Nordpraktik – New Managers for Russia

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Department for Central and Eastern Europe

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Sida Evaluation 00/12

Department for Central and Eastern Europe

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1 Summary, main conclusions and recommendations

Nordpraktik – New Managers for Russia, financed by Sida and managed by the Norden Association offers traineeships for young Russian managers, with a view to provide management training and promote business contacts. This report presents an evaluation of the two first years of the programme. Our main conclusions and recommendations are the following.

Nordpraktik is a programme with multiple objectives and a large number of stakeholders with partly different interests. The programme has adopted a pragmatic approach and has evolved over time. A positive aspect is that programme management has learned from experiences and made adjustments when needed. However, the programme description remains vague in respect to priorities, the hierarchy of objectives, indicators and assumptions.

Recommendation: For the next phase of the programme, a one-day LFA-exercise with major stakeholders is recommended, to discuss and define objectives of the programme, indicators and assumptions as well as target groups.

The quantitative objective of providing 200 and 160 traineeships per for 1998 and 1999 respectively has not been fulfilled. Actual results have been 119 and 97. However, the qualitative objective, that traineeships should correspond to the needs of trainees and host companies has, in most cases, been fulfilled.

Recommendation: In addition to the current working methods, new creative ways of recruiting trainees and host companies should be sought. Among suggestions given in this report are increased efforts in the Moscow region, increased involvement of the Swedish embassy and involvement of the emerging Alumni organization.

The immediate effects of the programme have varied considerably from case to case. There have been both elements of management training and establishment of business contacts. Personal contacts, better self-confidence, familiarization with the Swedish culture are other effects sometimes mentioned by the trainees. When matching has been successful, impact appears to have been considerable. In a few cases, there seems to have been no impact at all.

Recommendations: The policy of putting quality before quantity should be continued. Ways should be sought to improve the information to host companies and participants about the placements, prior to the arrival of trainees in Sweden. To raise/check the commitment of participating Russian companies, charging a reasonable fee should be considered.

It is likely that the value of traineeships could be increased with better follow-up in Sweden and in Russia.

Recommendations: The current efforts by Nordpraktik to increase follow-up activities, including co-operation with the Alumni association should be supported.

Nordpraktik came about largely as a political manifestation of the Swedish government in response to a request from Russia. During interviews made, the Russian counterparts have requested better information about the Swedish programme.

Recommendation: Sida should assure that the Federal Commission and other relevant government bodies are well informed of the achievements of Nordpraktik. This requires improved follow-up and reporting from the programme management.

In general terms, the programme is relevant to the aims of the main stakeholders, the governments of Sweden and Russia as well as the trainees. However, different stakeholders tend to emphasize different objectives. Furthermore, the programme is not relevant for many young and qualified managers who lack sufficient English skills or who for other reasons are difficult to match with Swedish companies.

Recommendation: Sida and the programme management should consider providing alternative training in Sweden, e.g. focused study visits for qualified presidential candidates who for various reasons cannot be offered traineeships.

The report notes that depending on what is to be seen as programme focus management training or business development, the most suitable strategy will differ.

Recommendations: Having defined what objective should be in focus for Nordpraktik (See LFA recommendation above) the programme management should seek to determine what this implies for recruitment, matching, preparatory training, follow-up etc.

The cost of each traineeship is SEK 90–100 000, the major part being for management costs in Sweden. By most standards, Nordpraktik has to be considered a labour intensive and costly programme.

Recommendation: Efforts must be made to assure maximum cost-effectiveness. Given the nature of the programme this is probably best done, not by reducing the extent of the programme, but by increasing the number of traineeships (seeking alternative ways of recruiting candidates and companies) and the value of these (for example through follow-up activities) with the existing organization. There is also a need to identify costs which are crucial for the programme. Various possibilities of cost-sharing should be explored.

The evaluation is limited to an assessment of output and immediate effects. However, the major benefits of training and business contacts are likely to be long-term. In this respect, the impact of the programme is likely to become sustainable.

Sustainability of the programme as such is low, as Nordpraktik is dependent on Sida's yearly financing decisions. However, important investments have been made in terms of trained people, administrative systems and network built.

Recommendation: Sida and Nordpraktik should immediately initiate a discussion on how best use can be made of the investments in the programme after its termination.

2 Introduction

How should Russia ensure a critical mass of qualified managers with modern management skills? One initiative by former President Jeltsin was to establish a management training programme¹, in which promising young managers were to receive 500 hours of management training. A target was set to train 25 000 people over a five year period. To complement training in Russia, the international community was called upon to give these "presidential candidates" an opportunity to gain practical experience abroad.

The Swedish government responded by offering 1 000 traineeships over a five-year period. The Norden Association, having administered similar programmes previously², was requested by Sida to develop and manage a programme for this purpose. *Nordpraktik – New Managers for Russia* was initiated in 1998 and should thus now be half way. What have been the results so far and where is the programme heading?

2.1 Purpose and limitations

The purpose of this evaluation is twofold.

- to enable reporting on the results of the programme to concerned parties, including Sida, the Ministry for Foreign Affairs and the Russian counterparts;
- to enhance the learning of Sida and the Norden Association for future decision making and management of the programme.

The focus of the study is on *impact, relevance* and *cost-effectiveness*. As there has been a continuous dialogue between Sida and the Norden Association on the running of the programme the evaluation does not dwell deeply into operative matters.

Considering that this is a mid-term evaluation, it is only possible to analyse *immediate* effects such as learning in Sweden and initial business contacts. The longer-term impact, such as the trainee's *use* of knowledge and the *outcome* of business contacts, can for natural reasons not yet be fully assessed.

For Terms of Reference of the assignment, see Appendix 1.

2.2 Methodology

The evaluation has been designed considering the characteristics of the programme. Nordpraktik has had a large number of participants, trainees and companies spread over Russia and Sweden; there is no "project site" to visit. Furthermore, it has been a highly individualized programme. A major feature is its diversity in terms of why trainees have participated, how they have benefited etc. In order to capture this, the evaluation attempts to point at particular *cases* and the results that the programme *may* have had rather than to generalize.

¹ The "Presidential Programme" is run by the National Training Foundation, under the Federal Commission on Organization of Managers and Executives Training for Enterprises of National Economy of the Russian Federation, here referred to as "The Federal Commission".

² Since 1993 the Norden Association has arranged a traineeship programme within the Baltic countries and North Western Russia financed by the Nordic Council of Ministers. This has been complemented with a training programme in political science and business administration financed by Sida.

To this end, a number of in depth interviews with former trainees have been carried out, as well as interviews with some of their employers and Swedish host companies. In St. Petersburg a focus group discussion was held with a group of former trainees. Interviews have also been made with the programme management, Sida, the Swedish Ministry for Foreign Affairs and the Federal Commission of the Presidential programme. For a list of people interviewed, please refer to Annex 2.

Based on the initial interviews, a questionnaire was developed and forwarded to a random sample of 50 trainees and 50 companies, half of them from the 98 and half of them from the 1999 "batch" (For formats, see appendix 3). Despite reminders the response was extremely low. Only 12 Russian trainees and 20 Swedish companies answered. This is obviously insufficient for any statistical treatment but the material can still be seen as a complement to the individual interviews.

The reader may bear in mind that the study primarily has been based on the participants' own *perceptions* of the programme, for example perceptions of the most important things they have learned and the value of business contacts. This is not necessarily the same as objective facts. It is also natural that people who have participated in this type of a programme are keen on giving a positive impression.

The interviewees have been selected randomly from the lists of participants. These lists do not include the cases where there has been a matching but where the traineeship, for one reason or another, has not been completed (about 10–20 cases annually). Hence, some of the "failures" have been excluded from the sample from the very beginning.

Furthermore, there are reasons to believe that participants who have had a good experience and who are now in regular contact with Sweden are more likely to answer. Hence, there is a bias in this report towards cases where there has been a positive impact.

2.3 Practical implementation

The evaluation has been carried out by Boman & Peck Konsult AB, or more specifically the consultants Lennart Peck and Björn Ternström³.

After initial discussions with Sida and the Norden Association, a one-week visit was made to St. Petersburg and Moscow for interviews with former trainees and their employers, the Federal Commission and the local programme organization. A second trip was later made to Arkhangelsk for the same purpose. The total time for the assignment has been six working weeks.

A draft was presented to Sida and the Norden Association at a meeting in June 2000. Comments were taken into consideration in the preparation of the final report.

We would like to thank all of those who have contributed to this evaluation, in particular the former trainees and representatives of host companies who have taken their time to answer our questions, and the programme staff in Sweden and Russia for practical support given with a smile!

³ Ternstrom Consulting AB, ternstrom.consulting@delta.telenordia.se

3 Programme Objectives

The programme was designed by the Norden Association in dialogue with Sida. It was done under considerable time pressure in order to respond to the Russian request as quickly as possible.

