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ESTABLISHING AN INDUSTRIAL DEVELOPMENT AND FINANCIAL ORGANIZATION
FOR PROMOTION OF THE SMALL AND MEDIUM-SCALE ENTERPRISE SECTOR
IN SIERRA LEONE

DP/SIL/87/003

SIERRA LEONE

Technical report No. 10: End of mission report on
entrepreneurship development programme*

Prepared for the Government of Sierra Leone and the National Industrial
Development and Finance Organization Limited (NIDFO)
by the United Nations Industrial Development Organization,
acting as executing agency for the United Nations Development Programme

Based on the work of Herminia R. Fajardo, entrepreneurship
development programme expert

Backstopping officer: Seiichiro Hisakawa
Institutional Infrastructure Branch

United Nations Industrial Development Organization
Vienna

* This document has not been edited.

V.91 28418
TABLE OF CONTENTS

<table>
<thead>
<tr>
<th>ABSTRACT</th>
<th>1</th>
</tr>
</thead>
<tbody>
<tr>
<td>INTRODUCTION</td>
<td>2</td>
</tr>
<tr>
<td>I. MISSION OBJECTIVE</td>
<td>4</td>
</tr>
<tr>
<td>II PROGRAMME OF ACTIVITIES</td>
<td>4</td>
</tr>
<tr>
<td>A. Work Plan</td>
<td>4</td>
</tr>
<tr>
<td>B. Modification From Job Description</td>
<td>4</td>
</tr>
<tr>
<td>III FINDINGS AND CONCLUSIONS</td>
<td>6</td>
</tr>
<tr>
<td>A. Status of Local Entrepreneurship in the Small-Scale Industry Sector</td>
<td>6</td>
</tr>
<tr>
<td>1. Concept of Entrepreneurship</td>
<td>6</td>
</tr>
<tr>
<td>2. Entrepreneurship in Sierra Leone</td>
<td>7</td>
</tr>
<tr>
<td>3. Entrepreneur Data and Statistics</td>
<td>8</td>
</tr>
<tr>
<td>B. MIDFO Entrepreneurship Development Programme</td>
<td>8</td>
</tr>
<tr>
<td>1. Concept of EDP</td>
<td>8</td>
</tr>
<tr>
<td>2. Objectives of Entrepreneurship Development</td>
<td>9</td>
</tr>
<tr>
<td>3. Identification of Entrepreneurs</td>
<td>10</td>
</tr>
<tr>
<td>4. Selection Process</td>
<td>10</td>
</tr>
<tr>
<td>5. Training Programmes</td>
<td>11</td>
</tr>
<tr>
<td>6. Time Dimension</td>
<td>12</td>
</tr>
<tr>
<td>7. Institutional Objectives</td>
<td>13</td>
</tr>
<tr>
<td>8. Organization and Staffing</td>
<td>13</td>
</tr>
</tbody>
</table>
9. Training Needs

10. Overall Situation

C. Local Training Institutions

RECOMMENDATIONS

ANNEXES

ANNEX I - Job Description Entrepreneurship Development Programme Expert, April 1990


ANNEX III - Revised Work Plan - EDP Expert, 21 March 1991


ANNEX V - Senior Counterpart Staff

ANNEX VI - List of People Met

ANNEX VII - References

ANNEX VIII - Abbreviations
ABSTRACT

This report covers the consolidation of all activities undertaken by the Entrepreneurship Development Programme Expert (EDP) in Project: Establishment of the National Industrial Development and Finance Organization Limited (NIDFO), DF/SIL/87/003. It documents all activities, findings, conclusions and recommendations of the Expert who has been attached to the Development Services Section of NIDFO.

Reflected in the report are recommendations which have been implemented during the assignment of the EDP Expert from 28 January to 18 May 1991, as well as those recommendations for consideration and future implementation.

The report should be perused in conjunction with the technical reports of the EDP Expert as follows:

8. Technical Report No. 8: Guidelines for General Extension Workers At Shop Floor Level, 17 April 1991;
INTRODUCTION

Project DP/SIL/87/003: Establishment of the National Industrial Development and Finance Organization Limited (NIDFO) for the Government of the Republic of Sierra Leone, is involved in the setting up of a financially self-sustaining non-governmental organization (NGO) which is intended to develop Sierra Leonean owned artisanal and small-scale industries (ASI) through the provision of a total package of technical and financial service. The project aims at establishing the operational functions of NIDFO which consists of the Development Services Section and the Financial Services Section in order to provide an integrated financial and technical support package to small-scale and artisan level industries.

This report documents the activities, findings, conclusions and recommendations of the Entrepreneurship Development Programme Expert (EDP Expert) who has been attached to the Officer-in-Charge of the Development Services Section (OIC, DS) of NIDFO, for the development of the NIDFO Entrepreneurship Development Programme (EDP).

To the full extent, as envisioned in the Job Description of the EDP Expert (ANNEX I), it is believed that the objective set has been achieved.

The duration of assignment of the EDP Expert was augmented by an additional three (3) weeks with two (2) of these allocated for a review of the UNIDO Growth Center Project (DP/SIL/86/002). The posting, therefore, of the EDP Expert covered the period 28 January to 18 May 1991 (16 weeks), including two days each for briefing and de-briefing in Vienna and travel time.
Supplementary reports of the EDP Expert in connection with the tasks assigned are as follows:


8. Technical Report No. 8: Guidelines for General Extension Workers at Shop Floor Level, 17 April 1991;

I MISSION OBJECTIVE

The assignment of the EDP Expert in Project: Establishment of the National Industrial Development and Finance Organization Limited (NIDFO), DP/SIL/87/003, is to develop the Entrepreneurship Development Programme of NIDFO, specifically to suit local conditions in Sierra Leone.

II PROGRAMME OF ACTIVITIES

A. Work Plan

The activities of the EDP Expert for the 3-months posting, 28 January to 27 April 1981, were programmed as shown in the Proposed Work Plan (ANNEX II). Activities went on according to the plan until about the middle of March when delays were incurred in the documentation support. A revised workplan was proposed dated 14 March extending the time frame by five (5) weeks, until 1 June. Based on this, a 3-week extension was approved as covered by the Revised Work Plan dated 8 April (ANNEX III), extending the posting of the EDP Expert until 18 May.

B. Modifications From Job Description

All activities as specified in the Job Description of the EDP Expert were undertaken accordingly, with certain modifications, as follows:

1. On item (2) of the Job Description, a five-day Entrepreneurship Development Programme (EDP) was already in place and has been conducted for the seventh time by end of 1990, and which has been modified into the Entrepreneurship Induction Programme (EIP) as conducted in 4 to 8 February 1991. In view of this, what was undertaken was an assessment of the existing programme and modification of same where found necessary.
2. On item (6) the phrase "project proposal" was changed to "project proponent" as entrepreneurship aspects will not be found in the project proposal but in the entrepreneur project proponent.

