not necessarily the case in cultures where one's tribe, age, social standing or family history may be more important determinants of position than a university degree. There is no evidence that alternative models that could conceivably be more relevant to local conditions were considered. Of course, this is not surprising given the Canadian universities that became involved. Furthermore, it is possible that Canadian management schools would not have been suitable partners for alternative approaches.

On the other hand, CIDA-supported programs have a reasonable record of support to the private sector in some countries, though it is early to gauge long term impact. The China projects appear to be producing many graduates who are leading the transformation in business in their country. The Southeast Asian PhD programs have trained MBA faculty as well as leaders in both government and the private sector. Most of the Central and Eastern European projects have produced graduates for international companies, though there appear to be growing links with local SMEs. In many cases, the graduate programs have spawned downstream initiatives such as management consulting and training centres that also support development of the private sector.

The most severe critics such as the World Bank suggest that graduate level education of any type is elitist and favours the advantaged in society. In the Bank's eyes, support for an MBA program is one of the least justifiable types of assistance that it could make as it would be in effect, subsidizing a 'private good' of the elites at the expense of the rest of the citizenry. The Bank is now focusing on primary education and some secondary education and has no plans for university support at any point in the future. In the Bank's view, primary education is much more cost effective, has a far greater impact on gender equity, has spillover effects on health and



many other sectors and in general, is a far better investment if you are in the poverty alleviation business. There is some lingering debate in the Bank about this question along the line that the absence of a university system further reinforces the technical and information technology stagnation of developing countries and countries in transition (a point made in the 1999 World Development Report). The Bank abandoned its support to management education in 1990 and has never returned. The World Bank now does little, if any, work at the university level and has been out of that business now for about 15 years. According to Bank research, the degree of state subsidies increases about ten-fold at each level of the education system. And as only the top 15% (by income and wealth) of the population usually has any chance of going to university, such support is hardly a 'pro poor' type of intervention.

USAID has a slightly different reality. Most of the recent USAID projects in Central and Eastern Europe focused on building outreach programs into the private and public sectors. The idea was to focus the management training outwards towards clients and the needs of local companies and to begin to build a funding base over the longer term. Many centers began to offer customized courses, consultancies, general information for businesses and various other partnership programs. Many now do teaching over the Internet and various forms of distance learning. In the case of the Budapest University of Economic Sciences, courses for women entrepreneurs and women managers proved the most successful. A number of the Centers such as the University of Lodz Polish-American Management Center now have marketing directors to sell their services in local and regional markets. Many have set up advisory boards and alumni associations. USAID tracer studies have showed graduates moving to larger companies, starting small companies and even moving into politics to pressure for change.

**Lesson:** *The absence of in-depth organizational assessment, coupled with a quick-fix mentality, results in supply-side*

**thinking that cannot develop the foreign management school in an efficient or effective way.**

It is difficult to contribute to the development of any type of organization without a thorough understanding of its needs. While most experts in business education would never think of developing a business without a thorough analysis, many university development projects in management education appear to do just that. Ideally, project planners would assess the targeted organization in its environment so they would know the capacity and performance gaps and what might work in the organization's context to overcome them. In the absence of such an analysis, projects supply such things as courses, curriculum, equipment and advice with insufficient understanding of whether these inputs have any chance of addressing the problem in a sustainable way. Indeed, thorough assessments would also consider the enabling environment, possible limitations in what the Canadian partner can offer in response, and may suggest to CIDA that the investment requirements exceed its available budget, or situations that should be avoided altogether.

It is also noteworthy that some projects tend to be designed to access the availability of Canadian faculty. Thus, they offer short modular courses and concentrate activities in the period of the year when Canadian universities are least active – even if that is inappropriate for the foreign partner.

In examining the selected projects, however, it becomes apparent that the organizational targets of development change are not often clearly defined, nor are there explicit frameworks with which to measure progress. In other words, there are widely varying interpretations of what capacity development is and of how it is achieved. While few projects have conducted systematic needs assessments initially, many have used iterative programming to address weaknesses in the business school as they are identified and as project partners learn how to work together. For example, in the Southeast Asia Regional PhDs in management, it became clear after five or six years that doctoral

supervisors were inadequately prepared to supervise dissertation research. Consequently, the model of providing Canadian technical assistants was adapted to provide for repeat visits and joint supervision of doctoral students, including e-mail communication between visits. In this way, Asian faculty were able to receive mentoring throughout the process which in most cases spans several years and cannot be effectively supported in a one-semester stand-alone Canadian visit.

