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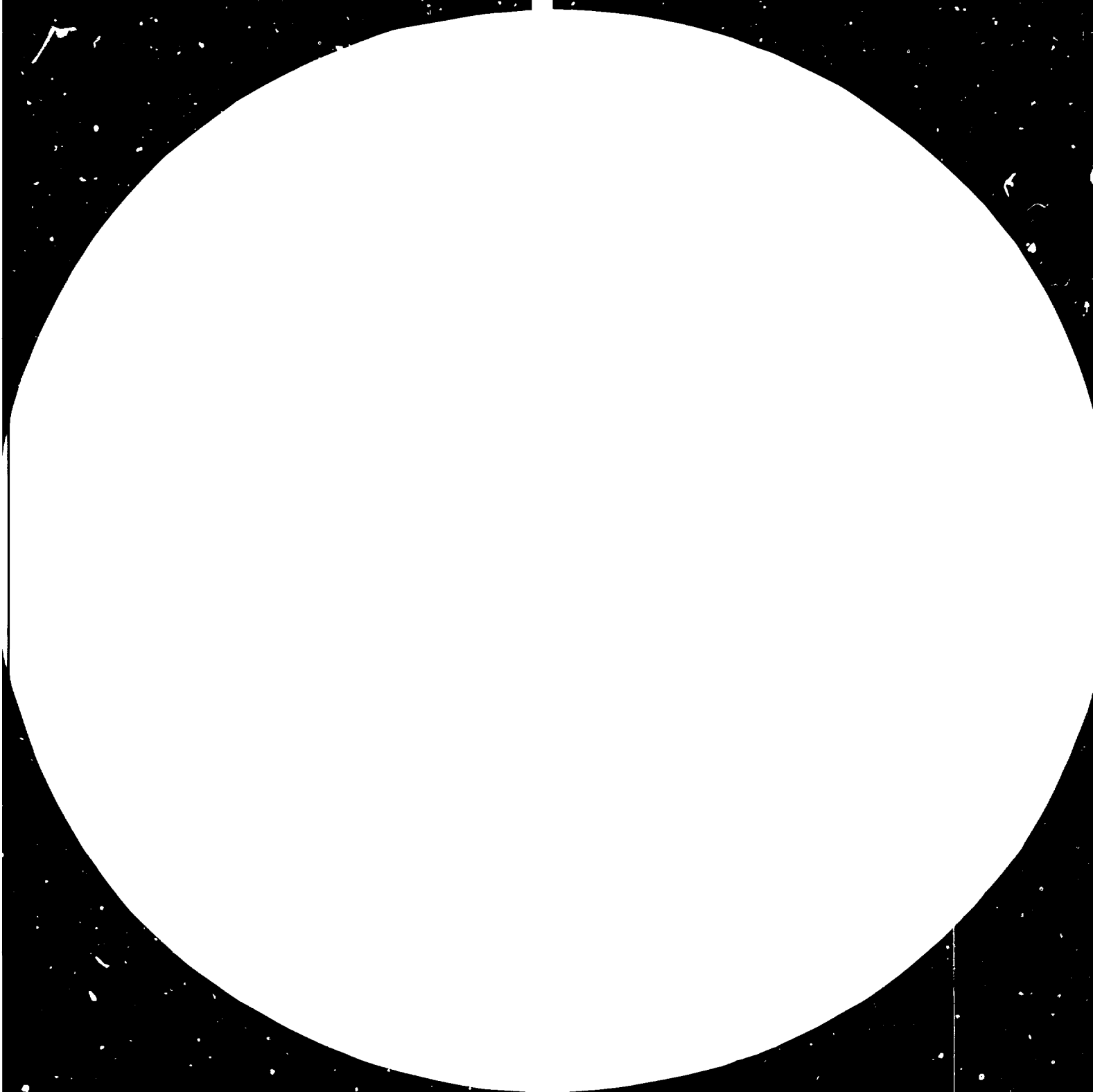
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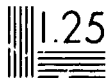
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UNITED NATIONS
INDUSTRIAL DEVELOPMENT ORGANIZATION

INSTITUTIONALIZING PROGRAMMES IN
ENTREPRENEUR DEVELOPMENT
UF/MAL/78/105
MALAYSIA

Joint UNIDO/AIM* Mission
15 - 26 March 1982

R E P O R T **

by

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* The Asian Institute of Management (Philippines) represented by Professors E. de Jesus and T. Canto.

