

Programme for Total Quality Management in Russia

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**Department for Central and
Eastern Europe**

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Sida Evaluation 98/23

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Eastern Europe**

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0. Executive Summary

The end of the Soviet era has brought about a change in the field of quality in Russia. This was earlier associated with state demands rather than customer, consumer or employee demands. Today, there is a need for Russian companies to enhance competitiveness by adjusting to the changed context and the increased consumer demands on quality. This has started a process of change in the field of quality in Russia.

In order to increase competitiveness of Russian companies, Sida finances a project developed and managed by a Swedish firm Recomate AB (an offspring from Chalmers Technical Institute in Gothenburg). The purpose of the project is to enhance quality thinking in Russia by introducing the concept of Total Quality Management (TQM), developing a Russian Quality Award (RQA) and a Russian Institute for Quality (RIQ). The project is planned for three phases and has been going on since 1996 (two phases). With the end of the second phase in December 1998, Sida has decided to undertake an evaluation as background for a decision of possible support to the third and final phase.

A Quality Award programme is internationally used as an instrument to encourage improvements of companies' organisations and management. The framework offers tools to evaluate the organisation in order to reduce costs and increase sales and profits. The process for evaluation includes self-assessment, a feedback report from external assessors and a national competition for the Quality Award. The administration of the Award is connected to national Quality Institutes, which are responsible for the organisational self-evaluation process and the national Award competitions. To ensure sustainability of the Russian Quality Award, an initiation of it must hence also include development of a Russian Institute.

The strategy of the project is to select 15 test companies representing different sectors and to introduce the TQM concept. When the 15 companies can demonstrate enhanced quality management, they would serve as role models for the dissemination of the concept in their respective sectors. This will form the basis for an Award competition and also an institute (RIQ) responsible for initiating and driving the award in the future. Information and materials on quality will also be provided to increase the general awareness on quality in Russia.

The role of the Swedish assistance is to provide materials and methods adapted to Russian needs and to make available foreign experts together with contacts with companies and quality institutes around the world. The role of the Russian part is to appoint managers and administrators for supervising the programme, to provide contact with leaders of Russian companies and to provide access to related documentation.

The project has to date been implemented according to plans and the quality of the services is regarded to be very high, both by the pilot companies, the assessors and the Russian counterpart organisation. A lot of time and efforts have been devoted to increasing the general awareness, both in Russia and internationally, of the need for better quality and to test the process of self-evaluation in selected pilot companies. A first Award competition has also been held and the application process to the second has started. To enhance the sustainability of the programme 63 assessors, or evaluators, have also been trained and certified to work with the Award process. The development of the institution (RIQ) supposed to be responsible for initiating and driving the award process has however only been initiated. For the sustainability of the RIQ, it is important that it is broadly supported by and embedded in the Russian corporate sector. So far, the government has driven the RIQ and this may reduce the

private sectors appreciation of the institution, particularly if suspicion arise that the award goes to politically well-connected, rather than excellent, companies. The implementation of the RIQ is probably one of the key issues for the continuation of the quality management movement in Russia. Hence, the definition of the legal status, role and ownership of the RIQ is decisive for the long-term sustainability of TQM in Russia. Another problem is the composition of the jury responsible for selecting the winning companies. To ensure impartiality this cannot be politically appointed, as it is today.

In terms of cost-effectiveness, the project must be considered successful. The Russian clients express a high esteem for the Swedish consultants involved and a lot of activities have been conducted in association with the different components of the project. The rather substantial results in relation to some components and activities (the establishment of the RQA) are also connected to high spending. However, a bulk of the resources has been used on the pilot companies and this could make the programme more sensitive to risk. The plan was to use 15 test companies, but only 13 were selected. 2 of these have already pulled out and another 2 companies are having problems in applying the self-evaluation methodology.

Another, probably more important, problem is connected to the relevance and sustainability of the programme. The present economic environment in which the project is situated has caused some difficulties which were not present when the project was initiated. Although the objectives of the programme still are urgent and relevant, the conditions have changed dramatically for Russian companies. Many of them are today fighting for mere survival in an economically unstable environment. This becomes apparent when studying the experiences of the selected pilot companies. Some of them have difficulties in applying TQM under present circumstances and are hence not motivated to devote resources to this at the moment. This creates problems for the sustainability of the programme.

Although most of the planned activities have been conducted, the programme is suffering from different problems, most of which are connected to the surrounding environment and to the establishment of the RIQ. The prevailing economic difficulties create a situation where some of the pilot companies might not be able to pursue with TQM. With this in mind, the evaluation identifies three options for the future of the project:

1. To continue as planned and conclude the third phase and support the remaining of the pilot companies and the establishment of RIQ.
2. To focus at the corporate level and an association of quality assessors, with support to those companies that can sustain the present turmoil and to new pilot companies. In this case, more export-oriented companies would be invited as test companies and the members of a Russian quality association would be supported by the international experts to perform training in TQM.
3. To close down the project if it is considered that the economic crises cannot be managed and option 2 is not feasible.

The recommendation to Sida is to take option 2 as a point of departure in its assessment of a proposed continuation of the programme. The benefit of this option would be that the quality movement would gain new members, the association of assessors would find a market for external services and the debate on RIQ would be left to the association. The risk would be that it might be costly and difficult to find new companies. Sida is further recommended to include in its assessment a commitment to scale up the support to the initial plan as soon as economic stability in Russia is considered regained.

1 Introduction

1.1 The Assignment

Sida decided in March 1996 support the first phase of a three-phased programme for development of a Russian Quality Award (RQA) and a Russian Institute for Quality (RIQ). In its decision Sida committed the amount of 3.967 million SEK for the first phase. Following the results of the first phase, Sida agreed in November 1997 to contribute SEK 6 million to the second phase. Now that the second phase is approaching its end in December 1998, Sida has decided to undertake an evaluation of the programme as background for the decision of a possible support to the third and final phase of the programme. This evaluation shall, according to the Terms of Reference, include:

- a description of the development of the programme;
- an assessment of the Swedish technical co-operation based on fulfilment of objectives, reasons for high/low fulfilment of objectives, cost-effectiveness, pre-requisites for sustainable effects and relevance of the programme; and
- a recommendation to Sida for deciding about a possible financial support to a third phase based on the conclusions of the evaluation.

The full Terms of Reference are attached in Appendix 1.

The evaluation was assigned to SPM Consultants to be carried out during October – November 1998. It has been performed through studies of relevant material about the programme and related topics, and interviews in Moscow and St Petersburg with representatives from the Swedish part (Recomate AB) and the Russian part (Gosstandart/VNIIS), seven of the Russian pilot organisations, four quality assessors and experts in the field of quality. A list of documents reviewed and persons met is attached in Appendix 2. The visit to Russia for the interviews took place in mid October 1998. Briefs from the interviews with the visited pilot organisations are attached in appendix 5.

1.2 Background

In the 1920s, the Government in the Soviet Union established the State Committee for Standardisation, Metrology and Certification, today known as Gosstandart. It had the purpose of addressing the needs for safety and reliability primarily in the Russian defence industry. Gosstandart has since been responsible for development of standards related to product quality and for carrying out mandatory certification of the state companies on their confirmation of their products to the Russian standards. Gosstandart's policies associated the Russian quality movement more with state driven demands rather than with customer, employee or consumer demands. The quality movement in Russia was, during the Soviet era, also mostly concentrated on product quality, not on organisational or managerial quality.

However, this needed to be changed dramatically with the end of Soviet Union. With new demands both on production and consumption, the notion of quality was to be interpreted differently. Today, primarily export customers, and yet to lesser degree also Russian consumers, demand better quality of Russian companies. This is partly reflected by the fact

that all larger European institutes for ISO certification are present in Russia. A number of Russian companies, no one knows exactly but the estimation is around 25, has been ISO certified or are in the process of being so.

To support the changing demands for quality improvement, two international projects have been launched. These are financed by the World Bank and TACIS respectively. Both projects aim at improving or harmonising specific standards and certification processes between countries, primarily as regards improving and co-ordinating of product standards, not organisational or managerial quality.

The Sida-funded programme started in March 1996 through an agreement between the Swedish firm Recomate AB and Gosstandart. Recomate AB is an offspring from Chalmers Technical Institute in Gothenburg with promotion quality management as one of its main business ideas. Recomate AB became involved in this programme through earlier work with quality in Eastern Europe and Russia. The present programme manager and partner of Recomate AB, Dr Sari Scheinberg, was engaged by the Swedish government to promote ideas and methods to help Russian companies comply with the quality standards of Western corporate environment. This was considered of utmost importance in the adaptation of the Russian business sector to the conditions that would prevail after the collapse of the Soviet empire and the state planning system.

During this work, Ms Scheinberg came in contact with Russian companies and state organisations that were interested in promoting and introducing quality management in order to increase the competitiveness of Russian companies in general and in the international field in particular. The contacts finally resulted in an agreement between Recomate AB and the State Standardisation Committee (Gosstandart). The purpose of the agreement was to introduce the concept of Total Quality Management (TQM) and to establish a Russian Quality Award (RQA) and a Russian Institute of Quality (RIQ). The programme was initiated with the overall objective to increase quality awareness in the Russian corporate sector as well as in other parts of the Russian society.