3.1 Formal objectives

The formal objectives of the programme can be found in the project description attached to Sida's financing decision. In general terms, Nordpraktik should "develop business contacts between Russia and Sweden while at the same time giving Russian employees basic knowledge of market economy". More specifically, it should:

Table 3.1

PROGRAMME OBJECTIVES:

- · offer traineeships which correspond to the needs of the trainees and their companies in terms of competence and business contacts;
- · offer the Swedish host companies qualified trainees and business contacts corresponding to their demand;
- · increase the trainee's understanding of the Nordic society and the basic democratic principles as well as to provide basic knowledge of market economy;
- offer the mentors of the host companies information about Russia, Russian business and the existing co-operation programmes between Russia and Sweden;
- · offer the trainees preparatory training in English and Swedish;
- · contribute to contacts between the inhabitants, companies and their employees in the concerned regions in Sweden and Russia;
- · create a forum for future contacts.4

The quantitative target was originally set at 200 trainees per year. For 1999 this target was lowered to 160 and in the application for year 2000 the number had been reduced to 100 trainees due to previous years' outcomes. The target group has been defined as "younger employees between 25 and 40 years in small and medium-sized companies in north-western Russia". The focus on small and medium-sized companies is due to the conviction that these companies are in a better position to absorb the new ideas that dominate Swedish business. There should be an equal share of women and men among the participants.

A few reflections can be made. First, it may be noted that this is a programme with *multiple objectives*. The core objectives are to enhance the management competence of trainees and to establish business contacts. In addition there is an ambition to increase the participants' understanding of Swedish society and business culture in a wider sense. This raises the issue of whether there are synergies between the different objectives and/or potential conflicts between them.

⁴ Authors' translation. The objectives for years 1999 and 2000 have been somewhat reformulated but without any major changes in substance.

The *target group* is defined in very broad terms. The criteria for selecting the participants have therefore had to be developed throughout the programme, the main ones being language skills "matchability", support from the trainee's home companies, professional qualifications and motivation.

Business contacts are by definition a two-way thing and an objective of the programme is also to inform the Swedish companies on Russia and possibilities of co-operation with this country. Hence, the Swedish companies may be seen as a *secondary target group*.

The objectives are established at different levels, without indicating their internal *hierarchy* or explaining how they are inter-linked. For example, to "offer traineeships" is of course not an end in itself but a means of building competence and promoting contacts. In these respects the description of objectives is unclear.

The purpose to create a platform for business contacts between Sweden and Russia was included to strengthen the Russian employers and the Swedish host companies interest in the programme. Possibly, it should rather be seen as a *necessary condition* for the programme than an outright programme objective.

Furthermore, there is no *prioritization* of the different objectives. Even though a programme may have multiple objectives, different strategies will be most relevant depending on what objective is placed in the centre. For example, the geographical focus and recruitment criteria may vary depending on whether the main objective is to enhance management competence or to promote business.

The programme description does not specify very closely what competence is to be enhanced or what types of contacts are to be promoted. Reference is made to "the needs" and "the demand" of the trainees and the host companies without stating what these may be. This reflects the fact that the programme was designed to offer *tailored solutions*. The programme management states that the current situation, when the co-operation between Russia and Sweden is at an early stage, requires flexibility and a possibility to adapt the programme to realities.

The programme documents do not include any *indicators*⁵ for the fulfilment of objectives, for example to what extent management competence actually has been enhanced and business contacts actually established. The fact that the programme is tailored to each participant's needs makes it more difficult to establish such indicators, however, not less relevant. Without being clear on what to be accomplished there is little ground for any discussion on "quality".

The programme document lacks information on the *assumptions* on which the programme rests. Important assumptions would seem be, for example, sufficient demand from young Russian managers and Swedish companies, that trainees are later in a position to apply their new knowledge at home, that there is an actual business potential between the Swedish and Russia companies etc.

Nordpraktik was never designed with an LFA⁶ methodology and at the time of its conception it was perhaps not even possible. However, for our own analysis of the programme, we have *very tentatively* structured it in an LFA matrix as shown on the following page. It has been based on the explicit and, what we have perceived as implicit, objectives, indicators and assumptions of the programme. It should not be taken as a complete programme description but merely as an attempt to show the project logic. The programme management may wish to elaborate it further for the next phase.

⁵ Quantitative or qualitative variable that provides a simple and reliable basis for assessing achievement, change or performance.

⁶ Logical Framework Analysis. For more information, please refer to Sida's guidelines.

Table 3.2

INTERVENTION	LOGICINDICATORS (examples)	ASSUMPTIONS (examples)
OVERALL OBJECTIVE		
Economic Reforms		
Strengthened democracy and human rights		
Better managed companies	Company performance	Trainees can apply the knowledge they have gained
		Russian companies have the capacity to change
Increased Swedish-Russian business	Volume of business	Business potential between Russia and Sweden
IMMEDIATE OBJECTIVES		
Enhanced management skills	Ability to manage companies	Host company has the ability to transfer competence
	Knowledge of western management	Trainee has the capacity to learn
Establishment of business contacts	Frequency and nature of contacts	There is a business potential between companies
Understanding of the Nordic society/Democracy	Ability to describe positive and negative aspects of	
	Nordic society	Traineeship is complemented by social activities
Political goodwill	Official diplomatic recognition	Russian Government is informed of results
EXPECTED OUTPUT		
Traineeships for young Russian managers	Number of traineeships (men and women)	Companies and candidates can be matched
	Duration of traineeships, sector	
Preparatory training in Russia	Training days/subjects/quality	Trainees and companies have capacity to participate
		in training
Preparatory training in Sweden	Training days/subjects/quality	
ACTIVITIES	RESOURCES	
Recruitment of suitable Swedish companies	Yearly budget of SEK X Million	There is sufficient demand from qualified candidates
Recruitment of qualified trainees and matching	Functioning Programme organization in Russia	There is sufficient interest from Swedish companies
Preparation of trainees and companies	and Sweden	
Practical arrangements during stay in Sweden		Well functioning programme organization
Follow-up		Programme funding provided by Sida
Programme management including contacts with Sida		

3.2 Stakeholder interests

Having identified the general objectives of the programme, it may be noted that different stakeholders focus on different objectives. There are at least the following major stakeholders in the programme whose priorities can said to be:

Russian Government/Federal Commission: Russia must assure itself of sufficiently qualified managers to succeed in the economic reforms. The Presidential programme is focusing on management training with candidates from all over Russia. The Russian Government also faces a need to promote business but this is not the major objective of the Presidential Programme.⁷

Russian trainees: Young Russian managers apply to the programme for various reasons. Some primarily want to improve their management skills while others want to establish a professional exchange with a Swedish company or actually establish business relations. Sometimes, but not always, there is a combination of the three. Trainees go as representatives of their companies but there is also an important element of personal career planning. Generally, their participation in Nordpraktik is their own initiative, not their manager's.

Russian companies: Among the employers encountered, one could possibly talk of three categories. There are those who realize that their company needs qualified managers and have taken an active interest in the programme. There are the young managers who are self-employed and have seen an opportunity to strengthen their management competence and business at the same time. Finally there are those who appear more or less uninterested. Generally, employers seem to give relatively greater weight to the business contacts and immediate results than do the trainees.

Swedish Ministry for Foreign Affairs: The Swedish Government's commitment to offer 1000 traineeships can largely be seen as a political manifestation to strengthen Swedish-Russian relations. The cooperation with Russia is otherwise guided by the established country strategy for co-operation. Important objectives of this strategy are to support economic reforms and to promote democracy and human rights in Russia. Co-operation should have a gender perspective and be geographically focused to north-western Russia. Apart from the objectives in the country strategy, there are trade interests between Sweden and Russia.

Sida: Sida finances and manages its co-operation with Russia according to the country strategy and the framework set by the Ministry for Foreign affairs. Hence, its role has been to assure that a programme was launched and implemented, and to finance it. Sida is also responsible for ensuring the quality of the programme in terms of efficiency and effectiveness. As resources are limited and there are other Sida-financed programmes with similar purposes as Nordpraktik, Sida has to consider the possible alternative use of funds. Even though Sida has projects for trade promotion, Nordpraktik is primarily seen as a programme for management development.

Norden Association: The association is a non-profit NGO promoting Nordic co-operation and an understanding of the Nordic society, culture and values. After the fall of the iron curtain and Sweden's entry into the European Union, it has been in the process of redefining its role and the very idea of "Nordic co-operation". Its activities in the Baltic countries and Nordpraktik may be seen in this perspective. Nordpraktik also gives the association visibility in the media and among its members.

⁷ Nonetheless, the Federal Commission in St. Petersburg stressed that the importance of the programme being effective and that one preferred to see "concrete results" (read: business contacts) from it.

The association has functioned as a non-profit consultant to Sida. In financial terms Nordpraktik is the biggest programme of the Norden Association, accounting for about one third of its turnover.⁸ It has had full cost coverage and there has been a clear distinction between the structure of the programme and the rest of the association. Including the local programme organization in Sweden and Russia, Nordpraktik represents some 12 full time staff positions. In Stockholm, Nordpraktik works with the business promotion office of the City of Stockholm and in Gothenburg with a former employee of the corresponding agency. Together with Southern Sweden, managed by the Baltic Institute, and the Luleå office, these all have a role in promoting the local business community and its contacts with Russia.

Swedish companies: Swedish companies participate in the programme for various reasons. According to the questionnaire, the main arguments are that foreign contacts vitalize their organizations and that companies wish to contribute to a good cause. A large number of companies also participate in Nordpraktik in order to establish business contacts with Russia. Hence, business interest may be a condition for traineeships but does not necessarily have to be so. According to the trainees interviewed, more than half of the Swedish companies were interested in doing business with Russia, sometimes with the trainee's own company. Some, mainly companies with on-going business with Russia, have taken a trainee to draw on his/her knowledge about the Russian market. Generally speaking, the commitment level of the Swedish companies should perhaps not be over-exaggerated. For some, receiving a foreign trainee for a couple of weeks is not that big a thing.

⁸ However, these are funds merely administered by Nordpraktik for subcontracting consultants, finance travel etc. and actually have little to do with the Association's "regular" activities.