3. On item (8) instead of preparing guidelines for the Officer-in-Charge of Development Services in designing business management improvement courses, the EDP Expert worked together with him in the modification of the design of the Basic Business Management Course (BBMC) which was likewise in place. This approach was a tactical strategy to facilitate acceptance of modifications and other recommendations.

4. As a result of the reorientation of the concept and perception of entrepreneurship development from a 5-day programme to activities spanning beyond a 5-day training programme, a major activity that was undertaken, is the design and manualization of the entrepreneurship development programme of NIDFO, which is not exactly covered in the Job Description, but is deemed necessary for a total perspective of entrepreneurship development.
III FINDINGS AND CONCLUSIONS

Reflected herein are the findings on situations as found by the EDP Expert, and conclusions derived from them:

A. Status of Local Entrepreneurship in the Small-Scale Industry Sector

1. Concept of Entrepreneurship

FINDINGS

Background documents for Project: Establishment of NIDFO give very scanty information on entrepreneurship and the entrepreneurs in Sierra Leone. Much of the information available are on small enterprises in general and hardly touched on the entrepreneurship aspect of the people. The periodic national development plans of the government reiterate that the development of small industries and handicrafts is particularly important in contributing to skill formation and development of entrepreneurship, but not the other way around, i.e., entrepreneurship development contributes to the development of small industries. (See Report No. 1: Status of Local Entrepreneurship in the Small-Scale Industry Sector).

This reverse perspective is likewise observed in NIDFO documents and survey reports on small-scale enterprises.

CONCLUSION

A reorientation of the concept of entrepreneurship and its development was found necessary among NIDFO personnel.
ACTION TAKEN

The first seminar-workshop conducted by the EDP Expert for the technical staff of NIDFO Development Services on 1 March 1991 addressed this issue. (See Report No. 9: Training of NIDFO Professional Staff and UN Volunteers in Entrepreneurship Development.)

The presentation of the Progress Report On Activities of the EDP Expert on 4 March 1991, which was attended by UNIDO Sierra Leone officers, NIDFO General Manager, Project CTA and UN Volunteers, and all professional staff of NIDFO Development Services, likewise included this aspect. (ANNEX 4)

2. **Entrepreneurship in Sierra Leone**

**FINDINGS**

Entrepreneurial activities have been known to exist in the pre-colonial days. Education provided by missionaries and civil service employment opportunities tended to deplete or stagnate entrepreneurial endeavors through time. It was not until the twentieth century that re-awakening of entrepreneurship set in. It is manifested that most entrepreneurs in Freetown are migrants from outlying regions. (Report No. 1)

**CONCLUSIONS**

Entrepreneurship in Sierra Leone is in a dormant or feeble stage which needs much attention for development. It is perceived more as a means of livelihood rather than as a force for economic development.

The task of entrepreneurship development by NIDFO as the forerunner in Sierra Leone calls for a lot of initiative and innovation in this direction.
3. **Entrepreneur Data and Statistics**

**FINDINGS**

There is a dearth of information on the cross-sectional structure of small-scale entrepreneurs in the country. (Report No. 1)

**CONCLUSIONS**

An effective entrepreneurship development programme can be pursued only if adequate knowledge exists on entrepreneurial motivations and traits in Sierra Leone conditions and environment. Hence, the need for research activities to gather and bank relevant information accordingly.

**B. NIDFO Entrepreneurship Development Programme**

1. **Concept of EDP**

**FINDINGS**

The initial concept of EDP in NIDFC referred narrowly to the 5-day entrepreneurship development programme. This is understandable considering that the project document and the Job Description of the EDP Expert referred also to the 5-day programme as the EDP. This concept was later expanded in late 1990 to include three (3) training courses, namely:

- Entrepreneurship Induction Programme (EIP),
- Basic Business Management Course (BBMC),
- Technical Training Programme (TTP).
In practice, however, the Development Services staff undertakes such other activities as entrepreneur identification and selection, and provision of extension services in continuum of the training courses. (See EDP Expert Report No.2: Assessment of NIDFO Entrepreneurship Development Programme.)

CONCLUSIONS

There is a need for expanding the concept of entrepreneurship development from merely the training programmes to the full blown elements from entrepreneur identification and selection to the extension service and provision of information.

ACTION TAKEN

The expanded concept of entrepreneurship development was discussed with NIDFO officials with positive acceptance. It has been used as the framework in the proposed NIDFO Entrepreneurship Development Programme (Report No. 3).

2. Objectives of Entrepreneurship Development

FINDINGS

In both the policy level and the operating level there are no measuring instruments to assess the effectiveness of the EDP, aside from the number of training programmes conducted and the number of participants trained (See Report No.2). Hence, there is no way of knowing whether general and specific objectives are being met.

CONCLUSION

There is a need for designing measuring instruments to determine whether the economic strategies for which the project has been designed and specific objectives of entrepreneurship development are being attained.
3. Identification of Entrepreneurs

FINDINGS

With the NIDFO policy limitations of seven (7) identified industry groups, location in Western Area and employment size of not more than fifteen (15) restricts the pool of entrepreneurs to select from.

CONCLUSIONS

There may be a need to expand the coverage of assistance in the above-mentioned aspects to assure a large pool of entrepreneurs.

4. Selection Process

FINDINGS

The process of selecting entrepreneurs with potentials for success in NIDFO uses highly subjective instruments that may have screened out entrepreneurs with success potentials and allowed likely failures to be included in the development process (Report No. 2). Both errors may prove costly for NIDFO considering the costs incurred in training and extension services and the likely cost of project failure.

CONCLUSION

The selection process and criteria used for screening entrepreneurs need some restructuring. The tools for selection have to be strengthened to remove subjectivity of decisions as well as improve efficiency in the process.
ACTION TAKEN

A selection process with assessment instruments have been prepared for NIDFO use. The appraisal instruments for entrepreneurial aspects have been built into the conduct of the Entrepreneurship Motivation Training, EMT, (Report No. 4: Entrepreneurship Motivation Training Manual) and manualized in Report No. 6: Guidelines for Appraising Entrepreneurship Aspects of Project Proposants.

The initial screening process is described in Report No. 3: Proposed Entrepreneurship Development Programme for NIDFO.

The appraisal instruments described therein have been accepted by NIDFO for implementation effective the batch of entrepreneurs that went through the first EMT on 24 to 28 March 1991.