2 Programme description

2.1 Programme organisation

The Swedish assistance is co-ordinated by Recomate AB and the Russian counterpart is Gosstandart. Gosstandart has declared that the Technical Secretariat of its Institute for Research and Certification (VNIIS) shall be the focal point in Russia and be responsible for creating and implementing the RQA.

Four different project teams (excluding the Technical Secretariat of VNIIS) have been formed for the implementation of the programme. The Core Team of the programme is responsible for overall management, implementation and co-ordination. The programme manager and two assistants at Recomate AB take part in this team together with representatives from Gosstandart and VNIIS. The remaining members of the Core Team are advisors to the programme from Paragon Associates, Chalmers University of Technology, the Swedish Institute of Quality (SIQ) and the European Foundation for Quality Management (EFQM).

Two international teams have also been formed, one responsible for specific outcomes with representatives taken from Saab Ericsson Space, Infratest Burke, SAS, Team Kraft and BEX Consulting, and the other for more general support with members from SIQ, Ericsson (Moscow), University of Technology and University of St Petersburg. The fourth project team consists of Russian experts responsible for specific outcomes, taken from different companies and institutions in Russia.

According to the agreement, the role of the Swedish assistance in the programme is to:

- select and make available foreign experts approved by the Russian party for the achievement of the objectives;
- develop and provide material and methodological support for the execution of agreed work;
- provide contacts and access to companies and quality institutions around the world

Recomate AB is responsible for advising Gosstandart on strategy and process to develop the RQA and its infrastructure, accessing resources and experts needed for the programme, coaching and training of all essential personnel and the continued evaluation and realignment of the programme.

The role of the Russian part is to:

- appoint managers and administrators for supervising the programmes execution;
- provide contacts with leaders of Russian companies and regional bodies of Gosstandart for the achievement of the objectives;
- provide access to the non-confidential documents related to best practices, results of Award applications analysis and other formal Award procedures;
- invite the Swedish party to attend events of the RQA;
- provide logistical support for programme implementation.

VNIIS is responsible for all the activities and operations of the work to establish the RQA. Besides, the Deputy Director of the Certification Department and Secretary of the Council for Quality Award is assigned to oversee the results and report to the President of Gosstandart.

2.2 Purpose of the programme

The overall objective is, according to the description in Sida's decision 19 April 1996:

To strengthen and promote quality thinking in Russian industry and, in the long term, in other parts of the Russian society. A better quality will improve the capability of the Russian industry to compete both locally and internationally. This will be attained by creating a Russian Institute of Quality (RIQ) based on the experiences of the Swedish Institute of Quality (SIQ) and other Western equivalents. The RIQ will initiate a Russian Quality Award (RQA) that will promote quality thinking in Russian industry. RQA will be created with Western Quality Award as role models, but will be based on indigenous Russian conditions and needs.

Fact sheet on the Russian Quality Award and Russian Institute for Quality

Internationally, a Quality Award programme is used as an instrument to encourage improvements of companies' organisations and management. The award programme in Europe is now well established within the framework of the European Foundation for Quality Management (EFQM). The framework offers tools to evaluate the organisation in order to reduce costs and increase sales and profits. The process for evaluation includes self-assessment, a feedback report from external assessors and a national competition for the Quality Award. The assessment of the companies' organisation involves testing of different value driven criteria related to for example management and environment.

The Russian Quality Award and the process for improvement that comes with it offer an alternative system for evaluation for the Russian companies. As this model is used internationally, an adaptation to this system could enhance competitiveness for Russian companies.

The administration of the Quality Award Programme is internationally connected to national Quality Institutes, which are responsible for the organisational self-evaluation process and the national Award competitions. To ensure sustainability of the Award, an initiation of a Russian Quality Award must hence also include the development of a Russian Institute.

The overall objective has been broken down into different *milestones* to be achieved. The plan for phase one distinguishes seven milestones (these are taken from the Programme Document):

1. The development of a National Leadership Forum for Quality: "The National Forum" and the Foreign Advisory Group

The purpose is to create a group of Russian stakeholders, who represent both key interest groups and regions within Northwest Russia concerned with the development and improvement of quality in Russia. This group will be responsible for designing, implementing, guiding, motivating and evaluating the activities needed to establish RQA. Also, a group of foreign stakeholders will be created who represents key parties interested, knowledgeable and concerned with improvement of quality in Russian companies. This group will be responsible for advising and implementing quality activities and strategies.

2. The generation of Quality Awareness Programme in Russia

The plan is to design and implement a comprehensive public relations and education campaign throughout NW Russia, with the purpose of making every citizen aware about the concept of quality. Furthermore, to inform the international community that Russia is improving the level of quality in NW Russia. This campaign is also aimed to design and introduce training programmes for students and management on quality.

3. Create the Quality Award Programme for Russia

The plan here is to design, deliver and establish a Quality Award Programme in tune with the specific needs of the society while it is compatible in content and methodology with the Quality Award Programmes represented in other countries. This will include designing, testing (on test companies) and evaluating the criteria and process to be used to evaluate Russian organisations who look to apply for the Award and developing pedagogic materials and methods for supporting test companies to initiate the change and developing needed

procedures and policies. Also, to design and establish the procedures and policies needed to support the national distribution, management and presentation of RQA and to establish of assessors or quality experts.

4. Build the organisation and the institution driving the RQA

This includes establishing an organisation structure and process to drive the RQA and linking its networks both nationally and internationally. The model is a Russian Institute for Quality.

5. Develop other products and services for the RIQ

In order both to support organisations interested in quality and to generate financial resources, it is important to determine what other business areas the RIQ needs to develop and to implement these prioritised areas.

6. Link the QA to international funds and other financial incentives

The purpose here is to design a package of financial incentives that can directly support and be responsive to all the sectors of society that have taken the initiative to evaluate their organisations and try to finance the improvement efforts.

7. Financing for the development period

In the short run it is important to establish the core funding sources to support the strategies and development operations of the Russian Institute and RQA Programme, from the various stakeholder groups that are most interested in Quality.

It should be observed that during implementation of phase 2, two of the milestones have been changed. Number 5 (Develop the RIQ other products and services) and 7 (Financing for development period) are changed into activities associated to the milestone *Institution and organisation development* in the plan for phase two.

2.3 Programme Areas

Given the complexity of this programme, the five remaining milestones have been further detailed in specific *Programme Areas*. For each area (milestone), key elements have been identified for each of the 3 phases of the programme.

The programme areas are achieved through the implementation of activities; hence, the key elements can be used to represent the *expected outputs for each phase of the programme*.

Project area	Key elements phase 1	Key elements phase 2
1. National leadership for quality	1.1.1 Core team development and strategy building	1.2.1 National quality network
	1.1.2 National Forum for Quality	1.2.2 Foreign quality network
	1.1.3 International Advisory Board	
2. Quality awareness campaign	2.1.1 Core team development and strategy building	2.2.1 National awareness • General awareness programme • Sectoral awareness programme • TQM education and training programme • Creation and distribution of information materials • Survey on awareness and readiness to initiate change • Develop network for organisations working with RQA model
	2.1.2 National awareness campaign	2.2.2 International awareness • Quality institute visits • Conference presentations • Presentation in writing • Creation of RQA web site
	2.1.3 International awareness campaign	
3. Quality Award Programme	3.1.1 Core team development	3.2.1 Criteria and self assessment process
	3.1.2 Criteria, materials and process	3.2.2 Pilot organisations
	3.1.3 Identification of test companies	3.2.3 Pedagogic materials and self help and business improvement books
	3.1.4 Assessors development programme	3.3.4 Assessor development and work process
	3.1.5 Procedures and strategy	3.3.5 Procedures and strategy
4. Institution and organisation building	4.1.1 Business idea development	4.2.1 Business plan development and realisation
	4.1.2 Legal status	4.2.2 Legal issues
	4.1.3 Leadership and top management	4.2.3 Identify other products and services for RIQ
		4.2.4 Link to national and international networks
(Develop the RIQ other products and services)¹		
5. Links to international funds and financial incentives		5.2.1 Develop financial incentive package
(Financing of quality programme)		

¹ Two of the project areas (*Develop the RIQ other products and services* and *Financing of quality programme*) presented in phase 1 have later on been modified and included in the milestone *Institution and organisation development*.

3 Conclusions

3.1 Results accomplished during phase 1

The objective for phase 1 was to find and build up the teams of people both in Russia and internationally, that are willing to commit time, resources, their competence, know-how and their networks towards the creation of the Russian Quality Award. In order to achieve the objective a number of outputs were defined (see the above matrix). The description below comments on the outcome in each programme area, mainly as they are described in Recomate's report on accomplishments².

