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AGENCY FOR INTERNATIONAL DEVELOPMENT PROJECT PAPER FACESHEET		1 TRANSACTION CODE <input type="checkbox"/> A ADD <input checked="" type="checkbox"/> C CHANGE <input type="checkbox"/> D DELETE	PP 2 DOCUMENT CODE 3
3 COUNTRY/ENTITY LEBANON		4 DOCUMENT REVISION NUMBER []	
5 PROJECT NUMBER (7 digits) [268-0318]	6 BUREAU/OFFICE A SYMBOL [NE] B CODE [03]	7 PROJECT TITLE (Maximum 49 characters) [VOC TRAINING IN BUILD TRADES]	
8 ESTIMATED PY OF PROJECT COMPLETION PY [81]		9 ESTIMATED DATE OF OBLIGATION A INITIAL [81] B QUARTER [3] C FINAL PY [82] (Enter 1, 2, 3 or 4)	

10. ESTIMATED COSTS (\$900 OR EQUIVALENT \$)

A FUNDING SOURCE	FIRST FY			LIFE OF PROJECT		
	B. PY	C. LIFE	D. TOTAL	E. PY	F. LIFE	G. TOTAL
AID APPROPRIATED TOTAL	840		840	1,590		
(GRANT)	840		840	1,590		
(LOAN)						
OTHER						
1. U.S.						
2. OTHER COUNTRY		250	250		200	450
OTHER (NONU.S.)						
TOTALS	840	250	1,090	1,590	200	2,040

11. PROPOSED BUDGET APPROPRIATED FUNDS (\$900)

A APPROPRIATION	B. PRIMARY PURPOSE (1)(2)	PRIMARY TECH. CODE		E. 1ST FY '81		H. 2ND FY '82		K. 3RD FY	
		C. GRANT	D. LOAN	F. GRANT	G. LOAN	I. GRANT	J. LOAN	L. GRANT	M. LOAN
(1) ESF	610	613		840		750			
(2)									
(3)									
(4)									
TOTALS									
A APPROPRIATION		N. 4TH FY		O. 5TH FY		LIFE OF PROJECT		12 IN-DEPTH EVALUATION SCHEDULED	
(1) ESF						1,590			MM YY [0,3 812]
(2)									
(3)									
(4)									
TOTALS									

13. DATA CHANGE INDICATOR WERE CHANGES MADE IN THE PID FACESHEET DATA BLOCKS 12, 13, 14, OR 15 OR IN PIP FACESHEET DATA, BLOCK 12? IF YES ATTACH CHANGED PID FACESHEET

[2] 1 NO
2 YES

14. ORIGINATING OFFICE CLEARANCE SIGNATURE TITLE AID Representative/Lebanon	15. DATE DOCUMENT RECEIVED IN AID/W, OR FOR AID/W DOCUMENTS. DATE OF DISTRIBUTION DATE SIGNED MM DD YY MM DD YY
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Active in project
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LEBANON: Vocational Training in Building
Trades (258-0318)

I. SUMMARY AND RECOMMENDATIONS

1. Grantee: YMCA/Lebanon, a host-country PVO
2. Implementing Agency: YMCA/L
3. Amount: \$750,000 for FY 1982
4. Project Purpose: Provide vocational training for unemployed Lebanese without marketable job skills in construction trades needed for the reconstruction of Lebanon.
5. Project Description: The Grant will provide continued financing for foreign exchange and local currency costs to conduct community-based vocational training courses throughout Lebanon in several skilled and semi-skilled trades in the construction industry. In addition, Entrepreneur Training Seminars will be conducted for former graduates of the vocational training program who are interested in beginning their own small contracting businesses.
6. Grantee Contribution: The communities involved in the program will provide an appropriate site to conduct the training and logistical support in arranging for students to participate in the program. In some instances, the community will arrange for the cost of tools that are provided the students. The community contribution to the program will be at least 25 percent of the AID contribution.
7. Mission Views: The AID Representative/Lebanon recommends approval of the Grant.
8. Source of U.S. Funds: Fiscal Year 1982 Economic Support Funds.
9. Statutory Requirements: All applicable statutory criteria seem to have been satisfied.

10. Recommendation: Approval of a Grant of \$750,000 to be obligated in FY 1982 for a one year extension of the Vocational Training in Building Trade Skills (268-0318) project beginning May 1, 1982.