5. Training Programmes

FINDINGS

The course contents of both the EIP and the BBMC were found inadequate to meet the objectives set for the respective programmes. Also, the distribution of time for the different modules were found inappropriate to meet the set objectives. (See Report No. 2: Assessment of NIDFO Entrepreneurship Development Programme.)

The Technical Training Programme (TTP) is beyond the scope of work of the EDP Expert and, therefore, was not included.

CONCLUSION

The training programmes needed restructuring to maximize the learning effectiveness and to provide fluidity from subject to subject. The course contents have to be strengthened to address the identified objectives.
ACTION TAKEN

The Entrepreneurship Motivation Training (EMT) and the Basic Business Management Course (BBMC) were redesigned with the cooperation and contributions of the Officer-in-Charge for Development Services. Both the improved programmes were accepted by NIDFO management for implementation. The First EMT was run last 24 to 28 March while the BBMC is being run at the time of this report writing (22 April to 3 May 1991).

(See Report No. 4: EMT Manual and Report No. 5: BBMC Manual.)

6. Time Dimension

FINDINGS

The time dimension involved in the entrepreneurship development process, from identification of entrepreneurs until forwarding of business plan for financial evaluation takes up 74 working days per batch. (Report No.2).

CONCLUSION

The total time is too long for a small-scale entrepreneur to wait before financial assistance is considered. The enterprise may have collapsed by then.

Continuing efforts must be exercised by the Development Services Section to reduce this time.

ACTION TAKEN

The proposed EDP (Report No. 3) is envisioned to shorten this time substantially, if activities are efficiently scheduled.
7. **Institutional Objectives**

**FINDINGS**

There is a conflicting objective in developmental services and financial services. The former is a cost item without tangible returns while the latter looks for return on investments on money lent out. On top of these, is the self-sustaining objective of NIDFO. All three objectives must be reconciled to allow for efficient operations.

**CONCLUSION**

There is an indicated need for establishing separate performance criteria for entrepreneurship development independent of the performance measurement for financial services.

This is a policy issue that is beyond the scope of the assignment of the EDP Expert.

8. **Organization and Staffing**

**FINDINGS**

The organization chart in the project document identifies a one-man show for entrepreneurship development. This seems to be premised on the limitation of EDP to the conduct of the 5-day behavioral training programme and the use of existing training institutions in Sierra Leone for the management course and the technical training.

With the expanded concept of entrepreneurship development, and the actual practice in development services whereby identification and selection of entrepreneurs are pre-requisites to the motivation training, and that extension service is a major activity in entrepreneurship development, one person alone can not do the job effectively without the support of the extension workers.
The organizational structure for entrepreneurship development needs restructuring for optimum utilization of resources.

**ACTION TAKEN**

A proposed organization set up is included in Report No. 3: Proposed MIDFO Entrepreneurship Development Programme.

9. **Training Needs**

**FINDINGS**

The training of the EDP Specialist (MIDFO and UNV), as well as other professional staff in the Development Services Section, on entrepreneurship has been effectively done by the EDP Expert (Report No. 9: Training of MIDFO Professional Staff and UN Volunteers in Entrepreneurship Development).

The extension service workers, however, exhibit inadequacy in extension work skills.

**CONCLUSION**

Extension workers need training in extension work.

Continuing training of all technical staff in entrepreneurship development and extension work is likewise needed.
10. **Overall Situation**

**FINDINGS & CONCLUSIONS**

a. **Strengths**

1) Through the diligence and efforts of NIDFO development services staff the rudimentary structure of entrepreneurship development is in place.

2) This structure is ready for strengthening in directions indicated by 1.5 years experience and as reflected in the assessment (Report No. 2).

3) The development services staff exhibit enthusiasm to participate in the strengthening of the EDP and learn from experience.

4) The development services staff exhibit high positive sensitivity to changes where needed.

b. **Weaknesses**

1) Limited perception among the staff of the extent of behavioral and attitudinal perspective of entrepreneurship development.

2) Deficiency in information and data gathering facilities in the organizational set up.

3) Lack of opportunities for staff development in time as needed.

4) Lack of appreciation for documentation and analysis of experiential information.
5) Deficiency of operating policies and guidelines to enable staff to programme work efficiently.

6) The pool of existing entrepreneurs may be too small.

c. Opportunities

1) Concurrent interest in other Sierra Leonean institutions for entrepreneurship

2) Current low economic performance in the country in general provides a comfortable base line to improve on.

3) Various studies and experiences on entrepreneurship development elsewhere within reach of the project through UNIDO.

d. Threats

1) Staff mobility once trained and developed unless adequately motivated to stay.

2) Conflict of objectives with ROI on one hand as a financial institution and development interests on the other which is non-revenue generating.

3) Pervading weakness in other support infrastructures in the country which are necessary ingredients for entrepreneurial development.

4) Vague cost-benefit analysis of the programme to provide for continuity in the long run.
C. Local Training Institutions

FINDINGS & CONCLUSIONS (Report No. 7: Assessment of Capabilities and Facilities of Local Training Institutions)

The factor analysis undertaken to establish the relative merits, capabilities and adequacy/suitability of physical facilities and administrative logistics of local training institutions reveals the following:

1. The Sierra Leone Opportunities Industrialization Centre is still the best institution presently that NIDFC can use for business management courses from the point of view of institutional structure and instructional competence. However, adequacy of physical facilities and other administrative logistics are relatively poor. It may also be that this institution may not have time for NIDFC programmes should their own as well as NIDFC programmes increase in frequency. Anticipating this eventuality may mean developing other institutions to handle business management courses or developing NIDFC internal capabilities for running the course itself.

2. Other institutions that may be considered are:

a. Y.M.C.A Vocational Institute,
b. Institute of Public Administration and Management,
c. Technical Training Institute, or
d. Milton Margai Teaching College.
RECOMMENDATIONS

The recommendations included herein are in addition to those recommendations which have already been accepted and implemented by NIDFO during the mission of the EDP Expert. They are presented herewith by areas of concern and responsibilities. Recommendations are limited to such activities that affect entrepreneurship development only.

The recommendations specify who initiates, approves, and implements the activity.