4 Fulfilment of objectives

To what extent have the explicit and implicit objectives of the programme been fulfilled? Below we first look at the output of the programme and its immediate effects. We also discuss some factors that may have contributed to the fulfilment or non-fulfilment of objectives.

4.1 Output

The principal output of the programme has been a number of placements at Swedish companies and preparatory training in Sweden and Russia. In addition there has been output in terms of social activities and reporting from the programme.

4.1.1 Traineeships

The table below shows output in quantitative terms.

Table 4.1

	1998	1999	
Trainees			
- Applications received- Applicants interviewed- Applicants passed	359 (0) 299 (0) 210	607 (151) 351 (86) 186 (54)	
Host company candidates			
-Candidates received	no info.	157	
Traineeships	119 (0)	97 (24)	
Sex	M: 64 F: 55	M: 48 F: 49	
Average age:	29	31	
Target	200	160	
Jeltsin candidates within parenthesis			

The recruitment of candidates has been carried out by the local programme organization in St. Petersburg, Arkhangelsk, Murmansk and Kaliningrad⁹, through the distribution of information material, press releases, direct contacts with companies etc. Trainees asked have found out about the programme in a number of different ways, usually through the material produced by Nordpraktik but also from friends and occasionally from their managers.

As can be seen from the table, the number of applicants rose considerably the second year of the programme. In 1999, 58% of applicants were interviewed and 30% were accepted as candidates.

⁹ Project organization has been for the Murmansk region, Swedish Centre, for the Arkhangelsk region with the Nenets Autonomous area, the Company Runa, for the Kaliningrad region, the regional office of the Baltic Institute and for the St. Petersburg, the Leningrad, Pskov and Novgorod regions, the representative office of the City of Stockholm. The programme has been designed to be independent from the Presidential Programme, i.e. to have a Russian organization that can recruit suitable candidates (including from the Presidential Programme), identify companies, give service to applicants and conduct follow-up activities.

In 1998 the Presidential Programme had not yet produced many candidates. This was the reason why Nordpraktik recruited candidates outside of this programme. In 1999 the presidential candidates accounted for 25% of the applications, 29% of those that passed¹⁰ and 25% of the trainees that actually were offered traineeships. The strategy for the year 2000 is said to be to recruit more candidates from the Presidential Programme if possible.

Swedish host companies have been recruited by the programme organization in the four regions¹¹ using different methods: general information material as well as targeted mailing and telephone contacts to companies believed to be interested in the Russian market. Another way has been the "marketing" of an individual trainee to companies in relevant sectors. The criteria for a good host company have been the company's ability to offer an interesting traineeship programme and ongoing or planned co-operation with Russia.

In 1999 the total number of potential host companies was 157. In most cases the Swedish company was new to the trainee. However, it has not been uncommon that the trainee has known, or even had business relations, with the Swedish company. There are also a few cases, particularly in 1998, where the trainee has been employed by a Russian subsidiary of the Swedish company.

Despite the relatively high number of candidates and potential host companies, there were only 119 traineeships in 1998 and 97 in 1999. Some qualified candidates could not be matched and some, who had been matched for various reasons, did not complete, or even start, the traineeship.

Most of the companies and trainees interviewed have been pleased, or even very pleased with the matching. However, in a few cases matchings have, according to companies and participants, been less successful. Companies believed to be similar have proven to be quite different, for example in terms of technology and products.

We are not in a position to comment on the quality of traineeships. Our impression is that most participants have been satisfied. However, in some cases, the Swedish company has found it difficult to find meaningful activities for the trainee, in particular this applies to smaller companies. In other cases, the Swedish company has found the Russian trainees "closed" and unwilling to share information; too much one-way communication rather than a two-way exchange.

The balance between men and women among the trainees has been close to 50/50 contrary to Russian business where there is usually a male dominance in higher management positions. According to the programme organization, this is because women often have better qualifications, particularly in English.

The duration of the traineeship was four weeks in 1998 and five weeks in 1999, usually divided into two periods. A small number of trainees did not come back for the second period, because they were not able to be away from their regular duties or because they did not find a second period meaningful.¹³

¹⁰ Indicating that these were actually somewhat better than the average applicant.

Originally, three regional offices were established: North (Luleå), Central (Stockholm) and South (Karlskrona). In 1999 Region West was added with an office in Gothenburg. From year 2000 Region South is managed from Gothenburg and Stockholm.

 $^{^{12}}$ It may also be noted that the programme organisation is well balanced in terms of gender.

¹³ Most likely it has often been a combination of the two. The Russian economic crisis is said to have made it impossible for some trainees to return.

The trainee programme was usually worked out jointly by the company and the trainee at the beginning of the period. According to the Swedish companies, trainees were working in the areas of management, marketing, economy and finance, production and technology to a quite even extent. Trainees state that they have primarily been working with management and marketing issues. Quite often, they have been rotating between different functions at the Swedish company. In a few cases, the trainee has actually provided a productive work input for the Swedish companies. However, many trainees spent most of their time observing and interviewing people. Hence, the "traineeship" could probably best be characterized as a prolonged, individual study visit. Nonetheless, the opportunity to study *real* business situations and *real* management problems appears to have been very appreciated. One trainee described the major benefit of the traineeship as ..."to see how the company functions, to determine its strong sides, to see real people doing real business, the process itself and the communication between people".

The participants have been requested to develop "projects" to work with during the traineeships. It has often focused on some business idea, for example, "finding clients on the Swedish market" or "assisting the Swedish host company to establish business in Russia". A purpose of these projects has been to make the trainee start thinking about what he/she wants to achieve, before going to Sweden. However, defining a project idea before the trainee and the company have actually familiarized with each other has often proved to be difficult. Furthermore, it is not necessarily so that the trainee's project has coincided with what the Swedish company has had to show. Finally, the notion of a "project" has not always been very clear to Russian participants. Nordpraktik has therefore provided some training in this area.

As noted above, the quantitative targets of 200 and 160 traineeships have not been reached. Why is this so? One answer may be that these targets were not realistic in the first place. They were set with limited information about the demand of qualified Russian trainees to participate in the programme and the interest of Swedish companies to offer traineeships. Also, the ambition has been high compared to many other countries. Sweden, having offered a total of 216 trainees during two years, is the fifth largest receiver of trainees after Germany (907), Japan (547), USA (355) and TACIS/EU (323).¹⁴

Another explanation could have been that it takes time to launch a project of this kind. However, the number of trainees dropped from 1998 to 1999, and for the year 2000 the target has again had to be lowered to 100 trainees, considered to be a more realistic level by Nordpraktik and Sida.

A third explanation, sometimes given by the programme management team, is that one has put quality before quantity. While there was a quantitative decrease from 1998 to 1999, the programme management team states that the quality of the traineeships was higher due to a better selection of candidates. This appears to be likely considering the larger number of applicants and the modifications of the programme made.

One must also look at some of the assumptions on which the programme rested. One assumption was that demand from qualified candidates for the programme exists. This has proven to be a problem and it has been particularly difficult to find suitable candidates from the Presidential Programme. Language skills have often been inadequate and qualified applicants have not always been working in areas in which Swedish companies have been able to offer traineeships. Further-

¹⁴ These figures are not fully comparable as the types of "traineeships" differ considerably for the different countries.

more, the Russian economic crisis appears to have had a cooling effect on demand. Presently, Stockholm is said to have more interested host companies than Russian candidates.¹⁵

Given these constraints, the programme management team has to find the most effective way to recruit candidates. Would it be possible to market Nordpraktik more effectively to the participants of the Presidential Programme, at an earlier stage of their training? Would it be possible to get more candidates if there was a greater geographical spread and greater efforts in, for example, Moscow? Would it be possible to work even more with Swedish companies already working in Russia in order to identify potential candidates, for example employees of a supplier or client¹⁶? What opportunities arise with the emerging Alumni association?

Another major bottleneck has been the limited number of Swedish companies interested in participating in the programme. Providing a good programme for the trainee may be quite demanding. Would it be possible to make better use of the Norden Association's 30 000 members? Many of these are not found in Swedish companies, but if only 1% were, it would still mean 300 companies! There is also the Swedish Embassy in Moscow, which at least during the two first years of the programme appears to have been under-utilized as a means of coming in contact with companies with interest in Russia and with trainees.

Despite qualified candidates and interested companies it has not always been possible to match the two. A crucial factor for this type of programme is size; the more candidates and companies to choose from, the greater the chances of finding suitable matches. In this perspective, the downsizing of the programme from 200 to 100 traineeships gives reason for concern.

4.1.2 Training

Before going to Sweden, candidates in Arkhangelsk, St. Petersburg and Kaliningrad were offered a shorter introductory course in Swedish. The purpose of this course was also to give basic knowledge of Swedish culture and society. Many of the trainees interviewed for this study had not participated in this training. An explanation often heard was that they have not had time due to a hard workload at their companies. It may also be seen as a reflection of the trainee's priorities. In 1999, a mandatory seminar on Swedish history and Swedish-Russian relations was given, largely corresponding to the first part of training given in Sweden the previous year.

In Sweden the trainees were offered a preparatory training course of one week. The main components, which were modified somewhat according to perceived needs from 1998 to 1999, are shown below.

¹⁵ An issue raised by the Programme organization in St. Petersburg is that too many applicants would make it difficult to enter the programme and possibly make it less attractive. This is already one of the reasons for presidential candidates to choose other programmes first.