11. Project Committee: W. Ernest Popp; William R. McIntyre; Kamal Farhat.

II. THE PROJECT

A. Background

This project was developed as a result of a YMCA/L-financed pilot program begun in 1977 to demonstrate a new approach to conduct training in building trade skills needed for the reconstruction of Lebanon and to provide employment opportunities for otherwise unemployable Lebanese youth.

The methodology for the project calls for community-based training sessions in several building trade skills (e.g. laying of floor tiles, brick laying, plastering, etc.) which seem in great demand on the job market. Training follows the "build it-knock it down-build it better" approach. The students (about 100 per three months session) and instructors are all recruited from the community requesting YMCA/L assistance. Training is usually conducted at a public structure in the community (usually a community center, but sometimes a health center or similar facility). Selection, supervision and training of the instructors is provided by YMCA/L staff along with the materials and tools (which provide the basic equipment needed to begin work in the trade and kept by the student) needed to conduct the course.

A total of \$800,000 was obligated for the initial project (268-0308) in September 1978 for a two year project to train some 2,000 persons at 20 sites. Due to the unexpected demand for this type of training and cost savings, largely through the re-use of

the Grant by graduating 1,511 of the 2,169 persons who took the course in less than one year. At least half of the drop-outs are considered to have been trained as they left the course early to seek employment.

The initial project was amended in September 1979 to provide an additional \$840,000 to train 1,600 more young persons at twenty sites over an 18 month period. Emphasis was given for training to be conducted in the South and more sophisticated courses (electricity and plumbing) were added to the courses offered. It was decided, at the same time, to reduce the average class size from 100 to 80 students, largely because more difficult trades would be taught. Again, project outputs were exceeded when, by March 1981, YMCA/L graduated 2,036 of the 2,870 persons who took the course at 32 training sites, or nearly a 75 percent success rate.

Cost saving measures instituted by YMCA/L reduced the average expense for the total number of students enrolled in the program from \$370 per student in the original grant to \$285 per student in the follow-on grant amendment. This was done in spite of an inflation rate that probably exceeded 20 percent annually and fewer students per session.

Prior to the completion of the follow-on project, the program was formally evaluated in August of 1980 (PES 80-3) by the Council for Development and Reconstruction (CDR), YMCA/L and AID Rep/L, under the leadership of a Beirut University College (BUC) sociologist. The main conclusions of this evaluation were the project had been a remarkable success, but it should be expanded as it seemed barely to meet a latent need. Also, the response to the training offered would lead to the conclusion that the project could be expanded into other skill areas such as machinery maintenance and agriculture extension. Lastly, the evaluation

pointed out that women had been neglected as potential beneficiaries of the program.

Later in 1980, preliminary results from an AUB manpower study, financed by ILO under CDR auspices, became available. This study, tended to substantiate the view that the construction industry in Lebanon had suffered great losses because of the war, particularly in the semi-skilled and skilled trades. Based on experiences to date, the evaluation and initial findings of the manpower study, a transitional project (268-0318) was designed which is further discussed in Section C, Project Analysis, of this paper.

B. AID Program Objectives

The principal U.S. objectives in Lebanon are to preserve the territorial integrity of the nation, strengthen the capacity of its central government, and enhance the unity and cohesiveness of the Lebanese people. The AID program utilizes limited technical and financial assistance from the Economic Support Fund to support those objectives by channelling funds through CDR, the central Government agency directing the reconstruction of the country, to Government agencies and private voluntary organizations which provide social and economic benefits to all major groups in Lebanese society.

The YMCA/L project specifically supports these objectives by providing trained manpower needed for the reconstruction of Lebanon. Reconstruction is one of the essential elements in the belief of the people that the future bodes well for Lebanon. Moreover, the heavy community involvement in carrying out the program strengthens the cohesiveness of the Lebanese people by benefiting not only the student but the community that participates in the program. On the other hand, there is very little central Government participation in the program other than approval of the activity by CDR on the basis it does not duplicate any other Government activity and the acknowledgement that the need for such training is great.