It is suggested that officials of NIDFO be convened together with UNIDO officials and experts to consolidate the findings, conclusions and recommendations of the EDP Expert for clarification and subsequent implementation.
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<tr>
<td>A. Policy Issues</td>
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</tbody>
</table>
| 1. Treat illiterate entrepreneurs separately | GM | * Management Committee  
* Board of Directors  
* UNIDO | OIC, DS | EDP Expert Technical Report Nos. 2, 4 & 5 |
| 2. Expand MIFEO assistance coverage to other industries outside the seven (?) groups initially included to increase pool of entrepreneurs. | GM | * Management Committee  
* Board of Directors  
* UNIDO | OIC, DS | EDP Expert Technical Report No. 2;  
Tea Biry Final Report, Vol. I. DS/87/87/003 |
| 3. Development of new entrepreneurs in addition to existing ones to maximise economic impact of Project. | GM | * Management Committee  
* Board of Directors  
* UNIDO | OIC, DS | EDP Expert Technical Report No. 2 |
| 4. Extend MIFEO assistance coverage to entrepreneurs employing more than 15 workers (perhaps to 30) to increase pool of entrepreneurs. | GM | * Management Committee  
* Board of Directors  
* UNIDO | OIC, DS | EDP Expert Technical Report No. 2 & 3 |
| 5. Expand coverage of assistance beyond the Western Area after 2 or 3 more years to achieve national rather than localised impact of Project. | OIC, DS | * GM  
* Management Committee  
* Board of Directors  
* UNIDO | OIC, DS | EDP Expert Technical Report Nos. 2 & 3 |
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<td>B. Organization and Staffing</td>
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<tr>
<td>2. Increase the number of extension workers gradually as entrepreneur clients increase.</td>
<td>OIC, DS</td>
<td>* GM</td>
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<td>OIC, DS</td>
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<td>C. Human Resources Management</td>
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<tr>
<td>1. Establish a human resources development mechanism to motivate technical staff to join and remain with R&amp;DPO for at least 5 years to optimise recruitment and training efforts.</td>
<td>GM</td>
<td>* Management Committee</td>
<td>GM's Designate</td>
<td>EDF Expert Technical Report Nos. 2, 3, 8 &amp; 9</td>
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### RECOMMENDATION

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<tr>
<td>3. Provide training for extension workers to enhance their skills for extension work.</td>
<td>GN</td>
<td>* Management Committee * UNIDO</td>
<td>GN's Designate</td>
<td>EDP Expert Technical Report Nos. 3, 8 &amp; 9</td>
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### D. Entrepreneurship Development Process

1. Strengthen the identification and selection process of entrepreneurs.

2. Continuously review and evaluate time dimension of entrepreneurship development process to increase organisational efficiency and capacity.

3. Manualize all policies and guidelines for the direction, guidance and control of the operations of Development Services.

4. Communicate targets and performance criteria to technical staff/extension workers to enable them to programme their activities accordingly.

5. Manualize operating guidelines and procedures for development services to provide staff direction.

6. Conduct cost-benefit analysis periodically of the entrepreneurship development activities to allow for long-term efficiency and continuity.
### RECOMMENDATION

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<td>E. Research and Information</td>
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<tr>
<td>1. Conduct continuing research on entrepreneurship development in the context of Sierra Leonean milieu which is characterized by weak motivation and influenced by dearth of information, indefinite market size, very low educational level of entrepreneurs and weak infrastructure support.</td>
<td>OIC, DS</td>
<td>* GN</td>
<td>GN's Designate</td>
<td>EDP Expert Technical Report No. 1</td>
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<td></td>
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<td>* Management Committee</td>
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<td>* UNIDO</td>
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<tr>
<td>2. Provision of research and information mechanism to feed into the Project's data bank.</td>
<td>GN</td>
<td>* Management Committee</td>
<td>GN's Designate</td>
<td>EDP Expert Technical Report No. 1</td>
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<td></td>
<td>* Board of Directors</td>
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<td>* UNIDO</td>
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<tr>
<td>3. Establish continuing relations on cooperative basis with other institutions for both training and research activities, as well as information exchange.</td>
<td>GN</td>
<td>* Management Committee</td>
<td>GN's Designate</td>
<td>EDP Expert Technical Report No. 1 &amp; 7</td>
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<td></td>
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<td>* UNIDO</td>
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<tr>
<td>F. Performance Objectives and Evaluation</td>
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<tr>
<td>1. Establish separate performance criteria for development services independent of that for financial services.</td>
<td>GN</td>
<td>* Management Committee</td>
<td>OIC, DS</td>
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<td></td>
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<td>* UNIDO</td>
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<td>2. Reconcile conflicting objectives on ROI for financial services and development objectives.</td>
<td>GN</td>
<td>* Management Committee</td>
<td>Management Committee</td>
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PROJECT OF THE REPUBLIC OF SIERRA LEONE

JOB DESCRIPTION

DP/SIL/87/003/11-51/J12105

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<tr>
<td>Purpose of project</td>
<td>This project aims at establishing the operational functions of the National Industrial Development and Financing Organization (NIDFO) which consists of Development Service Department and Financial Service Department in order to provide an integrated financial and technical support package to small-scale and artisan level industries.</td>
</tr>
<tr>
<td>Duties</td>
<td>With the overall guidance of the CTA, the expert will be attached to the entrepreneurship development co-ordinator of the Development Services Department to develop NIDFO Entrepreneurship Development Programme, specifically appropriate to the local conditions. More specifically, the expert will be expected to:</td>
</tr>
</tbody>
</table>

1. Analyse the status of local entrepreneurship in the small-scale industry sector;

2. Design a five-day Entrepreneurship Development Programme, along the framework specified in the project document i.e. modular approach of each subject with various degrees of complexities, to be conducted by the NIDFO staff, and integrated with the other programmes of NIDFO.

3. Train intensively all the NIDFO professional staff who will be involved in conducting the programme and the UNV specialists in entrepreneurship development, to be able to execute the programme by themselves to satisfactory level.

Applications and communications regarding this Job Description should be sent to

Project Personnel Recruitment Branch, Department of Industrial Operations
UNIDO, Vienna International Center, P.O. Box 300, A-1400, Vienna, Austria
before the end of the assignment. (The UN Volunteer on entrepreneurship development will continue the training of the staff thereafter).

(4) Prepare a manual to be followed by the UNV in conducting the programmes.

(5) Prepare guidelines for the general extension workers in conducting extension services at the shop-floor level.

(6) Prepare guidelines for the NIDFO appraisal officer in appraising the entrepreneurship aspects of project proposals.

(7) Assess the facilities and capabilities of local training institutions of providing business management training courses for NIDFO clients.

(8) Prepare guidelines for the Officer in Charge of Development Services in designing business management improvement courses, to be conducted at local training institutions.

(9) Prepare a terminal report reflecting activities undertaken, findings from the assignment, and recommendations for consideration.

Qualification

University degree or equivalent in Business Management instruction techniques with extensive practice in entrepreneurship development programmes with the application of behaviour modification techniques. Experience in the countries similar to Sierra Leone will be an asset.