In supplying management programs, Francophone universities have a distinct advantage in French speaking countries as they are able to offer North American style MBAs in French. This is unique because European institutions do not have the same tradition in teaching management. This has been expressed as both a strength and a challenge for French-Canadian management faculties. There is a high – “enormous and tremendous” – demand from Europe and North Africa for North American management diplomas. They are also often familiar with the French form of education and so are able to understand the context. One dean explained that his school is able to deal with a wide range of schooling models: “Tunisia and its French model, supported by the Chamber of Commerce; Morocco, a private school approach; Latvia, a system in flux and constantly disorganized; Romania, solid but lacking resources.”

Only the largest projects appeared to specifically target research capabilities which is in part a result of CIDA’s restricted mandate in supporting research, but also somewhat surprising given the importance of research in a modern university. The lack of development of research capacity tends to limit the possibilities for management schools capable of generating their own knowledge.

**Lesson:** When project funding is viewed as the end, rather than seeding for responsive business opportunities, complacent project design with limited prospects for sustainability is often the result.

The prevalent approach in CIDA projects is to develop organizational capacity linked to one or more specific programs such as an MBA, a management development program for executives, or an English language centre. In practice, this generally results in providing faculty and books, for example, to assist development of an MBA program combined with general support for the management school as a whole, such as study tours for senior administrators, support for the library, or the finance unit. Thus, projects provide equipment, technical assistance, and training of faculty that supports the partner school in general, and also specific targeted programs. Creative business-oriented approaches to project designs were absent, though several Canadian universities have subsequently developed and implemented self-sustaining, and potentially profitable MBAs for export.

This supply-side approach, coupled with inadequate indigenous investment, has typically produced concerns about the long term sustainability of the program. CIDA projects have tended to pay student tuition and in some cases the costs of their accommodation, in a manner that could not conceivably be duplicated without foreign assistance. The more recent projects, however, have changed the approach and several are charging high tuition by local standards. MBA programs that rely on foreign professors need to generate sufficient revenue to continue the importation of visiting faculty. The earlier projects did not do so, but more recent ones are beginning to. However, Canadian universities have been more aggressive and business-oriented when they risk their own money by exporting their program and offering a Canadian degree abroad. Creative approaches that combined CIDA funds with legitimate business approaches for the exportation of MBA programs have rarely been contemplated. One

exception is the University of Calgary's MBA in the Czech Republic that has been designed to generate sufficient tuition revenue to permit ongoing program delivery involving Canadian faculty. The other examples of Canadian schools developing off-shore MBAs have not been directly linked to CIDA projects, though the relationships developed with CIDA support have helped.

**Lesson: Unrealistic expectations by some proponents of CIDA projects for what could be achieved in the available time led to naïve designs.**

The sustainability of results of supporting programs in management are mixed, depending on the context, the partners, the duration of project support and so forth. Most projects had little understanding of the obstacles to sustainability when they began because they lacked any thorough baseline assessments of the partner organization or its context. Had they done systematic studies of organizational baselines and readiness for change, project proposals may have had much more realistic expectations for what could expect to be accomplished in the project time frames. Thus, CIDA and its partners had no real understanding of what would be required to develop a sustainable organization in a distant land. Where there was vision, leadership and commitment, CIDA was often cajoled into extending timeframes and resources to help establish the conditions for sustainability, but long after project inception. The tendency for projects to promise too much in too short a time is widespread. One wonders whether CIDA would have embarked in the first place if it had had all of the information up front and full knowledge of the required commitment.

That said, some projects have established the conditions for sustainability, albeit often after ten years of joint effort. The Alberta/Xian Jiaotong linkage, for example, has reported that the Chinese counterpart has a self-sustainable PhD and MBA program whose graduates find employment all over China. The Western/Waterloo linkage with Tshinghua

reported: "We have developed close academic and personal relations with Tshinghua University and we are still linked on an ongoing basis with them for case writing, inviting Tshinghua Faculty to teach courses at Western and in training programs in China, etc. We consider that the linkage with Tshinghua has been reasonably successful." The long standing support through ADSGM for regional doctorates in the Philippines has produced high quality sustainable programs, but there is much more to do in Bangkok to reach the same level, largely because they started at a different place, and the enabling environment made it more difficult. The Riga Business School, supported by the University of Ottawa, also appears to be sustainable, but as a training centre rather than a graduate school of management. In conclusion, we note that the establishment of new programs and universities in Canada is also not easy despite a reasonably supportive enabling environment. This begs the question as to whether our expectations for quick solutions in developing/transitional country environments are overly optimistic.