¹⁶ However, staff members who are already working for the Swedish companies in subsidiaries etc are not eligible. Such training must be the company's own responsibility.

Table 4.2

PREPARATORY TRAINING IN SWEDEN

Content 1998 Content 1999

The Nordic countries and Russia Team building

- History

- Political science

- Cross cultural relations

- Russian-Swedish co-operation

- Swedish entrepreneurship

- Swedish leadership (including "new economy")

- Diversity issues (age, gender, ethnic etc.)

Business and management Leadership with a gender perspective - Personal finance

- Market economy from a business perspective - Business finance

- Business economy and finance

Practical Business finance

Leadership

- Individual counselling

Leadership training (in 1999) focused on leadership in the information society, brought in diversity issues and discussed differences between Russian and Swedish management. The business finance component aimed at giving participants a better understanding of the functioning of a company in a market economy.

The introduction to the programme for host companies was usually done over lunch meetings combined with seminars on Russia and Russian business. Such seminars were held in Gothenburg, Malmö, Stockholm and Luleå. The reason for not having longer preparation of host companies is said to have been the time limitation of the Swedish company managers.

4.1.3 Project management

Another output of the project can be said to be that of project management, including information to trainees and host companies, practical arrangements such as hotel and travel, as well as reporting from the project. Various social programmes have been arranged, sometimes drawing on the Norden Association and its members.

Generally speaking, Nordpraktik is perceived by trainees and companies as a service-minded and well-functioning organization. We share this impression. A few negative comments have been made regarding practical matters such as timing, hotel arrangements etc., however, not more than can be expected in this type of a programme.

A rather frequent comment from both the trainees and the company is that they would have liked to have more information about each other before the traineeship was initiated. This does not necessarily have to be a responsibility of the programme but the programme could facilitate the exchange of information.

The interviews made indicate that there is also a need to improve information, mainly to the Russian authorities, regarding the programme. The protocols of the fortnightly telephone conferences have been distributed, but being primarily working documents for the programme management, these are not very practical for someone wanting a clear and rather general picture of the programme and what it has achieved. The annual programme report was written in Swedish 1998. The fact that the annual report is now written in English (starting in 1999) is a step forward.

Before going back to Russia, there has usually been a gathering of the trainees who have filled in a questionnaire regarding their experiences. There have been no follow-up activities on the Russian side. ¹⁷ Recently, the emerging Alumni Association has been supported, something which should be regarded as a positive development.

4.2 Immediate effects

Trainees stress new knowledge and practical skills, new perspectives and business contacts in Sweden as the major benefits. Personal contacts in Sweden, insight into a different culture, new contacts in Russia, better self-confidence, and higher status in the organization are also sometimes mentioned. As participants have benefited in a variety of ways, it is not very fruitful to generalize when assessing the programme's effects.

The reader is again reminded that this is a programme designed to have long-term effects. This study is being made only half a year after the group of 1999 was in Sweden and one and a half year after the visit of the 1998 group. We are thus only in a position to comment on the immediate effects.

Below we discuss the immediate effects in terms of competence building, business development and other.

4.2.1 Competence building

All trainees have had a common need to strengthen their competence in the area of modern management. In addition, they have had individual training needs, for example to learn more about a particular market, production process or similar.

Most of the trainees that have answered the question on which competence they primarily gained have stated "management and leadership". When they were asked how (if) they had changed their way of working after the traineeship, the most common answers were that changes had to do with personal work scheduling, relations with managers/colleagues/subordinates and planning, something which can all be said to be at the heart of management ("företagsledning"). Trainees often appear to have made reflections regarding the working climate within the Swedish organizations, everything from people's way of relating to each other to gender patterns and coffee breaks.

Another important area where learning has taken place has been marketing, including product and market knowledge. By studying the market function and sometimes participating in meetings with clients of the Swedish company, trainees have learned how business is done, who is doing it and what it requires. Here, the objective of developing competence borders to that of business development.

Looking closer at the group of trainees, it appears as if the programme has contributed to some trainees having developed primarily as "managers" while others have developed mainly as "experts" in their respective fields.

¹⁷ The problems faced when trying to get in touch with trainees for this evaluation also indicates that contacts with former trainees are limited.

Table 4.3

Examples of things learned in Sweden:

- · "Western style business culture"
- · "Relations between Sweden and Russia"
- · "Thorough planning"
- · "Realization of ideas step by step"
- · "Swedes' way of thinking about what is going on in Russia"
- · "What kind of business can be developed between Sweden and Russia"
- · "Some budgeting theory"
- · "Some national peculiarities"
- · "How to organize exhibitions and conferences more professionally"
- "Swedish life style and culture"
- · "Management of small hotels, quality of service, pricing"
- · "Conference accommodation, reservation systems marketing and advertising"
- · "Knowledge about a particular system of sale of tickets"
- · "Knowledge and skills in marketing and market analysis"
- "Pricing"
- · "That Swedish management style is not relevant here"
- · "Insight in the Swedish company with whom we are planning to work"
- · "When I send a fax, I now understand what happens on the other side"

We are not in the position to determine to what extent the trainees have made use of their new knowledge at their home companies. There appears to be a considerable variation between those for which the Swedish experience has had a significant impact and those that have had an interesting stay in Sweden but seemingly have made little use of their new knowledge.¹⁸

Most trainees state that they have changed their way of working somewhat, a few substantially while some not at all. Below are some examples of concrete actions that trainees have taken as a result of their participation in the programme.

Table 4.4

Example of actions taken as a result of participation in NORDPRAKTIK

- · "I have adjusted some of the marketing and PR styles and approaches in the exhibition work"
- · "I have increased co-operation with air business"
- · "I have added a new business line to our previous one"
- · "I have procured machinery from Sweden"
- · "I have changed my way of planning work"
- · "I have worked out a marketing development program for my company"
- · "I went from working with advertising to become a consultant in public relations and marketing"
- · "No, I cannot point at any action taken as a result of the programme"
- · "I have started production of certain building components based on Swedish designs"
- · "I now plan a lot more, even in the long run, sometimes two months ahead"
- · "I have made clear to my staff what everyone is supposed to do and if they come with petty questions I refuse to answer as they must learn to take responsibility on their own"

¹⁸ In this connection it is important to recall proportions. A few weeks in Sweden *may* be of great value and give new impulses, but is not necessarily of any significant importance for a Russian manager. Some of them have other international experiences and are continuously receiving influences from different sources that are being blended by impressions from Sweden.

From the questionnaire it appears that lack of financial resources is the most important obstacle for the trainee to apply his/her experiences gained in Sweden. This reflects the different realities under which the Russian and Swedish managers work. Organizational constraints, the trainees' own status and influence in the organization as well as relevance of the knowledge acquired in Sweden are other constraints. These are all factors which are beyond the control of the programme.

Many trainees state that their employers have shown some interest in his/her new experiences, sometimes even a great interest. However, in a number of cases the employer has shown no interest at all.

Some trainees have continued to have a professional exchange with their Swedish host companies despite the fact that no business has evolved.

4.2.2 Business development

To what extent has the programme promoted business contacts between Sweden and Russia? A majority of the trainees asked, state that their participation in the programme has resulted, or is expected to result, in concrete business for his/her company. However, this was usually not seen as the most valuable result of the programme.

According to the Swedish companies asked, we have no case of concrete business results so far but about half of them state that they have received knowledge and contacts which, with time, may lead to business with Russia. This was seen as the most valuable result of the programme by most host companies.

Out of the Swedish companies in the sample, more than half had on-going business contacts with Russia, quite a few with the company of the trainee. A third had no previous business with Russia or plans to start up business with Russia. The interest in doing business with Russia had not changed much before and after the programme. A reason may be that this was not the first contact with Russians anyway for most companies. Possibly, the number of companies with no interest at all in the Russian market had decreased somewhat.

Business and business contacts can take many forms. It does not necessarily have to be between the company of the trainee and the host company but can just as well arise with third parties. Below are a few possibilities:

- The trainee projects a more positive image of Russia, making the Swedish company more interested in the Russian market;
- · The trainee shares knowledge which the Swedish company can use in marketing efforts towards Russia;
- · The trainee becomes a representative of Swedish company in Russia;
- The trainee is already employed by a company with business relations with the host company and this relation is further strengthened;
- · The trainee gains market knowledge in Sweden and establishes contact with new suppliers;
- The trainee learns about the Swedish market and business culture and uses it for later marketing efforts towards Sweden;
- · The trainee familiarizes with Sweden, making him/her more likely to do business with Sweden in the future;
- · The trainee finds a business idea in Sweden and develops it in Russia;

Most trainees have maintained some contact with their Swedish host companies. A small number, probably those with on-going business relations, have quite frequent contacts. In most cases, contacts are only occasional and not for business but for professional exchange or purely social. In about a third of the cases seen, there is no contact between the trainee and the host company.

Below are a few examples of business relations that have emerged as a result of the programme:

Table 4.5

Case 1: The trainee works at a major textile company with procurement of spare parts. She was placed in a Swedish company working with machinery for the textile industry. As a result she has now a better picture of the international market for spare parts and is regularly in contact with the Swedish company for advice. She recently placed an order with a new supplier.

Case 2: The trainee, manager of his own company, distributing electronic components had seen the Swedish company at an international trade fair. He applied to the programme and requested to be placed at this particular company. Expressing his interest in distributing their products at the Russian market, he was accepted and had the opportunity to get to know the company from the inside. Half a year later, a catalogue is being printed and logistics being streamlined for delivering the products.