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1. NATURE, PURPOSE AND SCOPE OF THE JOINT MISSION

Upon request by concerned officials in Malaysia and following extensive correspondence with other relevant agencies, UNIDO agreed to send a staff member to join two consultants from the Asian Management Institute (AIM) which received a grant from the United States Agency for International Development to develop a case study on entrepreneurship development in Malaysia. UNIDO had viewed its collaboration in this exercise as important, considering that the UNIDO-implemented project - UF/MAL/78/105 - Institutionalizing Programmes in Entrepreneur Development (hereinafter referred to as the Project), would provide major inputs to the case study. As originally conceived, a periodic critical review of subsequent events after the life of the Project was deemed significant not only for determining necessary follow-up assistance but also for generating feedback on UNIDO's strategy in entrepreneurship development and assessing its implications when applied to other developing areas. UNIDO had therefore been looking for an opportunity to meet this need. Prior to fielding the mission, agreement had been reached among all parties concerned that UNIDO be responsible for evaluating the Project itself while AIM would collect data for the case study.

2. BACKGROUND AND OBJECTIVES OF THE PROJECT EVALUATION

2.1 It may be recalled that the Project had, as its explicit development objective, that of expanding and improving entrepreneurial activity in the small industries section, particularly among the Bumiputra population. This was consistent with Government policy launched in 1971 to promote and encourage indigenous entrepreneurs among a cultural population group in which there was no tradition of going into business. Partly for this reason, the Bumiputras had been left out of the mainstream of the country's economic life. Local conflicts around this issue had occurred owing to general dissatisfaction and resentment. The Project was based on the assumption that, in addressing this problem, it would not only help raise the general level of entrepreneurship in the country but accelerate industrialization as well.

2.2 The Project, approved in 1978 under the United Nations Industrial Development Fund, was directly intended to help enhance and strengthen local on-going efforts primarily by assisting in developing the competence of Malaysian institutions to carry out effective entrepreneurship development programmes (ENTDEPs) on a national scale. This immediate objective entailed institution-building activities aimed at:

- a. transferring appropriate technologies and skills to potential trainers/consultants in Malaysian institutions running ENTDEPs;
- b. developing additionally relevant institutional skills that could supplement ENTDEPs to ensure high impact results; and
- c. establishing institutional linkages to facilitate co-operative arrangements and ensure better co-ordination of ENTDEPs at the national level.

2.3 The Project was implemented through three phases during which a total of 9.5 m/m of expert (Dr U. Pareek) and consultant (Dr T.V. Rao) services were provided from April 1979 to June 1980. Study tours for local officials and potential trainers/consultants were also carried out to enable the participants to observe relevant programmes and exchange experience with counterparts in India and the Philippines.

2.4 The two local organizations that jointly sponsored the Project acted as UNIDO's counterpart agencies for the Project, i.e. the Malaysian Industrial Development Finance Berhad (MIDF), a financial institution committed to developing entrepreneurs in the manufacturing sector through financial and technical assistance, and the National Entrepreneurial Research and Development Association (NERDA), a professional non-governmental body established to promote entrepreneurship development through research, training and other related activities. Project co-ordinators were nominated from both agencies: Ms Pauline Tay of MIDF and Mr Al Rashid b. Mohd. Ibrahim of NERDA. The Project was located in MIDF's Training and Development Wing headed by Ms Tay, where offices and facilities were made available.