As reported, most of the projects followed some sort of capacity development strategy, but the lessons of capacity development were seldom considered in the way projects were formulated. For whatever reason, project documents tended to propose overly ambitious objectives for overly short periods of time. Furthermore, in many cases, mobilization took longer than planned, so projects ended phase one with a clear need to continue if the initially formulated objectives were to have any chance of being achieved.

Project directors interviewed reported having to fight strenuously to have projects extended, sometimes successfully, and at other times not. There is no evidence in the files consulted that CIDA took any account of positive evaluation results in making decisions on project extensions. Often the decision appeared to be made on financial or political grounds with any evaluation being used merely to justify the *a priori* decision.

**Lesson: Strong, symmetrical partnerships are important for capacity development projects through linkages, but they are only one approach to development of sustainable graduate programs in management.**

The first significant issue about partnership is the realization that in some cases the overseas partner was not the most appropriate one in the targeted country. Partner selection was particularly difficult in Central and Eastern Europe at the time when technical assistance began in that region. The responsive contracting mechanism exacerbated the issue as CIDA often had little analysis of the organizational context independent of the feasibility work of the Canadian university partner.

Projects report wide variations in the principles of partnership. Canadian partners range from sensitive and experienced to arrogant and patronizing. Similarly, partners in developing countries or in countries in transition may be interested in development or they may be self-serving. As well as the characteristics of individual partners, the partnership —meaning the dynamics of relationships — varied widely. In some cases, though rarely, developing/transitional country partners were equal drivers in project planning and management. More typically, the words spoken were of equality, but the cultural realities gave them a secondary position, as beneficiaries rather than partners. As one CIDA officer writes: “The project management structure chosen by [the developing country partner] and [the Canadian partner] seems to allow too much filtering of information and effective control of decisions and funds in the hands of [the Canadian partner]. Of course, the formal project committees are equitable and every decision is technically a joint decision, but in the absence of mechanisms for CIDA to receive direct feedback from [the developing country partner] the perception of the CIDA project team is that there is a chain-structure to project management not a triangle.” In some projects CIDA has used monitors or performance review advisors to inject an honest broker into the

dynamic. In the project referred to, the Canadian partner resisted involvement of a monitor and CIDA did not insist. In the worst cases, Canadian partners pretended to speak for CIDA when imposing parameters on local partners that were not wanted. There were also cases of conflict of interest when Canadian universities later developed commercial interests with the universities CIDA had supported. At the other extreme, some partnerships were built on the strong personal commitments of individual leaders on both sides of the equation. Occasionally, there were broader management models that spread the partnership and helped institutionalize it.

Many-to-one consortium approaches risk being supply-side driven, whereas one-on-one partnerships can be strong if the involved organizations can develop shared values and vision. However, the partnership approaches used by CIDA thus far represent a singular approach, capacity development of an organization. It would be possible to structure different sorts of asymmetrical partnerships in the manner that business alliances and joint ventures do, while maintaining mutual benefits. A few of the possible approaches might include: i) offering Canada’s best executive MBA programs at a distance in the boardrooms of the world, with CIDA support to ensure that targeted groups are represented; ii) CIDA sponsorship of sandwich programs in which students from developing/transitional areas would study for say a year in Canada and earn a Canadian degree in cooperation with their local university; iii) volunteer-sending approaches that would promote altruistic partnerships rather than those motivated by cost recovery.

The well-intentioned efforts to develop consortium models of management have left some projects with inappropriate partnerships. The strongest models appear to be symmetrical linkages with well-matched partners. These can be direct linkages or managed through an overall coordinator such as has occurred in the largest projects in China; however, even in the China projects, there are one-on-one relationships and accountabilities between partners. In another

model, used in the ADSGM project in Southeast Asia, ADSGM, an association, is linked to CAGMS, another association. Each side has a network of universities involved, but the symmetry and accountabilities work.