Case 3: The trainee is the owner/manager of a company producing marketing products e.g. stickers, gift items, business cards. In Sweden she is hosted by an advertisement agency but also gets into contact with another company in her industry. On her return she complements her business with consultancy services in the field of marketing/PR/campaign design. The consultancy services feed business to the production side and vice-versa. Her turnover is doubled. She maintains no contact with her host company but is exploring co-operation with the other company she got in touch with.

Case 4: The trainee's company supplies Russian crews to foreign shipping. His matching in Sweden was not very relevant and he got to spend his second period in Norway, better matched. Meanwhile, he did get the idea to "return to his roots". He is an electronics engineer, and expanded his business by starting to supply shipping with radio-hardware and servicing. He maintains no contacts with Sweden but some with Norway.

What factors determine whether business develops or not? One is no doubt the actual business potential in each particular case. Even though there is a strong mutual ambition to do business, prices, qualities etc. are what finally determine where an order is placed. Even though trainees have been placed in companies within similar businesses, it is far from obvious that there is a true business potential.

Another one appears to be the position of the trainee. In all of the cases seen where business has developed the trainee has been in a market position and usually manager of his/her own company. This ought to have implications for the future selection of trainees.

An important aspect of business, where this programme appears to have made an important contribution, is in the building of confidence. The trainee may not have come to Sweden primarily for business purposes but by getting to know each other, the Swedish company and the trainee may have developed a mutual sense of trust. For many Swedish companies, this may be the difference between engaging in business with Russia or not.

4.2.3 Other immediate effects

Another objective of the programme has been to increase the trainee's understanding of the Nordic society and to promote contacts between the inhabitants of the two countries. Even though this is very difficult to measure, interviews indicate that some of the strongest impressions from the period in Sweden were not in relation to business or management but to the Swedish way of life. The trainees mention reflections made on Swedes and the Swedish society at large. Impressions have been both positive and negative but most of the trainees met appear to have become attached to Sweden.

Trainees themselves believe that they have projected a more positive picture of Russia and Russians than the one given by Swedish media in general. Contacts between trainees and the host company after the traineeship have generally been social and many trainees mention "personal contacts" as a major benefit of the programme.

As mentioned initially, Nordpraktik largely came about as a political manifestation. Even though the target of 200 trainees has not been fulfilled, Sweden, considering the size of our country, is a major receiver of trainees. In our interview, the Federal Commission requested better information on the Swedish programme and its results. In order to get the political leverage originally envisaged, the dialogue with the Russian government must probably be improved. This may not necessarily mean more information from the programme but *better* information, focusing on the overall development rather than the specifics of day-to-day management. In a political manifestation.

There have been several other spin-off effects from the Nordpraktik programme as well. Some trainees have been employed by the Swedish host companies. Personal friends have been made, not the least between trainees themselves. In Russia an Alumni association is currently being created by some former trainees.²¹ This association may provide a platform for future contacts between Sweden and Russia.

The programme management is of the opinion that the Russian authorities have been well informed. The Russian programme organization is said to give continuous information of results in the selection process and the programme management has participated in a number of meetings with representatives of the Federal commission as well as in meetings with other donors. A possible explanation for the current situation may be that the Swedish programme is not integrated with the Presidential Programme. Dialogue must therefore be even closer.

²⁰ Representatives of the Federal Commission in St. Petersburg explicitly requested feedback regarding what trainees have learned, the practical use they have had of the traineeship, what contacts had been made and if their expectations had been fulfilled. Increased dialogue with Nordpraktik and the trainees regarding these issues would also be welcome.

²¹ The "Swedish Association of Managers" has recently been officially registered in St. Petersburg and has branches in Arkhangelsk, Murmansk and Nizhnij Novgorod (www.rsam.org).

5 Relevance

The previous chapter discussed the results of the programme in relation to the objectives. Here we discuss whether the programme as such is relevant to the needs and objectives of the key stakeholders, the participants as well as the Swedish and Russian governments.

5.1 Programme relevance to Russian Government objectives

The initiative of the programme came from the highest political level and there is no doubt that sending young managers abroad on training has had strong political support from the Russian side. We have not seen any sign of a reduced support after the change of presidency, and the continued economic reforms announced by president Putin makes the programme as relevant as before. The Presidential Programme has faced budget cuts and delayed payments but so have most government financed activities in Russia.

Recognizing the overall relevance of the traineeship programme, there are still features of the Swedish programmes that are not totally in line with Russian government priorities. The Presidential Programme has faced difficulties in finding foreign training opportunities to offer their candidates. Simultaneously, Nordpraktik recruits trainees outside of the Presidential Programme, with the motivation that there has not been sufficient qualified presidential candidates. From a Russian programme perspective²² it may still have been more relevant if Sweden would have targeted on presidential candidates, offering some type of training or study visits adapted to their level of qualification, rather than going for other more qualified candidates.

Furthermore, the Presidential Programme faces difficulties in finding traineeships for candidates from the more remote areas of Russia while there is an over-establishment of countries working in north-western Russia and St. Petersburg. The Federal Commission would appreciate if Nordpraktik could take more candidates from other parts of Russia, for example Moscow.

Finally, Nordpraktik is largely focusing on the business development objective. The Russian government is in no way contrary to this objective and agrees that it often goes hand in hand with management training and even may be a necessary condition to interest companies. However, it is not a prime objective of the Presidential Programme.

5.2 Programme relevance to Swedish Government objectives

Nordpraktik is clearly relevant to the country strategy for Russia. The programme primarily falls within the objective to assist market economic reforms. Lectures on Swedish society, exposure of Swedish values and the social exchange could, to a certain extent, also be said to be in line with the objective to strengthen democracy. There is a balance between men and women among the trainees and in this respect the programme has contributed to the gender equality objective. In a few cases, the traineeship may have included transfer of knowledge in the area of environment but in general, the programme cannot be considered relevant for the environment objective.

Despite being involved in business development and trade promotion projects with Russia, Nord-praktik appears to have acquired much more of a business profile than originally envisaged by Sida.

²² Not necessarily for the Russian business community.

To the extent that the programme contributes to a broader cultural exchange, it is relevant to other government objectives of Sweden, promoted by e.g. the Swedish Institute.

Being an initiative from the Ministry for Foreign Affairs, Nordpraktik has enjoyed strong political support. However, one may assume that the programme and the commitment to provide 1 000 traineeships is not as politically "hot" today as it was immediately after the visit to Sweden of president Jeltsin in 1997.

Sweden is financing a number of other programmes to support the economic transition in Russia, for example the Start-East programme (trade promotion) and support to business schools in Russia (management training). Nordpraktik appears to be complementary to these programmes in the sense that it contributes to similar objectives by using different strategies. What may be discussed is whether greater synergies between the different programmes could be obtained. We have not seen any cases of direct linkages between Nordpraktik and other Sida-financed programmes.

5.3 Programme relevance to participants needs

How relevant is Nordpraktik to the needs and demands of young Russian managers? The overall impression is that its relevance is high, largely due to a high degree of individual adaptation. One sign of this is that some participants/managers state that they would have been prepared to pay part of the costs for the traineeship. Below are some comments on the relevance of Nordpraktik with respect to selection, placements at the Swedish companies and training.

5.3.1 Selection

Having noted that the Nordpraktik programme is relevant for those who have participated, it must also be said that it is not relevant for much of the broader target group of young Russian managers. Among those applying to the programme are many who are qualified in most respects but lack sufficient English skills. There are also qualified candidates who possess the sufficient language skills but who are difficult to place for other reasons.²³ There are candidates (particularly from the Presidential Programme) who may not have top qualifications, and for this very reason need to gain international experience. Some of the Nordpraktik trainees met already had a certain international experience, for example one trainee who, before going to Sweden, had participated in the British traineeship programme.²⁴ There are reasons do discuss both the upper and lower level of trainees' qualifications.

If Sida would like to offer training to the candidates that the existing programme cannot attend, it could complement it with, for example, focused study visits (with translator if needed) tailored to the needs of the specific groups. Would it be possible to draw on the company network now being built up by Nordpraktik (including former host companies) for such activities?²⁵

²³ For example, people within finance and accounting functions are said to be difficult to place as trainees within Swedish companies. Alternative approaches would be necessary to give these groups relevant training.

²⁴ Another reason why there have been so few candidates from the Presidential programme is that many people apply for going to other countries. Sweden is often considered to be less attractive than for example, Germany and the United States.

²⁵ A possibility raised by the St. Petersburg organization is to give candidates that have not passed as trainees seminars and printing material on Sweden and Swedish business to stimulate their interest and possibly take own contacts with Sweden.

5.3.2 Training

Considering the fact that many trainees lack previous international experience, and taking the high cost per traineeship into account, preparation in Russia and Sweden to make each traineeship as effective as possible, is clearly relevant. How are trainees best prepared?

The lectures on the "new economy" and "business finance" have been greatly appreciated by the trainees. These are subjects which are not being given – at least not in the same way – in Russia and that are of interest for the trainees' future work at home.

However, it is more questionable whether such components make the trainee much better prepared for the *traineeship period*. Subjects like cross-cultural relations, study techniques and branch specific information could very well be more valuable for this purpose. The issue boils down to whether the one-week course should be seen as a *preparation* for the traineeship period or as a *complement* to it.