1. **Leadership Network:** As described in the report on accomplishments, the *Core Team* (1.1.1), the *National Forum for Quality* (1.1.2) has been initiated while the idea of creating an international advisory board was abandoned during phase 1, as there were so many at the time in Russia. It was determined instead to work with various foreign organisations. The process of creating these networks is however vague and many of the planned activities for this project area are not mentioned in the accomplishments (for example seminars for leadership groups development and development of materials). The identification of and meeting with leaders have been done according to the plan. 50 business and government leaders around the NW region of Russia have been interviewed and introduced to the RQA and TQM ideas.
2. **Quality awareness campaign:** The report from phase one does not contain any information on the establishment of a *Core Team* (2.1.1) for the campaign. It may be that it has been set up informally, since most activities have been implemented in this area. The *National Awareness Campaign* (2.1.2) started according to plans. Citizens, students, managers etc. have been informed about the RQA through many publications in media and a brochure (in both English and Russian). 6 out of 10 planned seminars have been held in the region and the programme has also been presented to the Russian Duma. A formal link has also been established between the RQA team and the EFQM and SIQ authorities, and both of the two surveys related to values and beliefs of Russian leaders have been conducted. Hence, the national awareness campaign has been pursued according to plans and has even produced more results than intended (an evaluation of a TQM education programme to be adapted for application to the university programmes for students has been conducted in addition to plans). The *International Awareness Campaign* (2.1.3) has not been as successful as the national campaign. According to the plan, a survey on foreigners ideas of quality in Russia should have been developed, companies identified to participate in the international forum, international conferences attended and a strategy for international co-operation identified. A brochure about RQA (in English) has been developed and RQA has been presented in one conference.
3. **Quality Award Programme:** This area includes a wide range of activities and outcomes, most of which have been achieved. Translation, adaptation and creation of the criteria and self-evaluation process have been done together with a first evaluation of 12 pilot organisations. Materials for initiating the change process have also been created. Hence,

² The Russian Quality Award, phase 2, submitted 20 December 1997

most of the activities under *Criteria, Materials and Process* (3.1.2) have been conducted, although the procedure is not always explained in detail. *Identification of test companies* (3.1.3) has also been done according to plans. 12 organisations have been selected to serve as testing ground for the development of a Russian model of the QA.

Approximately 200 leaders from these organisations have been trained in RQA, improvement processes and their roles and responsibilities. *The Development of Assessors Programme* (3.1.4) has started with selection and initiation of 60 persons to be trained as Quality Assessors together with education of trainers of the assessors. The materials for the training of these and for those training the trainers have also been created, as well as matching of international assessors with pilot organisations. Lastly, the *Procedures and Strategy* (3.1.5) of the QA have been created and installed during this first phase. The question of which type of award there should be seems therefore to have been solved, although the process of determining is not as elaborated as in the plan.

4. **Institution and Organisation building:** The work on identifying needed resources, strategy, procedures and potential risks for creating RIQ have begun with an initial feasibility study, in preparation for a more complete business plan. Also, approximately 120 letters of interest in applying for the first RQA have been received and 60 full reports and fees submitted for the formal evaluation for participation in the Award. The initiation of the RIQ has started with search for leadership and top management. VNIIS has been responsible for creating and implementing the RQA and a Senior Council, representing different walks of life, has been established to oversee the strategy and procedures of the RQA. Also, RQA has been sanctioned by the passing of the presidential decree No 423. These activities are however insufficient for obtaining the planned target for this programme area during this phase, since the legal status, role and activities for the RIQ have not yet been determined.
5. **Develop the RIQ other Products and Services:** Russian and foreign organisations have been interviewed to learn about their needs from a Quality Institute and a survey has been conducted to learn about what product and services are being delivered by similar organisations around the world. A SWOT analysis on possible product and services has also been conducted.
6. **(Link to) Fund and Financial Incentives:** An evaluation of the possibilities to create links between the programme and financial incentives options offered by other aid programmes has been done as well as a with a meeting with EBRD. No surveys of existing funds and financial incentive schemes have been developed, but a study evaluating the flow of capital into and out of Russia has been conducted.
7. **Financing of the Quality Programme:** There have been meetings with different stakeholders to determine whether they were able to participate in financing of the RQA. The results of these meetings are not clear.

3.2 Results accomplished during phase 2

The objective for this phase was to develop and train teams responsible for leading and implementing the planned activities related to the RQA and establishing the infrastructure needed. In addition, the pilot organisations would implement the self-assessment and

improvement process within their organisations, and the results and experiences of the pilot organisations would be evaluated. This would be used to improve the RQA model, criteria and process and to initiate other companies to use this process. Also the organisation and infrastructure needed for the RQA was to be established and supported.

1. **Leadership network:** Instead of establishing one national and one international network, the two were combined to one during phase two. However, the participation of international leaders in this network has not materialised. The work has instead been focused on the national network, and initially 12 (now 11) pilot organisations have been selected for this. These companies represent different sectors in the Russian society – for example one technical university, one elementary school, one bank and one electronic factory. The network is more of an informal network and a reference group for the programme.
2. **Quality Awareness Programme:** A number of articles have been published on quality, both in Russia and internationally, and RQA has been promoted on TV and radio in Russia. The awareness about TQM in Russian has also been promoted through training in TQM for 35 professors and senior staff from the Moscow State Institute for Steel and Alloys. Information material on RQA has also been distributed. Hence, most of the planned activities in relation to the *National Awareness Campaign* (2.2.1) during phase two have been implemented. A second survey concerning the opinion of Russian leaders regarding company success has been conducted. The planned activities for the *International Awareness Campaign* (2.2.2) have been reduced as compared to the first phase, and have also been implemented. Articles have been published in international journals and newspapers, and the RQA has been presented at an international conference.
3. **The Quality Award Programme:** The first Quality Award competition was held in December 1997, with 6 winning companies. The *Criteria and Process* used by the test companies (3.2.1) were evaluated and a draft version of the EFQM Quality Award was presented. Recomate AB and the consulting team visited the 11 pilot companies and contacts between them have continued. Two of the pilot organisations submitted their application for the 1998 RQA competition. Several of the “internal drivers” in the pilot organisations are also active in the 1998 Award as assessors or lead assessors. Hence, the activities related to the *Pilot Cases* (3.2.2) have been conducted as planned. Also the *Development and Distribution of Pedagogic Materials* (3.2.3) has been accomplished accordingly. A formal evaluation scheme and the methodology for collecting the evaluation from stakeholders in the RQA have been developed, the training for professors in TQM created and delivered, methods for training of lead assessors developed and the work on the case studies has started. The *Development and Work of Assessors* (3.3.4) have also been conducted. 100 have been trained to be assessors, and 63 of these have been certified by VNIIS (of whom as 29 lead assessors). Finally, the *Procedures and Strategies* (3.3.5) have been developed. The RQA has been developed and the application process to the 1998 RQA competition is well under way. The winner of the RQA will be presented during November 1998. To summarise, the outputs related to the Quality Award Programme have been accomplished according to plan.
4. **Institution and organisational development:** The design of the organisation to carry on the work with RQA has not yet been developed. A first draft business plan has been elaborated, and discussions are being held with VNIIS and Gosstandart about the

organisational form of RIQ. Hence, all the activities connected to *Business Development for Business Plan* (4.2.1) have not been conducted. Neither have the *Legal Issues* (4.2.2) related to the establishment of RIQ been solved or *Identification of Other Products and Services* (4.2.3) been accomplished. The work to create *Links to National and International Networks* (4.2.4) has started, with an international survey and a visit to the American Quality Award. In summary, the activities related to institutional and organisational development have not been completely implemented according to plans. The structure and form of the RIQ must be further elaborated.

5. **Internal funds and financial alternatives:** The work with establishing links with different funds has not yet been fruitful. A meeting was set up with TACIS for inclusion of the programme in TACIS programme for Russia, but this was not successful. The Project Core Team will turn to EBRD as soon as the prevailing financial crises admit it.

3.3 Achievement gaps and problems

In appendix 3 is a matrix, which compares the results with the targets in each programme area. In summary, the main conclusions are discussed below. This section will address some of the more tangible and important gaps in achieving the objectives as reported and as observed during the visit to Russia.

Quality Network

The leadership and quality network is composed by the pilot organisations, the certified assessors and the staff of the Technical Secretariat of VNIIS. It seems as if the network is not yet a self performing movement, but that it still needs energy from the programme management to really get together and share experiences.

The role of the international team is unclear. As was mentioned above, an International Advisory Board never materialised. Some of the international experts that were supposed to be appointed for more general and institutional support were contacted. Interviews with them demonstrated that they did not know what role they were supposed to play in the programme.

Quality Awareness

The general awareness campaigns started according to plans in phase one with a wide range of activities. Many articles have been published about RQA, and the Project Core Team has invited media to a lot of different events related to the Award. Hence, the national campaign has performed rather well while the international has been less successful. Whether this has had any effect on international networking is difficult to say, but the participation of international companies and leaders is lesser than anticipated.

The difference in fulfilment between the international and national awareness campaign could perhaps be explained by a change of importance of the two project areas in relation to each other. The consequence of this might be the reallocation of both time and efforts between these objectives that is evident from the report on accomplishments. One example is the change from two networks (one national and one international) in phase one to one common network in phase two. This may be a change for the better, since it will enhance co-operation between national leaders.