The partnership models that appear to work less well are asymmetrical, such as those involving a Canadian consortium linked to one overseas partner. When there is no Canadian lead university, the foreign country partner is linked to a network and there is little Canadian university ownership and accountability. In some cases, some such projects in Eastern Europe have evolved into one-on-one partnerships in which one or two Canadian universities award their degrees. This gives hope for sustainable programs.

**Lesson:** Financially sustainable programs tend to develop clear strategies for sustainability early on.

Many of the university projects focussed on what academics care most about – their teaching. They consequently emphasized the development of good inputs such as curriculum with comparatively little regard for sustainable processes. A few projects did capitalize on the business side, applying the principles taught in business courses to the enterprise being developed overseas.

None of the projects reviewed had what could be considered a satisfactory business plan with realistic financial projections beyond the duration of project funding. This is surprising given that the proposals were drafted by management schools presumably familiar with business plans. Only a couple of the projects considered mechanisms for Canadian or joint degrees that would commit the Canadian partner to a financially sustainable partnership. The most recent trend is to extend partnerships to third countries, but skeptics would argue that this may be motivated more by the disappearance of donor funds in the second country while they continue to be available in the third country, than by a truly sustainable partnership.

The more successful programs of both CIDA and USAID in terms of sustainability seemed to have a clear strategy with respect to financial sustainability especially in terms of being self-supporting after the cessation of donor assistance. It is hard to understand why this is not a standard requirement for all such projects. They set up new relationships with those groups in the country that could pay market prices for services such as large corporations. They also decided how to handle those services and offerings that needed a degree of subsidization. They geared up to meet the changing state of the competition for revenues within the country and the region. They tried to set up endowments and foundations to add more core revenue. They added special courses and services on a fee paying basis. They negotiated an appropriate financial agreement with both faculty and the sponsoring university.

## Conclusions

Management education as developed in North America has evolved, expanded and become more diverse in content and modes of program delivery. Now, Canadian programs are offered in varied formats across provincial boundaries, and even in other countries such as Japan and China. Management schools have been successful at privatizing some programs and offer them profitably. With CIDA's support the Canadian management schools have become active in both developing countries and in countries in transition, largely to support their commitments to internationalize and to generate revenue to enable further international expansion.

Given the hype and power surrounding MBA programs, it is not surprising that donors have supported their development in many countries. While the World Bank has largely given up on such approaches as being overly elitist and too hard to implement successfully, other donors such as the European Union, USAID and CIDA have moved forward, most recently in Eastern Europe. Their experience is beginning to show limitations in the initial thinking, and is generating important lessons for the future.

CIDA became active in the late 1980s through Management for Change, the China program that was opened up at the time, and more recently in Central and Eastern Europe. A small group of individual deans, able to make decisions for their schools, were the major force in expanding the influence of Canadian management schools, around the world, and at CIDA where large projects were launched mostly in Asia.

The various projects have nevertheless produced results. While data on results in targeted countries is scant, some sustainable programs have been established and these are producing graduates who have high paying jobs in the private sector. The greatest results, however, have probably been in Canada in helping to internationalize Canadian management schools. Over the past decade, Canadian schools have developed relationships in many parts of the world, increasing their exposure and prestige. Faculty have become more cosmopolitan, curricula have been "cross-culturalized," and relationships with the private sector in Canada have been extended to other countries.

In much of this development, supply-side thinking drove the agenda. The familiar capacity development linkage became the favoured approach with little variation and little understanding of what was possible in each setting. Projects were generally planned without adequate assessments, leading to subsequent tensions between the universities and CIDA because overly-ambitious objectives could not be achieved with the time and resources available. While the situation may be different for non-degree training, virtually all of the projects intending to develop degree programs imposed a North American approach to management education, and there is no evidence that alternative approaches used successfully in other developed countries were seriously considered.