2.5 Considering limited resources and organizational- and time-constraints, the evaluation exercise at this stage had to limit its focus on determining the effectiveness of the strategies applied and the inputs utilized in terms of the nature and the extent to which the outputs implied in 2.2 have been achieved. Of necessity, the review had to concern itself with

corollary issues such as:

- i. the factors that facilitated and hindered the achievement of the Project's immediate objectives;
- ii. corrective measures or follow-up activities that would further the Project's development objectives.

3. NOTES ON THE APPROACH AND METHODOLOGY EMPLOYED IN THE EVALUATION

3.1 It is difficult to assess the Project's success in terms of its development objective as this would have required the setting up of control groups to objectively and realistically determine the extent to which increased effectiveness on the part of the institutions concerned has directly resulted in x number of Bumiputras engaging in entrepreneurial activities. At this point in time, it was thought too early to undertake this sort of exercise although it is a question that needs to be considered in the long run.

3.2 Likewise, it was not possible to evaluate the individual inputs in rigorous terms to establish whether and in what ways these actually led to: (i) greater commitment on the part of institutions running ENTDEPs as indicated by higher levels of activity; and (ii) greater effectiveness on the part of trainers and consultants trained under the Project as shown by the number of small enterprises being set up, improved entrepreneurial behaviour and better profitability among their Bumiputra clients. Such an investigation would entail the collection of more detailed data through questionnaires and in-depth interviews of carefully selected sample population groups as well as the use of control groups to compare notes of success and failure. There is no need to belabour the benefits of such which should, therefore, be undertaken at some point in the future when resources permit.

3.3 For purposes of this evaluation, non-structured interviews were conducted to elicit the perceptions and reactions about the Project's impact from some persons involved, directly or indirectly, in the Project (see Annex 1 for schedule and list of persons met). Sessions lasted one to two hours and run-on questions were raised keeping in mind the terms of reference mentioned in 2.5.

3.4 The assessment that follows will have to be read in the light of the following considerations:

- i. Interviews were arranged by Ms P. Tay (on behalf of MIDF which was the co-ordinating agency for this joint mission). These could be firmed up only upon fielding of the mission due to a misunderstanding about arrival dates. Therefore, interviews were limited to functionaries, trainers, and entrepreneurs immediately available which, fortunately, included most of the major actors who needed to be met.
- ii. A year-and-a-half had elapsed since Project activities were operationally completed and seeking out participant perceptions and reactions thereof depended on their ability to recall and retrieve data they had stored.
- iii. The UNIDO and AIM interviewers had different objectives, albeit non-conflicting, and it was not always possible to exhaust all questions necessary toward meeting one's objectives fully within the time allotted for the interviews.
- iv. The writer, having taken charge of entrepreneurship development programmes (within UNIDO's Institutional Infrastructure Branch of the Division of Industrial Operations) only since mid-1980, had not been involved in the Project. However, he had gained general knowledge and familiarity thereof through records of correspondence in files and various reports and materials prepared by the experts and counterparts.

4. INDICATORS OF THE PROJECT'S EFFECTIVENESS

4.1 There are enough indications, non-quantifiable as well as hard data, to demonstrate that the Project was successful in meeting stated immediate objectives. To begin with, practically all of those interviewed confirmed satisfaction with Project results and expressed their appreciation of the support given by UNIDO and the co-sponsoring agencies, MIDF and NERDA. Considering the critical minimum of inputs that could be provided, UNIDO's intervention was viewed significant in that it introduced a more integrated and comprehensive concept of entrepreneurship development programmes than heretofore experienced on a nation-wide basis in Malaysia. Interest had been awakened and intensified not only among Government officials but also among private institutions and individuals. Many of those who previously believed that entrepreneurs are born have changed their basic orientations and now think that, indeed, entrepreneurship can be developed

especially among certain disadvantaged and cultural groups where nurturing and sustaining support systems are needed by first generation owner-managers of productive enterprises to ensure a modicum of success.