As mentioned above, an important limitation for the trainees is the time that they can stay away from work. Could more printed information material be distributed to trainees for self studies? While exercises of "Bonanza" character have to be done in group, general information on Sweden, Swedish-Russian relations, the Swedish legal system and branch specific information can also be studied individually. Possibly, Nordpraktik's home page could be used to provide such information and to indicate links to other relevant sources.²⁶

The possibility to learn some Swedish has, by some of the participants who have actually attended, been appreciated. "It is always nice to be able to say hello and thank you", as one trainee put it. However, while being nice it can hardly be considered strategic. Given the language problems of some trainees, it would appear more relevant to assure that all trainees possess sufficient English skills.

Table 5.1

SOME COMMENTS ON PREPARATORY TRAINING

Most useful:

- · Course of management and business economy
- · Lectures on e-commerce
- · Practical examples and tasks
- · Business finance/Bonanza (emphasized by many participants)
- · The "new economy"

Would like to have more of:

- · Study visits to other companies in the same industry/business sector
- · Information about real business methods
- · Productive business contacts with relevant enterprises and people
- · Information on my particular area of business
- · Meeting with successful Swedish entrepreneurs
- · Concrete examples of Swedish-Russian joint ventures

One component that appears to have been lacking so far is follow-up training *after* the placements at Swedish companies. Learning is usually reinforced when people get an opportunity to reflect over their impressions in group and exchange different experiences. There ought to be a great

²⁶ For trainees without access to Internet the material could be printed and sent by mail.

potential for the trainees in learning from each other after the traineeship.²⁷ This, possibly complemented with training in "change management" could help the participants make use of their experiences on their return to work. It is positive that the follow-up session will be increased this year from one to three days.

As previously mentioned, the trainees are requested to formulate a "project" to work with during their traineeship. However, as the trainee and the Swedish host companies are not familiar with each other and as the trainee does not yet know what he/she will encounter there is a problem in defining such a project. Possibly, it is only in a follow-up session, when the trainee is full of new impressions that he/she should define a concrete project to implement in the home company, based on the experiences from Sweden. Of course this does not contradict with the trainee trying to define what he/she would like to *learn* in Sweden prior to the traineeship.

5.3.3 Traineeships

Great efforts are made by the programme management to match trainees with companies from a similar sector and with relevant experiences to offer. The programme is thus largely tailored to the specific needs of each trainee. Trainees and Swedish host companies are, with a few exceptions, very satisfied with the matching. In this respect, the programme's relevance to the participants needs and demand is high.

Table 5.2

EXAMPLES OF MATCHINGS

Successful:

- · Architect and building contractor placed with Myresjöhus AB
- · Alcohol trader placed with a wine tasting academy
- · Hotel reception manager placed with Sergel Plaza Hotel
- · Distributor of electronic components placed at ELFA.

Unsuccessful:

- Telephonic information service provided placed in an in-appropriate Telia department and when contacting the "correct" department faced with a lack of info due to "trade secrets".
- · Large producer of instant coffee placed with a small traditional coffee roasting company.

Several trainees met would have liked the company placement to have been complemented with study visits to other companies in the same field of business. Some have proposed the possibility of staying at more than one company.²⁸ Possibly, trainees within the same field of business could make shorter visits at each other's host companies?

The possibilities of staying away from their regular work vary considerably between the trainees. This is seen when trainees are asked what would be the ideal duration, in their perspective, of a visit to Sweden. On average, the answer is 10-12 days for preparatory training and 4-5 weeks for the traineeship. This indicates a desire to increase the relative time spent on preparatory training. The preferred host companies' view on preferred duration was usually around three weeks.

²⁷ The emerging Alumni Association may be a sign that there is a wish to do so.

²⁸ Such comments *may* reflect a less successful matching or problems of the Swedish company to provide meaningful activities for the trainee.

At various places in this report we have pointed at how the *management training* and the *business development* objectives may be combined. For example, understanding Swedish management makes it easier to do business with Sweden, and with prospects of doing business, both parties are more motivated to learn from each other. However, for most participants, the two objectives are not equally important. Some trainees primarily participate in order to get management training while business opportunities are more important for others.

What is actually the *primary* objective has implications for the programme strategy. Below are a few examples of how a management training programme differs from a business development programme.

Table 5.3

	Management training	Business development
Recruitment criteria	Training needs/capacity	Business opportunities
Position of the trainee	Future manager	Marketing and sales manager
Key actor	Individual trainee	Companies
Matching	To company with relevant management systems	To company with relevant products and markets
Focus of preparatory training	Management and Swedish leadership	Marketing and Swedish business culture
Follow-up	Trainees in group	Company to company

For example, if business is to be developed, an assessment of the business potential must be made, a person in a marketing or sales position should be selected to go and preparatory training should focus on western marketing and business culture. Follow-up activities centre on the two companies.

However, if the purpose is to develop managers the point of departure should be the training needs of the participant and the training capacity of the company. It is not necessarily important that a trainee is matched to a company with the same products and markets as his/her home company. What is important is rather whether the company can provide good examples of Swedish management. The focus of the preparatory training activities should be on management and Swedish leadership. Follow-up can preferably be with the trainees in group settings, comparing and discussing their experiences on Swedish management.

It is not uncommon that programmes have multiple objectives. However, to become really effective, either as a management training programme or as a business development programme, there is a need to determine what is the *main* purpose and what are positive side effects of Nordpraktik.

6 Cost-effectiveness

In this chapter we discuss the output and effects of the programme in relation to costs.

6.1 Cost overview and ratios²⁹

In 1999 Nordpraktik had a yearly budget of 12 500 000 SEK of which 10 026 824 was spent. The table below gives an overview of the programme costs:

Table 6.1

	Total	Per traineeship
Central programme management	2 207 000	23 000
Regional organization in Russia	571 000	6 000
Regional organization in Sweden	2 250 000	23 000
Information	281 000	3 000
Recruitment/Info courses	473 000	5 000
Introduction in Russia	305 000	3 000
Trainee costs	1 948 000	20 000
Training in Sweden	1 726 000	18 000
Other	266 000	3 000
Total:	10 027 000	103 000

As can be seen from the table above, 22% of the budget is spent on central programme management and another 22% on the regional organization in Sweden. The third largest cost item is trainee costs (travel, hotel, per diem etc.) followed by training in Sweden. The regional organization in Russia, responsible for recruitment of trainees accounts for a relatively small share of costs, possibly reflecting local salary levels.

In addition to the visible programme costs are the investments of the trainee and host company in terms of time.

The cost per trainee was thus approximately SEK 100 000 or SEK 25 000/week, assuming an average participation of four weeks. The *direct* costs for the week of preparatory training was approximately SEK 18 000.

In terms of work input, there have been, on average, eight trainees per person employed by the programme. The strength of the programme, that it is tailored, also makes it labour intensive, something which raises costs.

We have not found any programmes that lend themselves to any direct comparisons; other countries' traineeship programmes differ too much in nature for this and Nordpraktik is the only programme of its kind financed by Sida.

²⁹ Source: Financial accounts of Nordpraktik.

Nonetheless, it may be noted that Sida's international courses (specialized training courses of 3–8 weeks) cost approximately SEK 70 000 on average. Well-prepared study visits may often cost up to SEK 25 000 per week.³⁰

When comparing with the original plans (200 trainees and a yearly budget of SEK 10 million in 1998) it is seen that each traineeship has become approximately twice as expensive as originally foreseen.

For the year 2000, the target has been set at 100 trainees with a budget of 8,9 million with an additional 600 000 if the target is surpassed by 20 traineeships. Hence, the planned cost per traineeship will be SEK 89 000 but may be reduced to SEK 79 000 if 120 traineeships are achieved.

As the effects of the programme cannot be quantified and assigned a value, we are not in a position to discuss how costs relate to the actual value of programme results. However, from the figures given above it becomes clear that the effects of the programme have to be considerable to repay the investment made. Sometimes this appears to have been the case. There are Russian companies that state that they have doubled their turn-over and added new business lines. However, there are also cases where the return on investment appears to have been marginal.

6.2 Improving cost-effectiveness

Simply speaking, cost-effectiveness can be improved by cutting costs and/or by raising the value of programme results. A difference must also be made between the "internal" cost-effectiveness, i.e. the way the programme currently is working, and the "external", i.e. what would be possible if working in a different manner.

This study has not included a detailed analysis of the programme management and we are thus not in a position to comment on the internal cost-effectiveness or on cost consciousness. Two general comments can still be made.

It may be noted that the Norden Association is a non-profit organization acting without competition and with full cost coverage. The budget does not include any profit, as it would if run by a commercial consulting company. At the same time the construction in itself gives few in-built incentives to minimize costs. This makes it extra important that Sida scrutinizes budgets and spendings carefully, as it has so far.

Furthermore, our general impression is that there are cost items, such as Swedish training and hygiene packages, which perhaps can be motivated in different ways but by no means are crucial. The computer investments could also be critically assessed, considering what can be achieved with most standard programmes. The information material looks professional but could probably have been produced cheaper.

However, the current cost level primarily appears to be a result of the programme structure. Could changes in the programme structure lead to improved cost-effectiveness?

The major costs were for programme management in Sweden. Any major cost cuts would have to be in Swedish programme administration. Reducing trainee costs by reducing the number of trainees would be negative for cost-effectiveness as a whole.

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³⁰ Source: Interview with Anders Hedlund, Sida

However, it was previously noted that a programme of this kind requires a certain size. Not only are there likely to be certain economies of scale. There has to be a sufficient number of qualified candidates and suitable companies to be matched with each other.