It is uncertain whether the awareness campaigns were conducted as a means to get in touch with pilot organisations and potential assessors, and what role awareness creation plays today.

Quality Award

During both phases, but especially the second, a lot of activities have been concentrated on the *Quality Award Programme* – the pilot organisations and the development and implementation of the RQA process. This component is by far the most extensive, both in relation to costs and efforts, and the plan has been very ambitious. The project area has also been successful in terms of results, among which were the first Quality Award held during the second phase.

However, the work related to this programme area has mainly focused on the pilot organisations and the introduction of TQM in these. The initial plan was to include 15 companies in this component, but after a thorough consultation only 13 were selected. Out of these 13, two have already pulled out³. During the interviews with the present pilot companies it turned out that a further 2 companies have difficulties in applying the self-assessment methodology⁴. Considering the focus on this component, it may if worst comes to worst prove that only a limited number of companies have been able to benefit significantly from the programme (see further in section 3.5 below).

The selection of the test companies (conducted during phase one) was nevertheless a reasonable strategy in the programme. The companies were chosen to represent different sectors in the Russian society, as well as different regions within NW Russia. One effect of it was also the launching of the Quality Award in St Petersburg, where several of the pilot organisations took part and received premiums.

RIQ

An important, not to say decisive, part of the programme is the institutionalisation of the RQA and the process of continuous encouragement and dissemination of TQM. The vehicle intended to do that is the Russian Institute of Quality, RIQ.

A RIQ is supposed to be responsible for initiating and driving the RQA in the future. The chosen strategy was to start with defining the products and services of a RIQ (i.e. RQA) to prove its role rather than to start an empty institution. However, the legal form, role and activities of RIQ have not yet been elaborated. As an example, it is not clear whether the institution should be a part of VNIIS or an independent organisation, leaning more on the corporate sector. Using VNIIS would have the advantage of allowing building on an already existing organisation. On the other hand, Quality Institutes in Western countries are more imbedded in the corporate sector, and having a RIQ under government management might reduce the corporate sector's appreciation of RIQ. Also in St Petersburg, the award has been driven by Test St Petersburg, which is the regional Gosstandart body. In fact, this issue is probably one of the key issues in the continuation of the quality management movement in Russia.

³ Ericsson (Moscow) participated from the beginning, but did not complete the self-evaluation process. They have not formally dropped out. Another company, the restaurant Grand Imperial, considered it to be too costly in terms of time and efforts, and decided to pull out after some time.

⁴ The technical university in Moscow and the elementary school in St Petersburg have problems in pursuing the improvement programmes.

Another important part of this component is the composition of the jury that will assess and select the winners of the RQA. The members in the present councils, both in Moscow and in St Petersburg, are politically appointed and recognised for their leadership in Russian society. This format contrasts with the jury procedures in Western awards, where the average composition includes at least 50 % from the private industry. This eliminates any suspicion that prizes are awarded to politically well connected companies. The programme management has already warned that the present jury system is not ideal, but there seems to be little understanding of this argument. The programme management has also proposed training of the jury members, but even this has so far been rejected

A related problem refers to the future financing of RIQ and RQA (see also below). As long as the government pretends to be the driving force behind the process, it is not likely that sponsoring by private companies will provide any significant resources to the RIQ. Even in a wholly non-government environment, there are no easy ways of securing the necessary funds for a RIQ, particularly under the prevailing financial circumstances in Russia.

Financing

So far, no links for financial support have been established to ensure the continuation and expansion of the programme. While connecting RQA to existing EBRD programmes probably is a desirable solution, other ways of financing could be evaluated, such as tax incentives, different funds within donor organisations or Russian funds.

3.4 Cost-effectiveness

The cost-effectiveness will be assessed in the following way. First the unit costs, particularly the consultancy fees, will be compared to similar assignments, and to the stated benefit of these inputs. Then the structure of the programme expenditure will be analysed, both as regards its composition and its outcome in relation to the budget. Thirdly, the expenditure per programme area will be compared to the results and impact of that area. Finally, an overall assessment of the programme, if it renders "value for money" will be attempted.

Recomat AB charges fees that must be regarded as a bargain for Sida and the programme, considering the opportunity costs for the Swedish consultants involved. This impression is further solidified by the high esteem that is expressed by the Russian clients, i.e. the pilot organisations and the assessors. There is some mentioning about the special Russian conditions – the Russian soul – that the Recomat AB consultants not considered able to handle, but apart from that all key stakeholders interviewed are very satisfied with the training and or advice. A cost-benefit analysis on these terms thus shows a net benefit over costs.

As to the expenditure structure, the table below summarises the budgeted and actual expenditures of the second phase up to and including August 1998 (eight months). A more detailed follow-up is attached in Appendix 4.

BUDGET PER PROJECT AREA

Project area	Budget; SEK	Percentage of budget	Actual cost, SEK	Percentage of total actual cost	Variance, SEK	Variance, percentage
1. National leadership networks	58 800	1,0%	27 400	0,5%	31 400	53,4%
2. Quality awareness project	652 900	10,9%	440 300	8,5%	212 600	32,6%
3. Quality Award programme	2 761 050	46,0%	2 569 400	49,6%	191 650	6,9%
4. Institutional and organisational development	142 200	2,4%	118 300	2,3%	23 900	16,8%
5. Link to other funds and activities	91 600	1,5%	84 500	1,6%	7 100	7,8%
6. Administration	2 293 450	38,2%	1 943 600	37,5%	349 850	15,3%
TOTAL	6 000 000	100%	5 183 500	100%	816 500	13,6%

The table requires some comments. From the budget it appears as if more than a third of the programme is used for administration, an unreasonable high figure. However, the item contains the full time for two assistants and half time for the programme manager plus the expenses for site follow-up. Since a large share of these expenditures in fact consists of consultancy support and advice, the real administrative content is much less. It could, possibly, be good to ask Recomate to assess how much of the time for administration that is strict administration and how much that should be labelled consultancy services to the clients.

As has been mentioned earlier the Quality Award programme uses up the bulk of the resources, almost half both in budget and actual terms. It is probably correct to add some of the time accounted as administration to this component, which further emphasises the weight of this component.

It is interesting to note that the programme is implemented much according to the budgeted pace. The relative weights of each budgeted programme areas are almost identical with the relative weights in actual disbursements. The variances are quite small with the exception of the leadership network, where, however, the absolute figures are limited. Hence, the execution of the budget does not show any substantial delays or cost overruns.

If the expenditures per programme area are compared to the results as described in the previous section the following picture emerges:

Programme area	Actual expenditures (SEK)	Results	Comments
Leadership network	27 400	Informal quality network	Result in line with expenditure level
Awareness	440 300	Training of professors; Conferences, books and articles	Results in terms of awareness creation difficult to assess
Quality Award	2 569 400	Training of 63 assessors, self-assessment in 11 pilot organisations; 2 quality awards	Good impact both among assessors and pilot companies; risk for drop-outs among pilots
Institution building	118 300	Draft business plan for RIQ; Survey of QIs in other countries	Different views on award format; possible stalemate
Financing	84 500	Meetings with TACIS and EBRD	Results in line with expenditure level

It is, of course, not always relevant to say that the results are a mere effect of the resources spent. However, it comes as no surprise that the rather substantial results as regards the quality award is also connected to the high spending in this area. Similarly, the limited resources spent on leadership network and financing may to some extent explain the meagre results in these two areas. In this sense, it may be that the allocation of resources has not been the most efficient.

One can also claim that the concentration on the quality award and the pilot organisations makes the programme more sensitive to risk. Say that the approach of having the pilot organisations serving as vehicle both for the promotion of the TQM and the spine in the programme should fail – what would then be the impact of the programme in Russia (see also further below)?

3.5 Relevance

The programme was definitely very relevant when it was started. The need to adapt the often very large and former state-owned companies, which had grown up in a situation where risk was eliminated, to market conditions was and is huge. Several of the interviewed persons claim that management did not exist in the Soviet Union. What was produced was simply delivered to the next step in the production or consumption chain. The long-term survival for most of these companies is intimately tied to their ability to develop and apply market based management systems. In this respect, TQM comes in as a very good complement for ISO certification, which is a necessary requirement for most export business. The fact that TQM stresses continuous quality management through self-assessment and improvement programmes makes in an even better tool than the more momentary certification procedure.

However, the conditions have changed dramatically since August 1998. Out of the 12 pilot organisations, 2 have already left the programme due to various reasons. Some other organisations have problems, mostly related to strict financial survival, of applying TQM under present circumstances. For instance, they find it hard to motivate the work force when salaries have not been paid properly or when production comes to standstill because they cannot pay suppliers.

With the benefit of hindsight, a larger emphasis on export companies in the selection of pilot organisations might have reduced the risk exposure stemming from the macroeconomic debacle.

Another problem related to relevance is the fact that the award process in Russia is government driven, rather than private sector driven. As was mentioned above, any suspicion that the award is a political price will risk killing the serious private sector companies' interest in participating in RQA or in regional awards in the future. It is a remaining problem to have the RQA embedded in the business sector.