4.2 Aside from MIDF and NERDA, four other important agencies were identified as key institutions with the capability to undertake suitable ENTDEPs and ready and willing to invest the required manpower and other resources thereto. These were Bank Pertanian Malaysia (BPM), a financial institution mainly catering to the needs of agro-based enterprises; the Council of Trust for indigenous people (MARA), established for the sole purpose of guiding, steering, and sustaining Bumiputras in economic activities; Malaysian Entrepreneur Development Centre (MEDEC), located in the MARA Institute of Technology; and the Rubber Industry Small Holders Development Authority (RISDA). These institutions had actually committed resources by sending staff to attend AMT and related modules of ENTDEPs and by having established in-house teams which have been conducting AMTs and other ENTDEP modules.

4.3 Two groups of trainers/consultants completed internship programmes organized under the Project. The internship, consisting of learning modules, was designed as a strategy for staff from various agencies judged to have a potentially effective role in applying achievement motivation techniques to entrepreneurship development and related fields. The total group of trainers comprised:

	<u>Agencies Represented</u>	<u>No. of Participants</u>
First Batch (Started during Phase I)	NERDA	2
	MIDF	2
	MARA	8
	BPM	2
	RISDA	1
	University Pertanian	1
	Total	16
Second Batch (Started during Phase III)	NERDA	1
	MIDF	1
	MARA Inst. of Tech.	2
	MARA IKM*	2
	BPM	1
	Total	7

*A vocational training institute which has the potential of influencing a large number of students by including ENTDEPs in the syllabus.

4.4 The expert and consultant (under the Project) also assisted in a NERDA-conducted training programme of 20 MARA staff and in a separate programme run for 22 RISDA staff.

4.5 It is neither useful nor possible at this point to detail how many of those who attended the above-mentioned programmes are actually engaged in ENTDEPs for the following reasons:

- i. Quite a few of those who attended the programmes gave up their employment to set up their own enterprises, including that of selling AMT-technology. The motivation to become independent and improve incomes, as outrightly admitted by some of those interviewed, came as a result of internalizing AMT and the self-examination that ensued.
- ii. Many entrepreneur-turned trainers have been engaged as consultants for AMT and related ENTDEP programmes.
- iii. There is a good deal of inter-agency collaboration through loaning of staff for the conduct of AMT and other spin-off programmes that followed the Project.

4.6 Institutional linkages also continued to develop in other related areas of ENTDEPs started during the Project by means of seminars and workshops in identifying and selecting entrepreneurs; development of training material in Bahasa Malaysia for use by local trainers, e.g. essential readings, manuals for games and exercises, and guidelines for the application of psychological and other tests (the experts prepared three volumes of materials which were annexed to their reports); understanding and counselling entrepreneurs; and development programmes in functional areas such as general management, business skills, production planning and control, marketing and tapping resources for financial or technical assistance.

4.7 Another Project spin-off that deserves highlighting is the application of AMT to other areas like workshops for banks and financial institutions, for change-agents in the Ministry of Youth, Culture and Sports, for agro-based co-operatives; and, in organization development for ENTDEP support and service institutions.

4.8 Interviewees from respective institutions gave the following on-going activities as concrete indications of institutional dynamism which can be traced directly to the UNIDO Project:

- i. NERDA: has been actively co-ordinating and running programmes for the training of potential in-house trainers and entrepreneurs which, under the Registry Act, had to be limited to its own members. To overcome this limitation and to make NERDA economically viable, an Entrepreneur Development Institute (IBU) was founded, as of 1 March 1982, designed to be the implementing arm of the association.
- ii. MIDF: AMT modules were incorporated by the Training and Development Division in activities specifically geared to improve MIDF operations, i.e. development banking and identification and promotion of industrial ventures. Proposals have been made and steps taken by the Bumiputra Development Division to ensure effective entrepreneurship by prospective Bumiputra clients whose manufacturing venture projects have been approved for financing. The Business Development Division takes Government policy for Bumiputras into consideration when identifying non-saturated sectors for national development through joint ventures and in assisting current owner-managers of small manufacturing enterprises.
- iii. MARA: major changes include a re-orientation to implement the new policy that "Government should go to the people and sell the idea of entrepreneurship instead of just waiting for clients to come seeking for support to projects". Likewise, a re-structuring took place which led to the merging of two divisions (Loan and Advisory, and Enterprises) into the Entrepreneur Development Division to provide an integrated approach toward creating as many new entrepreneurs as possible and upgrading existing ones. MARA, more than any other agency, seems capable of rendering a package deal of assistance to entrepreneurs which includes a training programme for trainers and consultants/counsellors. Funding for the building of a Training Centre has already been allocated. So far, MARA has conducted over 25 AMT programmes covering over 450 candidates.
- iv. BPM: AMT has become a regular feature built into the Executive Development Programme and in the Project Preparation Programme for farmers. Five AMTs for entrepreneurs have been held since 1979; three were conducted for BPM staff attended by 60 participants. Efforts are on-going towards an integrated and systemic approach to enhance entrepreneurship among its clients (limited to current borrowers).

- v. MEDEC: despite a meagre manpower that basically relies on two UNIDO-trained staff, MEDEC has incorporated AMT in an impressive programme of activities which is not only oriented to students but also to businessmen and retired people from the civil service and armed forces. The ENTDEP for students runs through two academic semesters while those for outsiders are conducted either on a full-time basis for one month (2 x per year for about 30 participants per course), or part-time, i.e. evening courses 5 meetings/week through a 3-month period. An entrepreneurial awareness seminar is also held for students in conjunction with trade exhibitions and flea markets organized on the university grounds.

4.9 About 20 entrepreneurs, who attended AMT courses conducted by the Projects' expert/consultant team and the trainers as part of their internship, were interviewed.* There was consensus that, indeed, AMT was a valuable experience precisely because it enabled the participants to develop an appropriate entrepreneurial perspective: that self-confidence and a realistic assessment of one's motivations, entrepreneurial competence, and business opportunities were far more important than merely having the capital resources to start or run an enterprise. Thus, several of them admitted that AMT not only raised their motivation to achieve but also made them realize the need to go for further training and to take advantage of consultancy or extension services available.

4.10 Finally, a very significant indication of Project success is that all of the critical institutions involved in ENTDEPs have given their support in developing self-sustaining systems for promoting entrepreneurship on as large a scale as possible. Towards this end, MIDF has taken concrete steps in exploring the possibility of establishing an independent body: a Foundation for Entrepreneurship and Enterprise Development (FEED). The draft constitution for FEED had been prepared prior to the experts leaving the Project and covers a wide mandate that probably needs reviewing in the light of post-Project developments. However, basic functions attributed to FEED seem to have retained their validity considering the mutual need expressed by the major actors interviewed for a machinery to ensure high standards of entrepreneurship and that appropriate activities are carried out unencumbered by financial and bureaucratic constraints.

* These were mostly clients of MIDF, MARA and BPM from whom information was solicited primarily for the case study. The joint mission also spent two days in Alor Star and Penang for this purpose.

FEED was in a frozen state at the time of the joint mission due to a combination of factors but largely owing to some legal problems that still needed looking into for registration purposes. It is hoped that discussing FEED with those concerned has not only reawakened interest but will lead towards furthering its realization as well.

5. INDICATIVE FACTORS THAT FACILITATED PROJECT SUCCESS

5.1 There are clear indications that the achievement of the Project outputs was largely due to the leadership, dynamism and dedication of the expert/consultant/co-co-ordinator nexus. Their combined seriousness of purpose and personal commitment to entrepreneurship development kept the Project on track despite constraints and difficulties.

5.2 The Project was located rightly at MIDF not only because of its industrial character but also because top management support was given to it through the personal interest and commitment of its then General Manager, Mr H.F.G. Leembruggen. This general support found concrete expression in the services and facilities provided by the staff of the Training and Development Division headed by Ms Tay.