Language

English

Background Information

Sierra Leone is a Least Developed Country (LDC) with a population of 3.7 million. The per capita income of the population is estimated at US$278 for 1988. The economic structure consists of 45% agriculture, forestry and fishing sectors, 12% mining and 4% manufacturing sector.

Recognizing that the current economic imbalance calls for urgent and comprehensive measures, the Government is endeavouring to implement the Economic Recovery Programme. This programme, which was outlined in 1987, aims at (1) increasing incentives and opportunities, especially in agriculture; (2) undertaking comprehensive survey of the industrial sector, to attract more domestic and foreign investment and (3) boosting the rate of economic growth by improved allocation of resources.

Industrial sector can be classified into 3 categories. The modern sector consists of the enterprises with motive power and employing 20 or more workers. There are a total of 102 such units. The small-scale enterprise sector is defined to have a mix of traditional and simple modern mechanical equipment with the employment of 6-19 workers. This sector comprises mechanical repairs (32%), textile, apparel and
leather (24%), woodwork (10%), metal products (7%), electrical repairs (4%), etc. The traditional/informal sector includes (1) cottage industries processing mainly agricultural products; (2) handicrafts units using specialized skills of craftsmen and (3) small-scale industrial units using traditional technologies. The enterprises activities consist of tailoring, apparel and leather (47%), woodwork (15%), mechanical repairs (12%), electrical repairs (4%), etc. This subsector is estimated to employ 85% of wage workers.

In the absence of a specialized agency to support small-scale industries, the National Industrial Development and Finance Organization (NIDFO) is being established with the framework of a non-governmental organization, as a private limited liability company, financially self-sustaining and supervised by the Board of Directors representing various sectors of economy, both public and private sectors.

This project will create the necessary capabilities within NIDFO for (1) entrepreneurship development and improvement of technical and managerial skills of SSI entrepreneurs and workers; (2) supplying key inputs for production that are not met by the market and (3) funding projects undertaking expansion of productive capacity.
PROPOSED WORK PLAN - ENTREPRENEURSHIP DEVELOPMENT PROGRAMME EXPERT

PROJECT - DP/SIL/87/003

5 February 1991

PREMISE

In accordance with the Job Description of the Entrepreneurship Development Expert for Project: DP/SIL/87/003 as provided by UNIDO, the premises and limitations for the job are as follows:

**Post Title**

Entrepreneurship Development Programme Expert (EDP Expert).

**Duration of Post**

28 January to 27 April 1991 (3 Months including travel to and from post, briefing and debriefing in Vienna).

**Duty Station**

Freetown with travel within the country.

An office space has been provided at the Development Services Section, NIDFO, at the Freetown Youth Centre, 33 Garrison Street, Freetown. The main office of the Project and NIDFO where the CTA is located, is at 16 Charlotte Street about 100 metres away around the block.

**Purpose of Project**

To establish the operational functions of the National Industrial Development and Financing Organization (NIDFO) in the provision of an integrated financial and technical support package to small-scale and artisanal level industries in Sierra Leone.

**WORKING RELATIONSHIP**

In coordination with the OIC, Development Services Section and with the guidance of the CTA, the following working relationship with UNIDO Project and Staff and NIDFO Staff will be followed:

- Overall guidance from Chief Technical Adviser (CTA) of Project: DP/SIL/87/003, Mr. Srinivasan Pattoo;

- Counterpart coordination with OIC, Development Services Section, NIDFO, Mr. R.B. Johnson;

....../.....
Resource persons:

(1) Development Officer, NIDFO, Mr. S. Hans-Kawa;

(2) EDP Specialist, NIDFO, Mr. Hassan Bangura;

(3) EDP Specialist, UNV, Mr. Oppong Mensah Aborampah;

(4) Extension Workers, NIDFO, as may be pertinent.

Due clearance has been obtained from the G.M. NIDFO, and the OIC, Development Services to allow for direct interaction by the EDP Specialists and with any of the resource persons and Extension Workers.

Schedule of meetings with the OIC, Development Services and the EDP Expert may be arranged for in the morning of the needed meeting day. Meetings with the CTA will be pre-arranged at least one day in advance in addition to regular Tuesday meetings. Meetings with the GM, NIDFO will be scheduled as required with advance notice.

The identification of these working relationships were established with due consultation with the CTA, the G.M., NIDFO and the OIC, Development Services, NIDFO.

**TASK OF EXPERT**

To develop the NIDFO Entrepreneurship Development Programme especially appropriate to conditions in Sierra Leone.

**ACTIVITIES TO BE UNDERTAKEN**

As specified in the Job Description of the EDP Expert the following duties are assigned:

(1) Analysis of the status of local entrepreneurship in the small-scale industry sector;

(2) Design of five-day Entrepreneurship Development Programme (EDP);

(This duty may have to be modified in view of the fact that there is a five-day Entrepreneurship Development Programme already in place and has been conducted for the 7th time, as of 31 January, 1991 by NIDFO).

It is envisioned that what will be undertaken is an assessment of the existing programme, and improvement of same if necessary:

(3) Preparation of the EDP Manual to be followed by the UNV in conducting the programme.

....../.....
(4) Intensive training of all UNIDO Professional Staff involved in conducting the EDP and the UNV EDP Specialist, who will continue the training of the staff thereafter;

(5) Preparation of guidelines for the extension workers conducting extension services at the shop-floor level;

(6) Preparation of guidelines for NIDFO Development Services Staff in appraising the entrepreneurship aspects of project proposals;

(7) Assessment of facilities and capabilities of local training institutions for providing business management training courses for NIDFO clients;

(8) Prepare guidelines for the Development Services Section in improving the design of business management courses, for conduct in local training institutions; and

(9) Prepare terminal report reflecting activities undertaken, findings from the assignment and recommendations for consideration.

PROJECTED OUTPUT

The completion of the foregoing activities is projected to produce the following:

(1) Document on the structure and make-up of small-scale industry entrepreneurs in Sierra Leone;

(2) Improved design of EDP, as necessary, for entrepreneurship development;

(3) Design of training programme for NIDFO Staff and UNV Specialists on entrepreneurship development;

(4) Manual for EDP;

(5) Guidelines for extension services at the shop-floor level;

(6) Guidelines for NIDFO Development Services Staff in appraising the entrepreneurship aspects of project proposals;

(7) Assessment report on facilities and capabilities of local training institutions for providing business management training courses for NIDFO clients;

(8) Guidelines for the Development Services Staff in designing business management courses to be conducted in local training institutions; and

(9) Terminal Report.
WORK SCHEDULE

Within the premises established earlier and as specified in the special Service Agreement between UNIDO and the EDP Expert, the following work schedule has been drawn up. Attention is directed to the UNIDO requirements for briefing, debriefing terminal report writing and forwarding to UNIDO, Vienna and incoming and out-going travel which are included within the Service Agreement.