3.6 Impact, Replicability and Sustainability

Only few of the pilot organisations can, again mainly due to the present economic turmoil, demonstrate any significant impact on their business as a result of the programme. Mikron definitely claims that TQM has put the company in a better situation, whereas the others say that TQM has had a great impact in their understanding about management, but this has not yet had an effect on their financial results. In the case of the technical university in Moscow and the school 470 in St Petersburg it is also difficult to evaluate the impact.

The main strategy in the programme is to anchor the quality movement in Russia in a number of pilot organisations. With these being able to demonstrate increased excellence, they would serve as role models for the dissemination of quality management in their respective sectors: manufacturing and service sectors, higher education, elementary schools. Although there are attempts to spread TQM to competitors/colleagues in the sector, as done by e.g. Sevkabel, this is not the general picture. Maybe the network is not yet big enough to expect this effect on replicability.

As regards the *financial* sustainability, this remains a problem both a company level as well as at institutional level. But whereas the problem at company level is a reflection of the post-August situation, the financial sustainability at institutional level is more ideological. A RIQ will probably never become financially sustainable unless it is broadly supported by the Russian corporate sector. The role and ownership of RIQ thus is the main key to the institutionalisation of RIQ and the long-term driver behind TQM in Russia.

The *institutional* sustainability at company level is high. The pilot organisations really appreciate TQM and have made it an on-going exercise. However, they claim that they need further consultancy support to have it completed as the main management tool. At institutional level the sustainability is totally dependent on the financial sustainability, as described above.

4 Recommendations

It should again be emphasised that the programme has been implemented according to plans and that the quality of the services is regarded to be very high, both by the pilot organisations, the assessors and the Russian counterpart organisations. Most of the outputs during phase 1 and 2 have also been accomplished. Yet, it would be hazardous to continue implementation as a simple progression of the present orientation. The reason for this is mainly the post-August 1998 events, but also the difference in view on the future RIQ.

One can quite clearly see that if the present economic difficulties prevail for some time to come, then some of the pilot organisations will not be able to pursue TQM. In fact, a number of them might have to close down. With this in mind, three options seem to be at hand.

The first is to continue largely with the *business as usual*-approach. This would imply support to the remaining pilot organisations in implementing the improvement programmes emanating from the self-assessment, supporting the establishment of a all-Russian quality

assessors association, discussing with Gosstandart and VNIIS about the role of RIQ and supporting the dissemination of the award to more regions.

The benefit of this approach is that it would provide external energy to maintaining the TQM process, and hopefully engage more companies and potential stakeholders in the process. The risk is that a majority of the pilot organisations cannot implement the improvement programmes and that the bone of contention as regards the view on RIQ cannot be resolved. This would entail that the end result of the programme is an association of Russian quality assessors without a market, and two or maybe three Russian Quality Awards and some links with SIQ and EFQM, but no real quality drive in the Russian corporate sector. A total investment of more than SEK 10 million would then risk to have had only a slight impact.

The second option is to focus entirely at the *corporate level* and the association of quality assessors. The strategy here would be to continue supporting those organisations that can sustain the present financial turmoil and to invite new pilot organisations with this capacity. This option would imply a shift from working with representative of different sector in the Russian society to the more fitter and probably export oriented organisations. In this way, a sufficient number of able organisations would constitute the driving force in the quality movement. Besides, these new companies could also serve as a matchmaking market between the existing assessors and the international experts. The idea would be that members of the Russian quality association supported by the international experts would perform training in the TQM concept.

The benefit here is that the quality movement would gain new members and that the association would find a market for external services. The debate on RIQ would be left for the association of assessors to sort out with the government, and would hopefully imply that the private sector interests would get the upper hand. No external funds would be invested in RIQ until the issue has been settled in an appropriate manner. The risk is that it may prove a difficult, and maybe costly, task to find and encourage other companies to join the TQM-movement. There might also be some bad will from refraining from supporting the governmental structure to maintain responsibility for the award procedure, but this is a risk that obviously must be taken.

The third option is to *close down* the programme. This alternative should only be chosen if it is felt that the economic crisis cannot be managed and option 2 is not considered feasible. The main benefit in this alternative is that no more money will be lost. The main risk is that the quality awareness established so far most probably will evaporate.

Against this backdrop option 2 seems to offer the better benefit-cost ratio. The recommendation is that Sida takes this option as the point of departure in its assessment of a proposed continuation of the programme. In this assessment should also be included a commitment to scale up the support back to the initial plan (option 1) as soon as the economic stability in Russia is considered regained.

Appendix 1: Terms of Reference

Uppdragsbeskrivning 1998-08-25

UPPFÖLJNING AV PROJEKTET FÖR UTVECKLING AV EN RYSK KVALITETSUTMÄRKELSE (RUSSIAN QUALITY AWARD)

1. Bakgrund

Med finansiellt stöd från Sida påbörjade Recomate AB i april 1996 ett projekt i samarbete med Gosstandart i Moskva för att etablera en rysk kvalitetsutmärkelse - Russian Quality Award (RQA). Det övergripande målet med insatsen var att öka kvalitetstänkandet i rysk industri och i förlängningen även för andra delar av ryskt samhällsliv. Den första fasen av projektet, som avslutades i juni 1997, omfattade bl a följande aktiviteter:

- Identifiering av en kärngrupp av organisationer och individer i Ryssland som skall fungera som den drivande kraften bakom RQA.
- Sex seminarier på temat "Varför kvalitet?" och "Varför RQA?" hölls för opinionsbildare i sex olika städer i Ryssland (Moskva (2), St Petersburg (2), Jaroslavl och Repina). Dessa seminarier arrangerades i samarbete med den lokala Gosstandart-filialen i respektive stad.
- En undersökning av inställningen till kvalitet genomfördes i 900 ryska organisationer och företag.
- 12 pilotföretag identifierades för test av kriterierna för RQA. 120 personer med chefsbefattningar på dessa företag utbildades för att kunna fungera som förändringsagenter för förbättrad kvalitet inom det egna företaget. Företagen återfinns företrädesvis i Moskva- och St Petersburgsregionen.
- Kriterier för den första RQA fastställdes baserat på den svenska motsvarigheten. Anpassningar till ryska förhållanden gjordes genom tester på ovan nämnda pilotföretag.
- 60 personer utbildades till att bli certifierade kvalitetsassessorer. Dessa användes vid bedömningen av de 68 företag som anmält sig till den första RQA-tävlingen. Utmärkelsen RQA delades ut i Moskva för första gången i november 1997.

Sida beslutade i november 1997 att med 6 000 000 kr stödja en andra fas i projektet som planeras pågå till december 1998. Aktiviteterna i denna fas är framför allt inriktade på att institutionalisera den ryska kvalitetsutmärkelsen. Detta görs bl a genom att stärka de nationella nätverken för kvalitetsarbete, vidare anpassa kriterierna för RQA till ryska förhållanden samt utveckla organisationen som skall marknadsföra och administrera RQA. Detta innebär att Sida totalt beslutat om 9 967 000 kr till stöd för detta projekt.

För att säkerställa RQA-projektets fortlevnad har Recomate förutsickat att det kommer att behövas en avslutande tredje projektfas under 1999. Initiativ till att inkludera RQA-projektet i Tacis Action Programme for Russia 1998 har inte lett till några resultat.

2. Syfte

Sida har beslutat genomföra en utvärdering av ovannämnda insatser. Syftet är att få

- a) en bedömning av hittills uppnådda resultat och effekter, samt
- b) ett underlag för ställningstagande om finansiering av en tredje fas i projektet.

3. Konsult

För uppdragets genomförande har valts Lars Rylander, SPM Consultants. Rylander har stor erfarenhet av utvärderingar av svenskt utvecklingssamarbete och genomförde bl.a. på uppdrag av Sida en utvärdering av svensk-ryskt postsamarbete i St Petersburg hösten 1997.

4. Uppdraget

Utgående från projektdokumentation som tillhandahålls av Sida skall intervjuer genomföras med såväl den svenska parten, Recomate AB, som den ryska parten, Gosstandart i Moskva.

Information skall även inhämtas från andra källor såsom ryska pilotföretag, företag som deltagit i RQA-tävlingen, ryska kvalitetsassessorer samt andra svenska parter som deltagit i projektet - framför allt Swedish Institute of Quality (SIQ). Förutom en resa till Moskva förutses även en resa till någon annan berörd region, förslagsvis St Petersburg, där intervjuer görs med RQA-ansvarig personal på den lokala Gosstandartfilialen samt pilotföretag, deltagare i RQA-tävlingen och kvalitetsassessorer

Den skriftliga redogörelsen skall vara på engelska och omfatta följande:

1. En översiktlig beskrivning av samarbetets förlopp speglat från bägge parter utsagor och den skriftliga dokumentationen.
2. En bedömning av det svenska tekniska samarbetsprojektet utifrån följande kriterier:
 - a) Måluppfyllelse
 - b) Orsaker till hög/låg grad av måluppfyllelse: Hänsyn tas till bl.a. organisatoriska, administrativa, finansiella, institutionella etc.
 - c) Kostnadseffektivitet; denna bedömning skall omfatta en jämförelse mellan budgeterade och verkliga kostnader, samt eventuella avvikelser och det rimliga i/orsakerna till dessa
 - d) Förutsättningar för hållbara effekter av projektet.
 - e) Projektens relevans i förhållande till mottagarlandets behov och prioriteringar.
3. Baserat på de ovanstående slutsatserna skall konsulten ge Sida rekommendationer för ställningstagande om finansiering av en tredje fas av projektet.