5.3 Agency readiness to absorb what the Project could offer was demonstrated by the highly motivated and enthusiastic participants of the various ENTDEP modules as well as by management support given to the internalization of what had been learned.

5.4 As mentioned already, AMT activities had been conducted, if somewhat on a less intensive and limited scale, by some of the above-mentioned agencies prior to Project implementation. Such previous exposure was obviously important in providing Government officials with a positive orientation to and acceptance of the need for ENTDEPs. There was a readiness to co-operate with the expert/consultant and the co-ordinators.

5.5 The Project design had the flexibility to respond to changes in its execution as demanded by local circumstances. This is exemplified by the re-programming of activities into three phases and adjusting the experts inputs thereto.

6. AN ASSESSMENT OF MAJOR SHORTCOMINGS AND PROBLEMS

6.1 The Project's immediate objectives logically related to development objectives but were rather overly ambitious in terms of the modest inputs provided to the Project. The difficulties encountered in providing additional requirements might also be traced to extremely tight and unrealistic budgeting which allowed no room for even minor adjustments.

6.2 The lack of a nation-wide machinery with control and directive functions relating to industrial entrepreneurship development had resulted in a situation where market demand for AMT was spurred along with unproductive competition amongst agencies and individuals who could be selling AMT solely for financial gain. There is the danger that AMT as but one, albeit important, of the many strategies employed in ENTDEP could be used out of context or misused if utilized for its own sake and without reference to longer-term goals. A major complaint aired out by the entrepreneurs met is the lack of a systematic follow-up, especially after AMT sessions when motivations have been stimulated and raised to high levels.

6.3 The above-mentioned vacuum and the absence of a co-ordinating body has also led to a diffusion of efforts in the face of meagre and adequate resources. There is a tendency to concentrate on AMT and to over-emphasize its role in the overall ENTDEP effort. It is easy to lose sight of other equally important aspects of the programme like developing the appropriate institutional support mechanisms for the new entrepreneurs or for upgrading entrepreneurships in existing enterprises. In this regard, one strategy that could be easily overlooked is the identification and selection of potential entrepreneurs among target population groups (even within the Bumiputras) like women, young people or those living in extremely depressed rural areas. So far the AMT has been offered to existing clients of the financial agencies or to those whose project proposals have been positively assessed for the granting of loans.

6.4 ENTDEPs require a dynamic research and development base which is, for the moment, conducted sporadically by the Malaysian agencies and lacking in national scope and character. Again there is need for a central body to co-ordinate work in this direction and to introduce a sense of "cumulative

learning" toward the development of new thrusts and directions if Malaysian ENTDEPs are to avoid mere transplantations of foreign elements inappropriate to local conditions.

6.5 Finally, it must be mentioned that UNIDO-backstopping by remote control was practically limited to administrative monitoring. At no time during the life of the Project was a visit made from Headquarters. The lack of close involvement and of substantive inputs in a project of this nature raises a double-edged question: What was the Project deprived of? What was UNIDO deprived of? - in terms of the cumulative learning experience referred to above.

7. CONCLUSIONS AND RECOMMENDATIONS

7.1 In light of the foregoing and considering what had been achieved, the Project can be judged as effective and successful.

7.2 Viewed against its long-term development objective as well as in terms of designing and establishing a national programme of industrial entrepreneur development, a lot remains to be done.

7.3 There is need to follow-up the Project:

- i. to keep the momentum and dynamism of on-going activities, and
- ii. to consolidate and monitor these on track towards the achievement of long-term national goals.

7.4 It is recommended that a technical assistance expert be provided who should be mandated:

- i. to assist in thawing FEED and hastening the process of pushing it off the ground (this includes re-working the draft constitution if required and mobilizing support from various agencies and individuals);
- ii. to assist the Government in identifying, selecting and developing a central body endowed with directive functions that will ensure a national comprehensive and integrated entrepreneurship development programme for industry; and
- iii. to assist in the conduct of short-term programmes re-inforcing and enhancing current levels of motivation and activity.