In view of this, the actual working time for the project needs are to be accomplished in 8 weeks. Considering this tight schedule, logistics support in terms of: Typing, Information availability, Mobility for visits to entrepreneurs and training institutions and other administrative and technical support, are emphatically requested.

Any deviation from the work schedule would mean delay in accomplishing the task assigned to the EDP Expert, which may require adjustment of Service Agreement with UNIDO Vienna. Without such adjustment (extension) some of the duties assigned may not be completed.
<table>
<thead>
<tr>
<th>DATE</th>
<th>000 Windin9 Up</th>
<th>000 Trip out and debriefing</th>
</tr>
</thead>
<tbody>
<tr>
<td>WEEK</td>
<td>1</td>
<td>2</td>
</tr>
<tr>
<td>DATE</td>
<td>3</td>
<td>4</td>
</tr>
<tr>
<td>WORK SCHEDULE</td>
<td>5</td>
<td>6</td>
</tr>
<tr>
<td>11-24/11</td>
<td>11-27/11</td>
<td>11-30/11</td>
</tr>
<tr>
<td>0 Trip &amp; Briefing</td>
<td>11-17/2</td>
<td>18-24/2</td>
</tr>
<tr>
<td>Orientation &amp; Preparation of Work Plan</td>
<td>25-2/3</td>
<td>4-10/2</td>
</tr>
<tr>
<td>1. Analysis of status of local entrepreneurship in SSI sector</td>
<td>11-17/3</td>
<td>18-24/3</td>
</tr>
<tr>
<td>2. Assess &amp; Improve design of EDP</td>
<td>25-31/4</td>
<td>1-7/4</td>
</tr>
<tr>
<td>3. Training of NIDPO Staff and UNV on EDP</td>
<td>8-14/4</td>
<td>15-21/4</td>
</tr>
<tr>
<td>4. Prepare manual for EDP</td>
<td>22-27/4</td>
<td></td>
</tr>
<tr>
<td>5. Prepare guidelines for extension workers</td>
<td></td>
<td></td>
</tr>
<tr>
<td>6. Prepare guidelines for NIDPO Dev. Services Staff on entrepreneurship aspects of project proposal</td>
<td></td>
<td></td>
</tr>
<tr>
<td>7. Assess local training Inst. for Business/Management training Courses</td>
<td></td>
<td></td>
</tr>
<tr>
<td>8. Prepare guidelines for Development Services on designing Business Management Programme</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
I WORK PLAN

In accordance with the work plan 'prepared' upon arrival of the EDP Expert, copies of which have been provided, two (2) activities would have been completed as of 4 March, namely:

1. Analysis of the status of Entrepreneurship in the Small Industry Sector of Sierra Leone; and

2. Assessment of the MIDFO Entrepreneurship Development Program preparatory to modification, if necessary.

Although both tasks have been accomplished the corresponding reports have not been submitted due to delay in the documentation process. The solution to this problem through the provision of a contractual Typist, however, is being attended to. Hopefully, a Typist is expected anytime.

Today's presentation would have been more fruitful if copies of the reports were available for everyone's perusal. These will be provided as soon as documentation is finished.

II. HIGHLIGHTS OF FINDINGS

For purposes of this afternoon's presentation highlights of findings have been culled, accordingly.

1. DEFINITIONS

Through the Seminar/Workshop on Entrepreneurship conducted by the EDP Expert last 1 March, and participated in by Officers and Staff of the Development Services Section, MIDFO,
definitions for entrepreneurship and entrepreneur were arrived at by consensus for NIDO use, as follows:

ENTREPRENEURSHIP is a purposeful activity involving innovation, organization and combination of resources and calculated risk-taking towards the achievement of a profit-oriented business undertaking.

ENTREPRENEUR is one who undertakes a purposeful activity through innovation, organization and combination of resources and calculated risk-taking to achieve a profit-oriented business enterprise.

2. CONCEPT OF ENTREPRENEURSHIP

Much of information available are on the enterprise rather than the entrepreneur. There is a tendency to mix up the enterprise with the entrepreneur in the approach to development.

Surveys conducted both in the project and elsewhere dealt more on the enterprise and very little on the entrepreneur. This situation holds some as well in the entrepreneur files of NIDO.

ENTREPRENEURSHIP is involed which the phenomenon in the person that undertakes a successful business enterprise. The enterprise is the manifestation of such a phenomenon. Hence, entrepreneurship development is directed towards the person, and not the enterprise. Knowledge and understanding of the entrepreneur allows a better directed entrepreneurship development programme.
This model illustrates the spectrum for Small Industry Development through entrepreneurship.

3. PROFILE OF SMALL INDUSTRY ENTREPRENEURS

a. GENDER

- 1987 Survey: 93% males, 7% females
- 1989 Survey: 96% males, 4% females
- NIDFO Clients: 74% males, 26% females
- POPULATION: 49.4% males, 50.6% females

b. AGE OF ENTREPRENEUR

- 1989 Survey: Below 30 - 8%, 30 - 50 - 67%, Above 50 - 25%

AGE OF ENTERPRISE

8 to 29 years for 96% of respondents

Age when entrepreneurship set in deduced at age 22.

The tabulation, however, on enterprise age in the 1989 survey report shows start of enterprise until 1981. If latter years are included the estimated age when entrepreneurship sets in is about 25 years.

c. SOCIAL BACKGROUND

Ethnic and religious background not available.

d. Educational Background


<table>
<thead>
<tr>
<th></th>
<th>L/GH</th>
<th>M/FO FILES</th>
</tr>
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<tbody>
<tr>
<td>Food Processing</td>
<td>33</td>
<td>32</td>
</tr>
<tr>
<td>Wood Working</td>
<td>24</td>
<td>46</td>
</tr>
<tr>
<td>Textile, Gar, Tailoring</td>
<td>57</td>
<td></td>
</tr>
<tr>
<td>Mechanical Works</td>
<td></td>
<td>66</td>
</tr>
<tr>
<td>Electrical Works</td>
<td></td>
<td>100</td>
</tr>
<tr>
<td>Leather Works</td>
<td></td>
<td>0</td>
</tr>
<tr>
<td>Metal Works</td>
<td>5</td>
<td>0</td>
</tr>
<tr>
<td>Others</td>
<td>26</td>
<td>0</td>
</tr>
</tbody>
</table>

The selected entrepreneurs for assistance by MINFO shows preponderance of those who have had some form of education.