I samband med rapporteringen skall konsulten dessutom inkomma med ett manus till Sida Evaluations Newsletter enligt bifogade anvisningar (Annex 1) samt fylla i Sida Evaluations Data Work Sheet (Annex 2)

4. Tidplan

Utvärderingen beräknas ta 15 arbetsdagar. En preliminär rapport skall inlämnas till Sida senast den 2 November 1998 och en slutgiltig rapport skall vara Sida tillhanda senast den 16 November 1998.

Appendix 2: Documents reviewed and persons met

Documents reviewed:

Sida: Uppdragsbeskrivning 1998-08-25. Uppföljning av projektet för utveckling av en rysk kvalitetsutmärkelse (Russian Quality Award)
Sida: Beslut 1996-04-19
Sida: Beslut 1997-11-04
Recomate AB: Creation and establishment of the Russian Quality Award and Russian Institute for Quality (draft 2)
Recomate AB: The Russian Quality Award, phase 2, July 1997 to December 1998.
Recomate AB: Proposal to Sida. To ensure the sustainability and further diffusion of the Russian Quality Award. Phase 3 – January 1999 to December 2000.
Recomate AB: A brief summary of the Programme: The Russian Quality Award.
Recomate AB: Russian Quality Award. Summary of activities and accomplishments from 21 April to 20 June 1998.
Recomate AB: Russian Quality Award. Update on costs incurred – phase 2 – as of August 1998.
EFQM: Self-Assessment; Guidelines for Companies, 1996
The world's most successful organisations have something in common. Now you can join them. (Brochure)

Persons met:

In Russia

Evegeny V. Belov, Deputy Head, Department for Technical Policy in Certification, Gosstandart
Vladimir I. Galeev, Head of Technical Secretariat, VNIIS
Vladimir Dubinin, Deputy Head, Technical Secretariat
Magarita Vargina, Technical Secretariat
Viktor Soloviev, vice rector, Moscow State Steel and Alloys Institute
Konstantin Kossyrev, Moscow State Steel and Alloys Institute
Vladimir Nesterov, General Director, LEPSE
Vladimir Mosorov, Technical Director, LEPSE
Genadii Krasnikov, General Director, Mikron
Vitalii Panasyuk, Quality Director, Mikron
Gennaii Kutlinsky, expert assessor, Electrostal
Alexander Shestakov, expert assessor, ex-Parus
Juri Echikov, Technical Director, Sevkabel
Vladimir Burov, Quality Director, Almaz
Oksana Babiecheva, Test St Petersburg
Olga Vinokurova, Principal, School 470
Alexey Moussakin, Director Strategic Planning, Energomashbank
Vladimir Timofeev, expert assessor, Electrosila

In Sweden

Sari Scheinberg, Programme Manager; Recomate
Anna Korsoun, Recomate
Oleg Bogdanov, Recomate
Jan Johansson, Sida
Johnny Lindström, President SIQ
Beate Forsberg, ex-SIQ

Appendix 3: Summary of plans and accomplishments, phase 1 and 2

Summary of plans and accomplishments, phase 1:

Activities:		Planned to be accomplished during phase 1 (March 1996 – June 1997):	Accomplished during phase 1:
1. Leadership Networks	1.1.1 Core team development and strategy building	Identify leaders and core team; define work plans and persons working with the leaders; identify needed resources.	Core team, leaders and persons working with the leaders identified.
	1.1.2 National network for quality	Prepare package for leaders; define role, responsibilities and rights of the network; identify stakeholder groups for participation; identify and interview of potential leaders; select Quality Network participants.	Personal introductory meeting with over 50 business and government leaders in the NW region to introduce and discuss RQA and TQM.
	1.1.3 International Advisory	Develop materials; define roles, responsibilities and rights; identify and select leaders and participants; plan for NQN and FAB meeting; conduct offsite seminar for leadership groups development.	Teams of both national and international experts (both for general support and responsible for specific outcomes) have been formed. Not yet been formalised.
2. Quality Awareness Programme	2.1.1 Core team development and strategy building	Identify leaders, persons working with leaders and core team; plan meeting; develop strategy and action plan; identify needed resources.	Leaders, persons and core team identified; strategy and action plan developed; needed resources identified.
	2.1.2 National awareness programme	Identify and meet with (mixed) groups to create and implement the campaign; prepare materials and conduct 10 seminars; design and conduct survey on current attitudes; develop alternative strategies for the campaign; propose strategies for National Campaign.	Publications in journals and newspapers; brochure (in English and Russian); 6 seminars in the region; presentation of RQA to the Duma; 2 surveys on values and beliefs among Russian leaders; evaluation of TQM education programme for universities.
	2.1.3 International awareness programme	Identify and meet with leaders and core team; develop action plan; identify needed resources; define persons to work with the leaders; develop materials for information and communication; develop survey for perception of foreigners ideas of quality in Russia; identify and meet with key leaders of foreign Quality Institutes; identify and meet with companies to participate in international forum to support for RIQ; attend international quality conferences; plan and conduct meetings with representatives from institutes and companies to identify strategy for international co-operation.	Brochure in English on RQA; creation of a formal link between RQA team and the EFQM and SIQ; Russian experts have attended international conferences and meetings in Sweden and Brussels.
3. Quality Award Programme	3.1.1 Core team development	Identify and interview team of experts to develop criteria and process; determine criteria; identify advisors to support working group (SIQ, EFQM); develop and conduct introductory training and team building for core team.	Core team, experts and advisors have been identified; determination of criteria initiated.
	3.1.2 Criteria, materials and process	Evaluate first QA; conduct and evaluate study of 50 organisation to identify Russian core values in business; design process to evaluate criteria and process; present revised criteria and process to advisory group; write case study of Russian organisation for use in	Translation, adaptation and creation of the criteria and self evaluation process;

		assessors training; determine ideas and methods for doing complete pilot test; create all materials to initiate QA.	
	3.1.3 Identification of test companies	Identify 10-15 test companies; select first test group (5-10 organisations) design training programme to initiate companies into the QA process; conduct seminar with all participants in test group.	Creation of pedagogic materials and the process to initiate the change process in the region;
	3.1.4 Assessors development programme	Identify 10-15 organisation to participate in RQA test process; develop criteria for selecting "qualified managers" from within organisations; identify 1-2 persons in each organisation to be internal quality improvement consultants; identify foreign assessors to participate (as trainers and assessors); design training of assessors; develop criteria to create assessor team; match assessors to companies; present strategy to acquire and develop assessors in the future.	Selection of 15 test organisations in NW Russia; training of app. 200 organisation leaders in the pilot organisations in the RQA; evaluation of 12 pilot organisations; selection and initiation of 60 assessors and of trainers of the assessors; creation of materials and programme for training the trainers of the assessors and the assessors themselves.
	3.1.5 Procedures and strategy	Determine how many and types of awards; determine quality diffusion and distribution network.	Creation of QA Policies and Procedures document; installation of first RQA; visits to SIQ; receipt of app. 120 letters of interest in applying for RQA and app. 60 full reports and fees submitted for the formal evaluation for participation.
4. Institution and Organisational Building	4.1.1 Business idea development	Identify working team; determine key business and activity for RIQ; identify needed resources; propose strategy on how to proceed to NQN.	Creation of an initial feasibility study for the development of a business plan (outlining strategy, resources needs, potential risks).
	4.1.2 Legal status	Identify legal alternatives; select legal form; register organisation.	The passing of the Presidential decree N 423 sanctioning the RQA to exist;
	4.1.3 Leadership and top management	Search for top leadership; identify training needs for individuals and team; propose on how to continue.	The creation of the Technical Secretariat within VNIIS responsible for the RQA; the creation of a Senior council established to oversee the strategy and policy of RQA; Russian experts have attended international conferences.
5. Develop the RIQ other Products and Services		Identify alternative products and services that could fit RIQ business profile in addition to QA programme (based on operating costs, income sources, and experiences from other QI).	Over 50 organisations (Russian and foreign) have been interviewed to learn about needs from a QI; survey of QI:s around the world to learn about what product and services are being delivered.
6. Fund and Financial Incentives		Identify possibilities to create a fund or financial incentives to support organisations that attempt to improve.	Evaluated possibilities for creating links between the programme and financial incentives options sponsored by other Aid or support programmes; meeting with EBRD.
7. Financing of Quality Programme		Identify projected costs for developing and running RQA and RIQ during next 3 years; identify alternative sources for financing; interview sources to acquire the funds; submit proposal for phase one financing to Sida and Bistrot.	Meetings with stakeholders: SovAsq, Ministry of Industry, Ministry of Economy, Gosstandart, association of entrepreneurs, Academy of problems in quality, Tacis, Sida.