Ways of improving cost effectiveness by *increasing* the numbers of traineeships and the value of these should thus also be considered. Assuming that the current programme staff is working at its maximum capacity, as we believe it is, this would require working in a different way. A few suggestions have already been given in this report, e.g. making better use of the Swedish Embassy, establishing a programme organization in Moscow³¹, targeting companies and trainees that already have some connection with each other and utilising the Norden Association network more productively.

A measure to increase the value of the traineeship, mentioned previously, is better follow-up. The potential of trainees learning from each other could be better used and is not necessarily very expensive.

Given that the main costs are for recruitment and administration there is not a big difference in cost between a shorter and a longer traineeship period. Would it be possible to complement the current programme with "real" traineeships of say 6–12 months, when there is an interest from trainees and host companies?

6.3 Future financing

The discussion above assumes that all costs are covered by Sida. This does not necessarily have to be so. It is not uncommon that programmes with a commercial dimension, such as this one, are cofinanced. For example, Sida's support to Kaliningrad Business School has included business courses partly financed by the participants. Also Sida's international courses are usually co-financed.

An indication that co-financing could be possible is that both some trainees/trainee companies and some host companies have said that they would have been willing to pay a certain amount for participating in the programme. Such co-financing would never cover more than a small share of programme costs and there is the risk that qualified persons would not be able to apply. An aspect of the programme that has made it popular is that it is free of charge. However, it could also be a way of assuring that trainees have the active support of their companies. Whether co-financing is motivated or not is furthermore a question of the purpose of the traineeship, business promotion or management training.

The City of Stockholm state that they already contribute with en estimated 300 000 SEK (in the form of uncovered costs) as they consider this programme to be partly in line with the efforts to promote business contacts between Stockholm and Russia. One would assume that there are similar interests in other regions of Sweden.

Is it possible to generate in-kind support in other ways, for example letting former trainees assist in the recruitment process? Would a larger Swedish company in Moscow be prepared to provide an office for Nordpraktik? Would companies in Sweden be prepared to sponsor the distribution of information or participate as lecturers in training, in exchange of visibility and goodwill?

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³¹ According to the programme management it may be up to four times as expensive to have an office in Moscow than in, for example, Murmansk due to a higher cost level. However, the cost for the regional organisation in Russia is rather low in the first place.

7 Sustainability

Even though the Terms of Reference do not include an analysis of the lasting effects of the programme, and the timing of the evaluation does not permit such an analysis, a few general comments can still be made.

It is impossible to say how the trainee will use knowledge and contacts from Sweden during the rest of his/her career. However, it holds true for almost all competence building programmes that the most important impact is long-term. Similarly it takes time for business relations to develop. Most likely, few initial contacts will actually result in any business. However, those who do may with time have a considerable impact.

One of the objectives of the programme was to create a forum for future contacts. While initiating contacts, the programme in itself is currently not designed to function as a platform for continued contacts. The emerging Alumni association in Russia may possibly serve this purpose. How can this initiative be encouraged without making it dependent on external support? Would it be possible to form a similar Alumni association in Sweden in which Swedish companies could exchange experiences with each other, and with the Russian Alumni organization?

The comments above refer to the sustainability of programme impact, not programme sustainability. The programme is unsustainable in the sense that it is totally dependent on Sida funds.³² At the same time substantial investments have been made in terms of human resources and systems and external contacts. The programme is now mid-way. There are reasons to start thinking already now about how to get the most out of these investments when it ends.

³² Apart from the actual traineeship programme, twelve people are currently dependent on Sida for their salaries. To give organizational stability it is important that Sida is clear about its future intentions and finalizes decisions well in advance.

Appendix 1: Terms of Reference

Uppdragsbeskrivning för utvärdering av Nordpraktik - New Managers For Russia

1. Bakgrund

Nordpraktik – New Managers for Russia har sin bakgrund i en rysk framställan inom ramen för Jeltsinprogrammet om svenskt stöd till företagspraktik för unga ryssar. Det övergripande målet med programmet är att höja kompetensen i ledarskap och företagsekonomi i ryska små- och medelstora företag samt att skapa en plattform för företagsförbindelser mellan Ryssland och Sverige. Projektmålet är att (1) erbjuda de ryska praktikanterna praktikplatser som svarar mot de aktuella ryska företagens och praktikanternas behov av kompetenshöjning och (2) att tillhandahålla kvalificerade praktikanter och möjliggöra företagskontakter på ett sätt som motsvarar de svenska företagens önskemål.

Föreningen Norden utsågs 1997 till svensk samarbetspartner i projektet. Till dags dato har två omgångar av programmet genomförts, vilket har inneburit att omkring 220 medarbetare i ryska företag i åldern 25–40 år har erhållit praktik inom ramen för programmet under 1998–99. Beslut har tagits om en fortsättning av programmet under 2000. En fortsättning under ytterligare två år planeras.

2. Utvärderingens mål

Utvärderingen av Nordpraktik – New Managers for Russia har två huvudsyften:

- · att utarbeta ett underlag för en resultatredovisning från programmet till olika intressenter i Sverige samt till samarbetspartners i Ryssland
- · att bidra till lärande inom Sida och Föreningen Norden och därigenom skapa förutsättningar för att stärka projektorganizationens kapacitet inför de återstående faserna samt att ge Sida möjligheten att dra lärdom av denna typ av program i vidare mening.

Utvärderingen skall komplettera den information om programmets innehåll och genomförande som redan finns inom Sida genom att sätta programmet i ett vidare perspektiv, identifiera effekter och relevans samt att analysera kostnadseffektiviteten i projektet. Utvärderingen skall utmynna i något eller några konkreta förslag på en fortsättning på programmet. Alternativa modeller för en kostnadseffektiv utformning av programmet i relation till de uppsatta målen skall därvidlag beaktas.

3. Uppdraget

Sida har valt att vända sig till konsultfirman Boman & Peck, som har erfarenhet av att bedöma effekter av liknande projekt.

Konsulten skall undersöka och analysera:

- · Vad som genomförts (prestationer)
- · Omedelbara effekter av programmet i form av deltagarnas nya kunskaper och erfarenheter, praktisk nytta av praktiktiden efter hemkomsten och eventuella kontakter som knutits mellan svenska och ryska företag. Slutsatser av när det gäller effekter på medellång och lång sikt bör dras i den mån det är möjligt med tanke på den förhållandevis korta tid programmet varit igång.
- · Tänkbara skäl till hög respektive låg måluppfyllelse

- Programmets relevans, bl a i relation till behov och efterfrågan samt alternativa modeller för programmets sammansättning. Utvärderingen bör fokusera på deltagarnas och de ryska företagens eget behov, men en bedömning av programmet i ett bredare ryskt perspektiv bör också göras. Utvärderingen bör vidare analysera motiven till deltagande från såväl praktikanter som företag samt orsakerna till det, i förhållande till målen, relativt låga deltagandet i programmet.
- · Programmets kostnadseffektivitet, vilket bl.a innebär analys av kostnaden för prestationer och olika delkomponenterna i programmet i ett alternativkostnadsperspektiv samt en bedömning av värdet av de eventuella hävstångseffekter som programmet kan leda till.

En avgränsning av studien har gjorts, då detaljer i genomförandet av programmet med avseende på bl a rekryteringsförfarande och marknadsföring inte närmare kommer att analyseras.

4. Metod

Konsulten skall inhämta information hos Sida, Föreningen Norden och dess underkonsulter i Ryssland och Sverige, svenska och ryska företag, deltagare i programmet, samt i mån av behov hos ryska myndigheter på federal och regional nivå. Telefonintervjuer skall göras med svenska företag och kvalitativa intervjuer genomföras med Föreningen Norden samt med ett urval av organizationer, företag och deltagare i Moskva, St Petersburg och Murmansk och/eller Archangelsk. En enkät riktad till en större grupp av deltagare skall utarbetas.

Ett uppföljningsseminarium riktat till Nordpraktik-programmets intressenter skall genomföras innan den slutliga utvärderingsrapporten skrivs. Därmed kommer dessa att beredas möjlighet att bidra med synpunkter och slutsatser samt att diskutera framtida åtgärder.

Utvärderingen skall göras i form av en kvalitativ studie, där fokus skall ligga på olika typer av effekter såsom attitydförändringar, vidgade perspektiv, praktisk nytta av programmet i det dagliga arbetet och ökad kunskap.

Graden av beroende av Nordpraktik-programmets projektorganization under genomförandet av utvärderingen bör diskuteras i metodavsnittet.

5. Rapportering

Utvärderingsrapporten skall skrivas på engelska och bör omfatta högst tio sidor, exklusive bilagor. En preliminär rapport skall inlämnas till Sida senast 1 maj 2000. Inom fyra veckor efter att Sida lämnat sina kommentarer till rapporten och efter genomförandet av uppföljningsseminariet skall en slutlig version inlämnas till Sida i två kopior samt på diskett i formatet Word 6.0.

I anslutning till rapporten skall konsulten inlämna ett manuskript till Sidas nyhetsbrev (bilaga 1) samt fylla i Sidas datablad för utvärderingar (bilaga 2).