The correlation of education and success should be validated by MINFO through the monitoring process of assisted entrepreneurs.

e. Reasons for Entering Business

<table>
<thead>
<tr>
<th>REASON</th>
<th>FREQUENCY</th>
</tr>
</thead>
<tbody>
<tr>
<td>Desire to be Independent</td>
<td>21</td>
</tr>
<tr>
<td>Nothing else to do</td>
<td>11</td>
</tr>
<tr>
<td>Perceived Market Demand</td>
<td>9</td>
</tr>
<tr>
<td>Desire for more income</td>
<td>6</td>
</tr>
<tr>
<td>Employing Company Shift down</td>
<td>3</td>
</tr>
<tr>
<td>Laid off from Employment</td>
<td>2</td>
</tr>
<tr>
<td>Influence of Family</td>
<td>2</td>
</tr>
<tr>
<td>Not indicated</td>
<td>60</td>
</tr>
</tbody>
</table>

f. Reason for Choice of Business

<table>
<thead>
<tr>
<th>REASON</th>
<th>FREQUENCY</th>
</tr>
</thead>
<tbody>
<tr>
<td>Previous work experience</td>
<td>112</td>
</tr>
<tr>
<td>Family Business</td>
<td>32</td>
</tr>
</tbody>
</table>
The Small Scale Industry entrepreneur in Sierra Leone is at present dominated by males, but may eventually include an appreciable number of females. He/She is unlikely to enter into business between the ages of 25 and may come from a varied socio-cultural background. He/She may or may not have an educational background and therefore may be literate or illiterate.

Strong desire for independence and more income are existing motivations. A few may be opportunistic and innovative, manifesting at an early stage, while other may show innovation and risk-taking at a later age.

In general, however, the entrepreneur may have a conservative nature and cling to traditional ventures but will not hesitate to try new fields of undertaking if convinced of profitability and viability.

The Sierra Leonean entrepreneur exhibits high mobility both locationally and socially, with economic advantage in mind. He/She is deprived, however, of much information that can help in innovation and venture, and is, therefore, expected to have a high absorptive capacity for new ideas, in general.

4. CHARACTERISTICS OF ENTREPRENEUR LEADING TO SUCCESS (TABLE 5)

Through an opinion survey on a modified Delphi approach, the characteristics of the entrepreneur leading to success were initially identified. During the Seminar/Workshop on Entrepreneurship, however, doubts were projected on the validity of the characteristics short-listed for the following reasons:

<table>
<thead>
<tr>
<th>REASON</th>
<th>FREQUENCY</th>
</tr>
</thead>
<tbody>
<tr>
<td>Vocational Training</td>
<td>19</td>
</tr>
<tr>
<td>Perceived Market Potential</td>
<td>17</td>
</tr>
<tr>
<td>Encouraged by Friends</td>
<td>4</td>
</tr>
</tbody>
</table>
1. The frequency distribution of identified enterprises may be biased towards choices in other countries with a different environment from Sierra Leone (Gabriel).

2. The characteristics arrived at may not be comprehensive as only eleven (11) out of forty three (43) listed were included (Johnson).

In view of this another workshop will be organized to arrive at a list of characteristics acceptable to the Development Services Group.

5. LEVEL OF ENTREPRENEURSHIP

1st Level - Rule-of-thumb Entrepreneur
- continuous smallness of enterprise
- no records
- operates by gut-feel rather than systematic analysis
- limited cultural background
- social involvement

2nd Level - Informed Entrepreneur
- applies basic management techniques
- highly motivated for growth

3rd Level - Sophisticated Entrepreneur
- applies policy formulation
- strategic planning techniques
- has long-term foresight
- gets involved w/ organization development

4th Level - Mathematically Advised Entrepreneurial
- exercises gamesmanship
- involved in corporate strategies
- deals in financial arbitrage, acquisitions, mergers, divestments, etc.

6. ENTREPRENEURIAL EVENT FORMATION

Adopting the discussed levels of entrepreneurship the entrepreneurial event formation flow chart shows the interventions that are needed to transform the entrepreneur from one level to the other (Fig. 1).
ENREPRENEURSHIP MODEL

The entrepreneurship model in Sierra Leone is shown in Figure 2.

During the 1st seminar/workshop for Development Services Staff it was pointed out (Gabeishi) that there is an intermediate step in the flow of developed world values and practices before they influence the Sierra Leonean entrepreneur in innovation and idea/project development. This is the adaptation by developing countries through consultants and experts fielded by international organizations. The concept is included in the report on the status of entrepreneurship in Sierra Leone.

B. ENTREPRENEURSHIP DEVELOPMENT PROGRAMME

The original task of the EDP Expert according to the job description is to design a 5-day EDP. However, there is already an EDP/EIP in place, having been conducted 8 times for 174 participants. The task was modified to the assessment of the existing programme and the introduction of improvements where necessary.

1. FRAMEWORK OF ASSESSMENT OF THE EDP

I OBJECTIVES OF THE EDP

- target participants
- desired measurable results

II STRATEGY & TOOLS FOR IDENTIFICATION OF POTENTIAL ENTREPRENEURS

- location of entrepreneur
- promotion of the programme
- selection criteria

2. CONCEPT OF ENTREPRENEURSHIP DEVELOPMENT

Although by nomenclature there seems to be a reference to the 5-day training programme as "the" EDP, actual practice at the Development Services Section reflects that other activities belonging to EDP are being undertaken, namely:
definitions for entrepreneurship and entrepreneur were arrived at by consensus for MINFO use, as follows: (Contd. page 44)
Fig. 2 - Entrepreneurship Model in Sierra Leone
1) Entrepreneur Selection
2) Entrepreneurship Motivation (KIP)
3) Entrepreneurial Training
4) Extension Services.
5) Information Dissemination

The operational Guidelines and Procedure Of The Development Services Section reflects a more expanded view of entrepreneurship development to cover.

- Entrepreneurship Induction Programme (KIP)
- Basic Business Management Course (BMC)
- Technical Training Course (TTC)
- Advanced Business Management Course (ABMC)

3. ELEMENTS OF AN ENTREPRENEURSHIP DEVELOPMENT PROGRAMME

1. ENTREPRENEUR SELECTION
   - searching for entrepreneurial talents
   - Selection
   - Validation

2. ENTREPRENEURSHIP MOTIVATION
   - Motivation training (KIP)
   - Entrepreneurial skills Formation

3. ENTREPRENEURIAL TRAINING
   - Management training (BMC/ABMC)
   - Skills training (TTC)

4. EXTENSION SERVICE
   - Records Keeping
   - Methods improvement
   - Technology adaptation
   - Marketing techniques
   - Managing people
   - Etc.
5. INFORMATION

- Venture Opportunities
- Product design
- Market info
- Etc.