Summary of plans and accomplishments, phase 2

Activities:		Planned to be accomplished during phase 2 (July 1997 – December 1998):	Accomplished phase 2:
1. Leadership Networks	1.2.1 National Network	The creation of the National Quality network	11 pilot companies have been selected, representing different sectors; the leaders of VNIIS have formally agreed to support the development of various Networks in Russia.
	1.2.2 Foreign Quality Network	The creation of the Foreign Quality Network	Foreign network has been included into the National, to ensure co-operation.
2. Quality Awareness Programme	2.2.1 National Awareness	Creation and implementation of the national awareness programme; presentations in different media; 4 regional seminars; publish and distribute information materials; participate in different sector associations; survey concerning Russians leaders' opinions regarding company success; introduction of TQM education to students and trainers; adaptation and delivery of TQM training programmes to managers in competence development.	The first Open House day; over 50 articles in local newspapers; promotion on TV and radio; a two-day training in TQM for 35 professors and senior staff from Moscow Steel and Alloy University in Moscow suburban area; continued work on 3 books (pilot organisations participate); promoting materials for RQA (brochure, posters, press releases).
	2.2.2 International Awareness	Visits and benchmarking to international conferences; presentation of RQA at conferences; presentation of materials in journals, newspapers etc.; creation of RQA web site.	Presentation of RQA at international conferences (Brussels, USA, Sweden); the first Open House day; articles in international newspapers.
3. The Quality Award Programme	3.2.1 Criteria and process	Evaluation and adjustments of criteria and self-assessment process.	A draft version of the EFQM Quality Award is presented; evaluation of the criteria and process used by test companies started; first Quality Award competition held November 1997.
	3.2.2 Pilot cases	Selection of 10-15 pilot organisations and initiation of the change process within these; study tours to Sweden; evaluation of the pilot organisations.	Regular contacts are being held with Recomate AB pilot organisations in Moscow and St Petersburg (totally 11) and Recomate AB and the consulting team have visited them; the pilots have been to study visits to Sweden; two pilot organisations have submitted applications for participating in 1998 RQA competition; many of the internal drivers participating in the pilot organisations are active in 1998 RQA as assessors or leading assessors.
	3.2.3 Pedagogic materials development and distribution	Development of material to support organisations training and improvement (self help materials, case studies, software and instruction materials etc).	A formal evaluation scheme has been created and the methodology for collecting the evaluation from all stakeholders in the RQA programme; the design and scheme for training TQM for professors has been tested and delivered; design and method for training Lead assessors have been created and delivered; development of case studies started.
	3.2.4 Assessors development and work	Training of assessors will be developed and 60 assessors trained; creation of Assessors network.	7 seminars have been held with 29 persons trained and given certificate for Lead assessors; two-days training for leading assessors held; 63 assessors have been actively used by VNIIS in the evaluation of the applications for RQA.

	3.2.5 Procedures and strategies	Analysis of every process and procedure required to design, produce, inform, deliver, diffuse and evaluate the RQA; the types of Awards to be presented for Russia will be selected; production of the Awards.	The developed strategies and procedures have been documented, not yet implemented; the 1998 application process has started, this process is running more smoothly than the first year (app. 70 applicants).
4. Institution and organisational development	4.2.1 Business development for business plan	Development of document which outlines a business plan for RIQ; design of the organisation based on the business plan.	The first draft of the business plan has been presented; interview with VNIIS and Gosstandart about their visions for creating RIQ.
	4.2.2 Legal issues	Establishment of function and link to legal/financial advisor to keep up to date on these issues; register institute.	Legal issues not yet solved, the organisational structure has not been formed.
	4.2.3 Identify other products and services for RIQ	Identification of alternative products and services (based on market needs and trends, recommendations from international Quality Institutes etc).	Interviews with international QIs; interviews with VNIIS and Gosstandart.
	4.2.4 Link to national and international networks	Meetings with various quality organisations; formally joining the Global network of Quality, establishment of bilateral agreements.	41 of total 58 National Quality Institutes have replied the survey by Recomate AB; visit to USA (American Quality Award).
5. Internal funds and financial incentives		Establishment of formal relationship between EBRD affiliated banks and QA Programme; creation of the training programme for selected bankers from EBRD banks in RQA and TQM methods; plan for the creation of a best case example where a quality application was submitted to a bank and was used as a part of the approval material for a loan.	Meeting with TACIS not successful; will meet EBRD (after the bank crises).

Appendix 4: Budget follow-up**BUDGET PER ACTIVITY:**

Activity, phase 2:	Budget, SEK	Percentage of total budgeted	Actual cost, SEK	Percentage of total actual cost	Variance, SEK	Variance, percentage
1. National leadership networks	58 800	1,0%	27 400	0,5%	31 400	53,4%
2. Quality awareness project	652 900	10,9%	440 300	8,5%	212 600	32,6%
2.1 General awareness	279 600	4,7%	161 000	3,1%	118 600	42,4%
2.2 Sector seminars	0	0%	0	0%	0	0
2.3 TQM education	125 000	2,1%	54 000	1,0%	71 000	56,8%
2.4 PR and information	55 000	0,9%	32 000	0,6%	23 000	41,8%
2.5 Leadership survey	22 000	0,4%	22 000	0,4%	0	0
2.6 Institute visits	99 300	1,7%	99 300	1,9%	0	0
2.7 Conference presentation	72 000	1,2%	72 000	1,4%	0	0
2.8 Presentation in writing	0	0%	0	0%	0	0
3. Quality Award Programme	2 761 050	46,0%	2 569 400	49,6%	191 650	6,9%
3.1 Criteria and self assessment	44 350	0,7%	30 750	0,6%	13 600	30,7%
3.2 Pilot organisation	2 004 100	33,4%	2 007 000	38,7%	-2 900	-0,1%
3.3 Pedagogic materials and books	265 000	4,4%	141 000	2,7%	124 000	46,8%
3.4 Assessors development and training	366 600	6,1%	365 400	7,0%	1 200	0,3%
3.5 QA procedures and strategy	81 000	1,4%	25 250	0,5%	55 750	68,8%
4. Institutional and organisation development	142 200	2,4%	118 300	2,3%	23 900	16,8%
4.1 Business and organisation development	109 400	1,8%	86 200	1,7%	23 200	21,2%
4.2 Legal issues	(incl. in 4.1)	0%	-	-	-	-
4.3 Leadership and team development	0	0%	0	0%	0	0
4.4 Product and service development	0	0%	0	0%	0	0
4.5 Link to national/international quality networks	32 800	0,5%	32 100	0,6%	700	2,1%
5. Link to international funds and incentives	91 600	1,5%	84 500	1,6%	7 100	7,8%
PROGRAMME TOTAL	3 706 550	61,8%	3 239 900	62,5%	466 650	12,6%
6. Administration	2 293 450	38,2%	1 943 600	37,5%	349 850	15,3%
GRAND TOTAL	6 000 000	100%	5 183 500	100%	816 500	13,6%

Comments:

1. National leadership networks: A second meeting will be held in Dec. 1998.

2.1 General awareness: A final meeting will be held in Dec. 1998

2.3 TQM education: Part two (of two) will be delivered in March 1999.

2.4 PR and information: "PR idea" will be conducted in Dec. 1998.

3.3 Pedagogic materials and books: The books have not yet been published.

6. Administration: Fees for 14 of 18 months.

Appendix 5: Company briefs

Company: LEPSE Metal Net Plant; Meeting with General Director Vladimir Nestorov, Quality Manager Vladimir Masarov
Activity Manufacturing of metal nets, from micro nets, serving as filters, to larger steel nets, mainly for fencing and building material purposes. The company was established in 1928 as a Soviet state company. Production is presently reduced due to the August 1998 economic crisis, and the work force has been reduced from 750 to 500. Besides the reduced labour force now work one-shift rather than two or three shift. Turnover for 1998 was projected at 65 million roubles (at the pre-August exchange rate), but will most probably decrease since many national customers have disappeared. Export (of micro nets) is hampered by the fact that the raw material cannot presently be imported at competitive prices.
Experience of project As a former defence industry LEPSE had a tradition of quality measurement, although at a strict technical level. The present quality manager had initiated an ISO-certification in December 1995 through TUV, which was completed in December of 1996. LEPSE was then informed by Gosstandart about the coming project. They applied to participate and were selected following a visit by Recomate AB consultants. The self-assessment took place between September and November 1997, and their report was commented upon in January 1998. Based on the comments by Recomate AB, LEPSE has developed a work programme aiming at improved customer-relations and improved personnel management.
Results obtained Due to the present financial situation, LEPSE has not been able to fully implement the programme. In fact, one of their findings is that TQM needs to be adapted to Russian conditions, particularly the present conditions. "How can you motivate a worker that hasn't got his salary the last two months?" Apart from that, LEPSE felt that the project has given them new tools to apply, and that it came timely to maintaining the quality orientation purrrred by the ISO certification.
Comments Under present circumstances, the price, not quality in general, is decisive for the competitiveness; LEPSE also found it difficult to motivate staff when salaries not paid; Hence, the TQM model needs adaptation to Russian standards to be more beneficial.