Appendix 2: List of persons interviewed

Russian trainees

Agenorov, Andrey Mega-Electronika, St. Petersburg

Belavine, Mikhail Autoem, St. Petersburg

Bershev, Sergey
Telenor Invest, St. Petersburg
Birulin, Denis
Radio Tel, St. Petersburg
Cherkasov, Pavel
Arkhlesprom, Arkhangelsk

Galinski, Alexander Jepsail International, St. Petersburg Grigorieva, Irina JSC "Bunker company", Arkhangelsk

Gromov, Alexey KGS Verktyg, St. Petersburg Kamenchikova, Olga Bolshevichka, St. Petersburg Kasakov, Andrey Press Print, Arkhangelsk

Khhavine, Konstantin Fire Rescue Facil, St. Petersburg

Khotina, Anna Arcadia, St. Petersburg
Kondrakhina, Olga Ryabov & Co, Arkhangelsk
Krassilev, Alexey GT Listen, St. Petersburg
Martina, Jolia Nordic Line, St. Petersburg
Mashoshin, Andrew Ismeron, St. Petersburg
Maslov, Oleg Polar Crewing, Arkhangelsk
Mikhailov, Vadim Alkotraid, St. Petersburg

Sadakova, Irina Pur-Navolok Hotel, Arkhangelsk

Shengur, Michael JSC, In Oil, Arkhangelsk Sosnin, Alexander Integral Ltd, St. Petersburg Sosnin, Alexander Integral, St. Petersburg

Sukhanov, Vladimir Architecture and design, Arkhangelsk

Tsutskareva, Galina Eldofon, St. Petersburg

Ustumenko, Irina BMN-Petersburg, St. Petersburg

Russian employers

Klemushin, Dimitri Mikhailovich Pur-Navolok Hotel, Arkhangelsk

Vyatcheslav, Lapin Ismeron, St. Petersburg Khotin, Arcady Arcadia, St. Petersburg Baclan, Sergei Arcadia, St. Petersburg

Swedish host companies

Almgren, Mikael ELFA

Karlstrand , Olle Boo Instruments Olsson, Lennart Myresjöhus

Eriksson, Orvar KGC Verktyg och Maskin

Russian Government

Larionova, Marina Federal Commission, Moscow

Nikulin, Yury Pavlovich City adm., Arkhangelsk,head of economics policy dept.

Rodina, Natalia Federal Comission, St. Petersburg
Toukin, Lev Grigorievich Federal Comission, Arkhangelsk
Voyteskhovsky, Vitaly Administration of St. Petersburg

Swedish Government

Eriksson, Stefan UD/EC Hedlund, Anders Sida/ÖST Hirdman, Sven Ambassador

Jan-Olof Nyström Embassy of Sweden, Moscow

Johansson, Jan Consulate General of Sweden, St. Petersburg

Olsson, Jan Sida/ÖST

Sundkvist, Eva Swedish Embassy, Moscow

Programme organization

Anders, Nordborg Region Mitt (Sthlms näringslivskontor)

Bergström, Anders Programme co-ordinator

Deryagina , Anastasia St. Petersburg
Holmgren, Maria Magdalena Region Norr
Illarionova, Lada St. Petersburg
Lena, Zdanova Arkhangelsk
Murro, Lembit Region Syd/Väst
Nekrasova, Anastasia Programme manager
Sohlman, Ragnar Föreningen Norden

Sandström, Anna Region Norr Tsypkin, Alexander St. Petersburg

Appendix 3: Questionnaires

FORMER TRAINEES:

1.	Ιa	m primarily working in the field of (Please, tick one of the alternatives)
(((())))	management, leadership and planning marketing and sales finance and accounting technology and production other
2.	Th	e approximate number of people I am managing is
)	0 1-5 5-25 25-
3.	Ιfi	irst found out about the Nordpraktik project
)))))))	through a friend through my manager through a supplier/customer through an industry/branch organization through a Swedish company through information material produced by Nordpraktik through mass-media other
4.	M	y main motives for going to Sweden were (Please, rank 1, 2 and 3)
((((())))	to establish business relations with a Swedish company to establish a professional exchange with a Swedish company to improve my management skills to learn about Sweden in particular other
5.	Th	e Swedish company
(()	was entirely new to me had previous business relations with my company was known by me but had no previous business relations with my company
6.	Th	ne Swedish company was
()	interested in doing business with Russia interested in doing business with my company in particular not very interested in doing business with Russia

7. T	he Swedish company
()	matched my personal training needs very well matched my personal training needs fairly well
()	did not match my personal training needs
8. T	he preparatory training in Sweden was
() () ()	very good good medium not good
9. T	The most useful componentwas
10.	The least useful component was
11.	I would have liked to have more of
12.	The three most important things that I gained in Sweden was (Please, rank 1, 2 and 3)
	theoretical knowledge practical skills new perspectives inspiration and motivation personal contacts in Sweden business contacts in Sweden new contacts in Russia better self confidence higher status in my organization insight into a different culture other
13. 1	I primarily gained new competence in the areas of (Please, rank 1, 2 and 3)
	management and leadership marketing and sales finance and accounting technology and production Swedish society and culture other
14.]	Following the programme I
() () ()	work in the same way same as before have changed my way of working somewhat have changed my way of working substantially

15. A	fter my stay in Sweden I have changed my way of working in the following areas
	personal work scheduling relations with managers/colleagues/subordinates planning production customer relations marketing budgeting follow-up market analysis pricing other, please specify not relevant, as I have not changed my way of working
	Can you give any examples of some concrete action that you have taken as a <i>direct</i> lt of the visit in Sweden?
	it of the visit in Sweden.
	The <i>main</i> obstacle for me to apply my Swedish experiences in my organization been
() () () ()	lack of financial resources organizational constraints my own status and influence in the organization relevance of the knowledge that I acquired in Sweden Other
18. N	My employer has shown
() () ()	a great interest in my new experiences some interest in my new experiences no or little interest in my new experiences Not relevant as I am my own manager
	am in touch with my Swedish host company (or other Swedish company I got to v during my traineeship period)
() () ()	weekly monthly occationally not at all
20. C	Generally, it is for
() () ()	concrete business (purchasing or sales orders) general professional issues social Not relevant as we have no contact

21. The programme
() has resulted in contrete business for my Russian company
() has not resulted in any business but I expect that it will
() will probably not result in any concrete business for my Russian company
22. The three most important things I learned from my time in Sweden were
23. From my own perspective the ideal duration of a traineeship in Sweden would have been
days of preparatory training and weeks placement at a Swedish company.
24. The programme could be improved by
Name:
Company:
Time period in Sweden:
(Note: The answers will be treated confidentially. Your name will not appear in the report)
HOST COMPANIES
1. Vilka kontakter med Ryssland hade ert företag <u>före</u> praktikantens vistelse hos er?
 () Inga affärer med Ryssland eller planer på sådana () Intresse för den ryska marknaden men inga aktiva försök att komma in på den () Aktiva försök att komma in på den ryska marknaden men ännu inga affärer () Affärsförbindelser med praktikantens företag () Affärsförbindelser med annat ryskt företag
2. Vad var det ursprungliga skälet till att ni ställde upp som värdföretag? (Ett eller flera alternativ)
 () För att knyta affärskontakter med Ryssland () För att utländska kontakter vitaliserar vår egen organization () För att dra nytta av praktikantens kunskaper () För att praktikanten skulle kunna uträtta ett för oss meningsfullt arbete () För att göra en insats för något angeläget (välgörenhet) () För att det skulle kunna ge oss goodwill och bra PR () Annat

э. н	ur lyckad var matchningen mellan praktikanten och ert foretag:			
() () ()	Mycket bra matchning Ganska bra matchning Inte särskilt bra matchning			
	4. Hur var praktikantens kvalifikationer för att kunna tillgodogöra sig praktiken i Sverige?			
() () ()	Mycket höga Tillräckligt höga Otillräckliga			
5. H	ur motiverad verkade praktikanten?			
() () ()	Mycket högt motiverad Ganska högt motiverad Lågt motiverad			
6. In	nom vilka områden hos er arbetade praktikanten främst? (Ett eller flera alternativ)			
<pre>() () () () ()</pre>	Management/ledarskap Marknadsföring Ekonomi och finans Produktion och teknologi Annat			
7. Va	ad <u>tror</u> ni var det viktigaste praktikanten erhöll genom sin vistelse hos er?			
<pre>() () () () () ()</pre>	Nya kunskaper och färdigheter Nya perspektiv Inspiration och motivation Affärskontakter Personliga kontakter Annat			
8.Va	d har deltagande i programmet gett <u>er</u> ? (Ett eller flera alternativ)			
	Affärer med Ryssland Kunskap och kontakter som på sikt kan leda till affärer med Ryssland Annan värdefull kunskap förmedlad av praktikanten Vitalisering av den egna organizationen En meningsfull arbetsinsats av praktikanten Goodwill/PR Egentligen ingenting Annat			
9. Är	ni mer eller mindre benägna att knyta affärskontakter med Ryssland nu än tidigare?			
() ()	Mer Mindre Ingen skillnad			

10. Har ni idag någon kontakt med praktikanten och i så fall hur ofta?
 () veckovis () månadsvis () sporadiskt () inte alls
11. I den mån ni har kontakt, på vilken nivå är det?
 () Affärer () Professionellt kunskapsutbyte () Socialt () Ej aktuellt/ingen kontakt
12. Vilka kontakter har ert företag med Ryssland idag?
 () Inga affärer med Ryssland eller planer på sådana () Intresse för den ryska marknaden men inga aktiva försök att komma in på den () Aktiva försök att komma in på den ryska marknaden men ännu inga affärer () Affärsförbindelser med praktikantens företag () Affärsförbindelser med annat ryskt företag
13. Från <u>ert</u> perspektiv vad skulle vara en lämplig tidsläng på en praktikperiod? veckor.
14. Uppstod några problem i samband med praktikperioden?
15. Övriga kommentarer, till exempel idéer om hur programmet skulle kunna förbättras

TACK FÖR ER MEDVERKAN !!!

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