7.5 It is suggested that the expert be fielded for 12 m/m and that MIDF, because of its basic industrial orientation, its commitment to FEED, and its support of Bumiputra entrepreneurs, might be interested in again providing local counterparts, office and facilities for the expert(s)'s work. Additionally, provision should be made for ad hoc services of consultants in specialized fields as required.

7.6 The above recommendations should by no means be interpreted as a financial commitment on the part of UNIDO which considers approval of a request for assistance in light of other factors as well. Ways and means of carrying out a follow-up programme have been explored in separate meetings during the mission with Mr K. Satrap, the UNDP Resident Representative, with Mr Amrin Buang, Director of the Small Industries Division in the Ministry of Trade and Industry. The latter was attended by Mr Richard Millar, the Assistant Regional Representative of UNDP.

8. ACKNOWLEDGEMENTS

I wish to express my sincerest appreciation and gratitude to all of those I met during this mission for the cordial reception. Special thanks go to Ms Pauline Tay who not only co-ordinated this mission under pressure, but also made it pleasant and memorable. Finally, I should like to mention my appreciation to Professors E. de Jesus and T. Canto of AIM for the congenial manner and co-operative spirit in which this joint effort was conducted.

Case Study Development and Evaluation of Project
on Achievement Motivation Entrepreneurship Development

INTERVIEW SCHEDULE

<u>Date/Time</u>	<u>Interviewee</u>	<u>Institute/Organization</u>
1982		
<u>March 17 (Wednesday)</u>		
9.30 am	H.F.G. Leembruggen	Former General Manager, MIDF
5.00 pm	Dr. Udai Pareek	UNIDO Project Expert
<u>March 18 (Thursday)</u>		
9.00 am	Zulkifli Hashim	MIDF trainer
10.00 am	Al Rashid b. Mohd. Ibrahim	Former Program Coordinator, NERDA
2.30 pm	Mazlan b. Mohd. Anuer	Former trainer from MARA
<u>March 19 (Friday)</u>		
9.00 am	Pauline Tay	MIDF trainer
10.30 am	Adnan b. Alias and Ahmed Zahdi b. Jamal	MEDEC trainers
12.45 pm	Abu Bakar Yusof	GM, Bank Pertanian Malaysia
3.00 pm	Kishan Singh Gill	Sr. Trainer Manager, Bank Pertanian Malaysia
4.00 pm	Yap Koon Tat	Former trainer, NERDA
<u>March 20 (Saturday)</u>		
9.30 am	Harun Jabar	Entrepreneur
11.30 am	Mohd. Thani Pilus	Former MARA trainer, now with NERDA
<u>March 21-22</u> (Sunday and Monday)		
	Refer to Alor Star/ Penang Schedule	Entrepreneurs in Alor Star and Penang
<u>March 23 (Tuesday)</u>		
10.00 am (for C. Antonio)	Richard Millar Amring Buang	UNDP Small and Medium Scale Industry Unit, Ministry of Trade and Industry
12.30 pm	Azahar Abdul Hamid	Economic Planning Unit, Prime Minister's Dept.
	Richard Millar	UNDP
<u>March 24 (Wednesday)</u>		
9.30 am	Idris Lassim	Former Entrepreneurial Development Unit Director, MARA
11.00 am (for C. Antonio)	K. Satrap	Regional Rep., UNDP
11.00 am (for DeJesus and Canto)	Dr. Chee Peng Lim	Ministry of Trade and Industry (Room 11, 7th Floor, Block 10)
3.00 pm	Dr. Tarjuddin Jali	President, NERDA
<u>March 25 (Thursday)</u>		
4.45 pm	Lim Jit Hai	Deputy General Manager, MIDF
5.30 pm	Pauline Tay	MIDF trainer
<u>March 26 (Friday)</u>		
10.30 am	Salmi Hj. Mustakim	Entrepreneur (KL)
11.30 am	Puan Samsiah	Entrepreneur (KL)