Company: Moscow State Institute for Steel and Alloys Meeting with vice rector Victor Shevtsov and Konstantin Kossyrev,
Activity The Institute was established in 1917 as a training institute for the metallurgical sector in Russia. Training comprises both undergraduate and postgraduate education. Every year around 1 200 students enter the institute and approx. 800 graduate. The total number of students is 7 000. Before 1991 the graduates were distributed by the government to the various state companies. Today the students have to find job themselves, partly assisted by the Institute who tries to keep in touch with the demand for jobs. However, the metallurgical sector in Russia suffers from poor internal demand, and export sales are weak due to quality problems.
Experience of project The institute had already initiated quality work when they heard about the project through their contacts with Grosstandardt. They were selected to become a pilot company in late 1997 and have since been undertaking a self-assessment of their management quality. The results and recommendations of the self-assessment have been discussed with Recomate AB, and the quality programme is to be presented to the scientific board of the institute in November 1998. Initially the institute had problems with the terminology of the criteria involved in TQM. These are more adapted to the situation of manufacturing companies, not training institutes. The terminology needs to be adapted to the different types of organisations participating in the project.
Results obtained 20 teachers of the staff have been trained, and 2 have been approved as quality assessors. One professor has been trained to become internal trainer in quality management. The project has helped the institute to assess the quality of the training it offers to its students, and also the important role of the students as the institute's "customers". Consequently some courses have been cancelled and new courses have been developed. The training methodology will also focus more on shorter modules than on semester long courses. The training material will gradually be complemented with quality management contents. The institute's TQM-system will be audited in 1999. If that turns out OK the Institute will apply for the RQA in the year 2000.
Comments TQM has strengthened the Institute's comprehension of its needs to assess how the users of the Institute's services, i.e. the students and the employers, regard the quality of the training. However, it is difficult for the Institute to measure the results of the self-assessment, since the Institute does not operate with profit-related methods.

Company: Mikron Corporation Meeting with General Director Gennadii Krasnikiv and Quality Director Vitalii Panasyuk
Activity Mikron was established in 1964 as a scientific research institute. In 1991 the institute was commercialised and split into one scientific institute and one plant for manufacturing of inter-related microcircuits. In 1993 Mikron was transformed into a joint stock company, and was subsequently restructured and diversified. Its present turnover is 60-70 Million USD, and about 60% of total production is exported. The work force comprises 2 400 staff.
Experience of project Mikron concluded the agreement about TQM in early 1997. The self-assessment was performed during September – November 1997. After the feedback from Recomate AB 5 priority areas were selected for improvements. The work was managed by improvement teams with support from Recomate AB. Mikron's own estimation is that the company now commands the process of self-assessment and that it has established much better relations with its customers.
Results obtained The budget is decentralised; the marketing and training of sales personnel has been improved; the culture of Mikron has gradually changed into more customer and business awareness based on the new tools and the process orientation. ISO 9000 is being presently implemented in parallel with and facilitated by the TQM work.
Comments Mikron seems to be able to use the full benefit of TQM, also in the financial regime after August 1998. The company has not suffered any major drawbacks of the financial crisis, but rather strengthened its competitiveness.

Company: Sevkabel Meeting with Mr. Yuri Yegikov, Technical Director
Activity Sevkabel was transformed from a state company into a joint stock company after the perestrojka. It is traditionally one of the largest Russian suppliers of cables, from fiberoptical cables to wires. Its output consists of more than 1 000 products. Budgeted turnover before August was 20 million roubles per month, i. e. 240 million per annum. Export is rather limited. The sector suffers from shrinking demand and many manufacturers have faced reductions with 50% or more. Sevkabel has been able to expand its business with 140% over the last few years. However, the August events have made a dent in the business.
Experience of project Self-assessment has been implemented, both according to the proforma and to the award simulation approach. Work groups were established and identified the areas of improvement. Lately the questionnaire for people management was distributed to 300 staff. Besides, three award assessors have been trained, and altogether 42 staff has been trained in TQM.
Results obtained Sevkabel has reached a high level of TQM understanding. The company now works actively with customer complaints follow ups and market research. People management focus on systems for individual rewards and promotions based on suggestions of improvements. TQM has facilitated ISO certification, which is important for participation in international tenders, to be formally achieved in early 1999. Sevkabel intends to compete for the Russian Quality Award in 1999.
Comments Sevkabel has found some problems in working with work groups ("we are not used to work in teams and to define problems and objectives"). The company has also tried to encourage its suppliers to use TQM, but with only minor results.

Company: Almaz Meeting with Mr. Vladimir Burov, Quality Manager
Activity Almaz was established in 1901 as a shipyard. During the Soviet time, it was mainly a supplier of speedboats to the Soviet defence forces. Since then the civil production has increased, although the company still manufactures military vessels, also as export to third world countries. More recently, Almaz has developed capacity to produce railway carriages in aluminium. Only 5 – 7 % of the output is exported, which makes Almaz very dependent on the internal market. Also the fact that each sold product has a large value, takes a long time to deliver and requires financing during manufacturing makes the company very vulnerable to economic recessions.
Experience of project Almaz got their first contact with TQM through Deloitte & Touche in the mid 90s. It became a pilot company in September 1996 and concluded an agreement with Recomate in December 1996. Self-assessment started in 1997. During this time two assessors have been trained and certified and 45 of the company staff have been trained in TQM. Almaz has not been able to use the customer satisfaction criteria, since the company works with a limited number of clients at a time. Otherwise, Almaz particularly likes the process orientation within TQM. The self-assessment has also helped Almaz to develop a long term financial planing.
Results obtained Almaz won the quality award of St Petersburg in 1998 (although there are assessors who consider the award to be more political than based on actual excellence). The people management criteria led to a training program at several levels within the company. The company feels that the concept is difficult to translate to Russian in a way that makes it easy to communicate its content and ambition.
Comments Almaz suffers badly from the present economic environment. In order to fulfil present orders it needs more financial resources than it can find. In this situation, financial ingenuity rather than TQM is the highest priority. .

Company: Energomashbank

Meeting with Mr. Alexey Musakin, Director of Strategic Planning Department

Activity

The bank was founded in 1988 as a branch bank (financial company) of five large enterprises, among them Electrosila. It has then gradually developed into one of the 10 largest banks in St. Petersburg (before August 1998). Its market consists of three target groups: the client companies (which also are shareholders of the bank), small and medium enterprises and individuals living in the area where the bank has its main office. The bank has also branch offices in each of the four main clients and owners.

Experience of project

The bank had already begun the work of defining its strategy and had heard about the self-assessment method when contacts were established with Recomate AB. The contract was signed in mid 1997, and the self-assessment was carried out in November 1997. It led to a programme of improvement consisting of a project to define the business plan and mission statement, marketing development and a staff questionnaire. Some of the younger staff found the first lectures about western management "a bit boring", and that the whole concept would have benefited from being more computerised.

Results obtained

The strategic development plan was adopted in March 1998 in her form of a printed document distributed to all employees. The bank also launched a newsletter to clients, and does regularly undertake visits to the main clients. Nine staff members were trained as assessors. The lead assessor left the bank in August to take up the post as Quality Director in one of the main shareholders, Electrosila.

The second self-assessment was planned to take place in September 1998 but it was effectively stopped by the bank crisis. It is now said it will be postponed until December 1998.

Comments

The bank has been seriously hit by the crisis. It has yet managed to survive, and it is said that about 85 % of its clients have returned. Still, due to the difficulty situation, it can not be taken for granted that the bank will be able to undertake the second self-assessment.

Company: School 470

Meeting with Ms. Olga Vinokurova, Principal

Activity

School 470 is a normal elementary school for children between 7 – 17 years. During the Soviet time it had a specialisation in mathematics and technical subjects. After the perestrojka parents are more interested in language skills and humanistic subjects, but the school still gives emphasis on math and computer programming.

The school has 879 pupils and 70 teachers.

Experience of project

The school was visited by Recomate AB, probably since the school had a good reputation. Since the conditions for basic education had changed dramatically during democracy rule, the school management was motivated to apply new concepts of quality management.

It defined early its mission statement, sent out a questionnaire to the teaching staff, and based on that started implemented its programme of improvements. One staff member has been trained assessor.

Results obtained

The main results are that the teacher-student relation has changed in a way that is not easily accepted by all teachers. The traditional teacher authority is challenged by the new relations, and students are much more involved in curricula planning and daily school work.

At first the school management had problems in applying the business-oriented terminology, but that was modified after consultation with Recomate AB. Furthermore, parents have become more involved in the work of the school.

Comments

In the new economic situation, the spirit of some of the teachers has started to fade. They find it difficult to perform voluntary quality work when salaries are stagnant. The school 470 tries to generate additional income from after hours teaching in ballet and programming, but this income is yet only marginal.

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