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## Exhibit I CIDA Projects included in the review

TYPE/LOCATION/NAME	PROJECT PRECIS	DATES	CANADIAN PARTNER	CIDA CONTRIBUTION
<b>REGIONAL ASSOCIATIONS/MEETINGS</b>				\$1.2 Million
ADSGM – #25818; 25872	About 20 Management for Change projects supported founding/development of associations of management schools through meetings, short training and workshops and development of management and research capacities and women managers. (See list of acronyms for full names of the various associations, or consult the summary table on page 12)	1985-87	CFDMAS	\$97,660; \$497,000;
CLADEA – #19441; 19443		1986-89	CFDMAS	\$41,916; \$60,295; \$301,000
INTERMAN – #28998		1988-92	CFDMAS	\$85,515
AIMAF – #28997		1988-90	CFDMAS	\$35,000
AMITESA – #31377		1989-92	CFDMAS	\$85,000
<b>AFRICA PROJECTS</b>				\$2.8 Million
University of Zimbabwe I – #	The University of Zimbabwe/Dalhousie linkage developed following the Lusaka Commonwealth Conference of 1979 at which Canada pledged support for management skills of the public service. The project worked in both business and public administration.	1983-87	Dalhousie University	Unknown
University of Zimbabwe II – #13431	This Educational Institutions Project was to fill critical teaching vacancies in the short term and train Zimbabwean faculty and develop curriculum for the long term. An MBA program was opened in 1986	1986-92	Dalhousie University	\$1,940,000
Institut Supérieur D'Informatique Appliquée et de Management (SIAM) au Maroc – #843252	The project developed a 30 credit baccalaureate in management with institutional strengthening of management and training of professors.	1992-97	Université du Québec à Rimouski	\$902,245
<b>ASIA PROJECTS</b>				\$53.8 Million
ADSGM SE Asia Doctoral Programs – #1567	Development of 2 doctoral programs in Philippines and cooperative program in Thailand; links to region	1991-	CFDMAS/ CAGMS	\$7,500,000
Canada China Management Education, Phase I (CCMEP) – #	Phase I of CCMEP linked eight Chinese lead universities with ten Canadian faculties of management.	1983-87	CFDMAS	\$12,000,000
Canada China Management Education II (CCMEP) – #13931	Phase II expanded the program to include 24 Canadian and 24 Chinese schools.; national Ph.D. component;	1987-96	CFDMAS	\$25,800,000
Lahore University of Management Sciences, Pakistan (LUMS) I	The project strengthened LUMS' research and teaching capabilities through joint research, Ph.D. training, a centre for management and economic research, faculty teaching exchanges, case development, executive development and MBA exchanges.	1992-96	McGill University	\$4,392,205
Lahore University of Management Sciences, Pakistan (LUMS) II – #17261	Phase II focussed on consolidating LUMS' academic strength by developing young researchers, enhancing teaching, supporting Ph.D. training and a research centre, and by establishing LUMS as a management resource centre.	1997-02	McGill University	\$4,090,000



TYPE/LOCATION/NAME	PROJECT PRECIS	DATES	CANADIAN PARTNER	CIDA CONTRIBUTION
<b>CENTRAL &amp; EASTERN EUROPE</b>				\$12.3 Million
Romania MBA I – #00436	Development of an MBA program with faculty and curriculum development	1993-97	UQAM	\$2,660,000
Romania MBA II – #10908	Development of an MBA program with faculty and curriculum development	1998-01	FIT, HEC, University of Ottawa	\$530,000
Lithuanian Christian College (LCC) – #00674	Development of undergraduate liberal arts college including management major	1994-98	DeFehr Foundation, Concord College	\$835,650
Latvia Riga Business School – #00611 (RBS) MBA	Development of an MBA program with faculty and curriculum development	1994-96	University of Ottawa	\$989,490
Czech Management School (CMC) – #10117	Development of CMC and an MBA program with faculty and curriculum development	1996-00	CCMS	\$1,095,215
Poland Warsaw School of Economics (WSE) I	This first phase followed a \$259,000 feasibility study in 1990-91 to select the Polish partner and define the project. It was intended to upgrade faculty and programs.	1991-94	CCMS (Carleton; UQAM)	\$2,239,965
Poland Warsaw School of Economics (WSE) II	Training academic staff in Canada and assistance in building an Executive MBA program.	1995-98	CCMS (Calgary; UQAM)	\$1,800,000
Poland Warsaw School of Economics (WSE) III – #10483	Development of WSE and an Executive MBA program with faculty and curriculum development	1998-01	CCMS (Calgary; UQAM)	\$1,200,000
Bishkek School of Management, Phase I & II, Kyrghystan – #10679	Curriculum and faculty development for MBA and executive program	1993-94	University of Sask.	\$98,000 for Phase II

Note that we have tried to chronicle the phases of the various projects, but there is disagreement in the various documents about exact dates and budgets both of which were often extended.

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