STRATEGY FOR IDENTIFICATION OF ENTREPRENEURS

Extension workers visit entrepreneurs identified from the list of respondents in previous survey (1987) and those encountered in the process of their field mission. Some of those in the list are no longer in the addresses available.

Only those entrepreneurs within the seven (7) identified Industry Sectors in the NIDFO scope of targets are identified. Limiting the Industry Group to what are predominantly in existence may be restricting the innovation aspect in entrepreneurship. Also, these groups may already be overcrowded since 83% of entrepreneurs are in such sectors.

The field visit for Identification of the Entrepreneur contains more information about the enterprise rather than the entrepreneur.

5. SELECTION PROCESS

The format used for final screening of the entrepreneur, although quantitative in nature allows for high subjectivity on the part of the rater. For instance, how can an objective rating of "innovativeness and response to change" be measured as excellent (5), good (4), fair (3) or poor (2)? Some sub-factors may be incorporated to arrive at a better rating.

The validity of the selection process is important so as not to filter out potential entrepreneurs and include likely failures.

Perhaps also, not all factors have equal weights. Hence, some degree of prioritizing may be needed.
6.

TRAINING PROGRAMMES

1.

COURSE CONTENTS

The course contents must answer the set training objectives. This is not so in the EDP and BEMC.

It is more effective to start with the macro picture then move towards the micro aspects so that the entrepreneur can identify readily with the situations. The course contents of the EDP & BEMC do not exhibit this.

2.

TRAINING MATERIALS

The training programmes rely much on participant retention by memory. It may be more effective to provide handouts for their reading and referral. Likewise, visual aids may enhance retention.

7.

TIME DIMENSION

From the flow chart of activities involved in EDP it was found that it takes 95 working days for a batch of 30 identified entrepreneurs to be assisted from the time of identification until the completion of the business plans for financing purposes. This does not include post-financing assistance in the form of providing industrial extension service.

8.

ORGANIZATION AND STAFFING

The project document refers only to one person, the EDP Specialist, to undertake entrepreneurship development activities. By practice, however, all other extension workers are involved in the entrepreneurship development work.

The training and development of Development Services Staff must be intensified to make them more effective in their work.

Submitted by: BENINIA R. FAJARDO
EDF Expert, UNIDO EF/87/003
ANNEX V

LIST OF COUNTERPART STAFF

1. E.A.B. Johnson
   Officer In-Charge,
   Development Services, MIDFO

2. S. Dans-Kawa
   Development Officer
   Development Services, MIDFO

3. H.S. Bangura
   EDP Specialist
   Development Services, MIDFO

4. Oppong Mensah-Abarampeh
   EDP Specialist
   UN Volunteer
LIST OF PEOPLE MET

1. L.A.C. Richards
   General Manager, NIDFO

2. Agnes Taylor-Levis
   Financial Controller
   & Board Secretary, NIDFO

3. A.I. Kargbo
   OIC, Financial Services, NIDFO

4. I.I. May-Parker
   Director
   Institute of Public Administration and Management
   University of Sierra Leone

5. L.E. Rogers-Wright
   Lecturer, Business Studies and Entrepreneurial Development
   Institute of Public Administration and Management
   University of Sierra Leone

6. G. Mason
   Lecturer, Administration and Management
   Institute of Public Administration and Management
   University of Sierra Leone

7. S.V. Rogers-Wright
   Principal
   Young Women's Christian Association
   Vocational Institute

8. G.R. Caroll
   Principal
   Technical Training Institute
9. C. Hughes
   Training Coordinator
   Technical Training Institute

10. S. Malagi
    Director
    Opportunities Industrialization Centre

11. S.J. Bayoh
    Deputy Director
    Opportunities Industrialization Centre

12. M. Cassell
    Lecturer, Commercial Law & Banking
    Opportunities Industrialization Centre

13. A. Kamara
    Lecturer, Accounting, Finance & Business Planning
    Opportunities Industrialization Centre

14. I. Sessay
    Lecturer, Accounting, Finance & Business Planning
    Opportunities Industrialization Centre

15. Augustine Katta
    Management/Business Development Staff
    Opportunities Industrialization Centre

16. Mrs. Ganda
    National Entrepreneur Coordinator
    Opportunities Industrialization Centre

17. U.S.A. Kargbo
    Principal
    Milton Margai Teachers College
18. Jeca Halloway  
Member, College Council  
Milton Margai Teachers College

19. Josephine Jallo  
Senior Lecturer, Department of Commercial Studies  
Milton Margai Teachers College

20. Aisa M. Kamara  
Lecturer, Department of Commercial Studies  
Milton Margai Teachers College

21. Elizabeth A.R. Johnson  
Lecturer, Department of Commercial Studies  
Milton Margai Teachers College

22. Jonathan Karim  
Entrepreneur  
We Yone Metal Works

23. Michael Harding  
Entrepreneur  
Mini Engineering

24. Yoseb Kasarah  
Entrepreneur  
Fancy Gara Shop

25. Kade Wurie  
Kade Wurie Gara Enterprise

26. Margie Rhodes  
Entrepreneur  
Busby Fashion

27. S.I.S. Loving-Bangura  
Entrepreneur  
SIDCO Enterprises
28. Mohamed Gabiai  
   Entrepreneur  
   Gabiai Leatherworks

29. M. L. Palmer  
   Area Buying Manager, West Africa  
   Crown Agents

30. Kenneth R. Walker  
   Engineering Manager  
   Technical Support Division  
   Crown Agents

31. Evamart C. Tjooe-Arrie  
   Project Manager (Mano River Basin Agricultural Development)  
   A.A. International by

32. Jennifer Banmer-Thomas  
   Managing Director  
   ACE Tourism & Travel Agency

33. Steven J. Wisman  
   Technical Advisor for  
   Sierra Leone Opportunities Industrialization Centers

34. Percy Brown  
   Programme Advisor for  
   Sierra Leone Opportunities Industrialization Centers
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ABBREVIATIONS

NIDFO  National Industrial Development and Finance Organization Limited

NGO  Non-governmental organization

ASI  Artisanal and small-scale industries

ASIE  Artisanal and small-scale industrial enterprises

OIC, DS  Officer-in-Charge, Development Services Section

EDP Expert  Entrepreneurship Development Programme Expert

EDP  Entrepreneurship Development Programme

EIP  Entrepreneurship Induction Programme

EMT  Entrepreneurship Motivation Training

BBMC  Basic Business Management Course

OIC  Sierra Leone Opportunities Industrialisation Centre

UNV  United Nations Volunteers

TTP  Technical Training Programme