In sum, the YMCA/L Vocational Training Program (VTP) is probably one of AID's most effective projects in meeting short-term objectives of immediate support of the reconstruction program and encouraging local action activities within communities. Our longer term objective of strengthening the Government to better defend its territorial integrity and service its citizens are only being met indirectly through the project. The trade-off between the project's achievements in meeting immediate AID objectives and limited effectiveness in addressing longer-term objectives is a major quandary faced in continuing the program.

III. PROJECT ANALYSIS

The project recommended in the following analysis involves an increase of funds for an ongoing project in the amount of \$750,000 for FY 1982. These funds will provide for continuation of the VTP, including a new skill, Drafting, which should have specific application for women. The Entrepreneur Seminars for graduates of the program interested in establishing their own construction firms will be continued. A concerted effort will be undertaken to increase the numbers and amounts of funding from other organizations and communities participating in the program. Special studies and evaluations are contemplated to chart the future course of the project and to seek new ways to enhance community, women and other participation in the project.

The following analysis of the current program and the proposed follow-on project are largely based on a recent evaluation (formally submitted to AID/W in March 1982), a summary assessment of the manpower situation in Lebanon (Attachment A) and a YMCA/L in-depth survey of five former training sessions conducted in 1980 and 1981.

A. Current Program

In FY 1981 a new, one year project (268-0318) was designed and funded for \$840,000 to continue the VTP. Vocational training remained the core of the program with 19 training sessions proposed for some 1,500 young persons in a one year period ending September 30, 1982. In fact, the last disbursement for training sessions should take place in mid-July 1982 for remaining commitments entered into in March 1982.

Present estimates are the current program will be completed on schedule with about 2,050 persons graduating of the 2,560 who started the training, or about an 80 percent success rate. It is anticipated 32 or 33 training sessions will be conducted when the ongoing program is completed. Through careful management, YMCA/L has held the cost per student initially enrolled in a training session to about \$300 in spite of inflation still running about 20 percent annually.

In addition to trade skills training, Entrepreneur Seminars and Work Ethics training were proposed as potential experimental activities as adjuncts to training. Based on a 1981 sample survey (Attachment B) undertaken by YMCA/L in five former training sessions and a formal evaluation conducted in early 1982 (PES 268-82-01 was submitted in March 1982), the following summarizes the current status of the VTP.

1. Drop-out/Failure Rates of Trainees

In a 1980 survey of 29 training sessions, YMCA/L calculated that 72 percent of the students enrolled in the program received certificates. It was further estimated that about one-half of the drop-outs did so to seek employment because of the need to improve their economic state. The remaining drop-outs or failures were forced to do so primarily on account of pressures put on them by their families, such as seasonal field work, family duties and other

For the ongoing program it is estimated the success rate will have risen to 80 percent. This higher success rate is viewed as an index of the more serious attitude taken by Lebanese young adults and their parents towards such a program and is confirmed in the 1982 evaluation of the program.

2. Appeal of VTP and Age of Trainees

The 1980 survey showed that 45 percent graduated at the "Master" level and 55 percent at the "Assistant Master" level, and about 80 percent of the graduates were 16 years or older. Only in rare cases are the younger students given "Master" ratings and, if age had not been a factor, many more might have deserved the higher rating. This indicates the training methodology is effective in achieving the skill levels desired.

In addition, the high level of proficiency achieved by the younger students indicates a great deal of interest in vocational training in Lebanon. It also appears, however, the training itself may be an attractive alternative to continuing in the formal school system. Many under 16 years trainees join vocational training sessions concurrently with their formal education, but it is not clear if the immediate possibility of earning a good income after training is leading to drop-outs from the formal education system.

3. Vocational Skills and Work Opportunities

Not all vocational skills offered by YMCA/L are equally attractive to the trainees. It is not possible to determine if this is due to job market forces, personal tastes of the trainees, cultural preferences, or a combination of these forces. The distribution of training provided students by skills in the 1980 study was:

<u>S k i l l</u>	<u>Number of Trainees</u>
Tiling	560
Electricity	449
Plumbing	406
Brick laying	271
Bar bending/shuttering Carpentry	152
Plastering	147
Decoration (painting, carpeting, etc.)	65
Carpentry	<u>36</u>
Total:	2,086

As mentioned above, it is difficult to determine why such vocational skills, such as tiling, electrical wiring and plumbing are very popular as compared to others which are not necessarily more difficult or less rewarding. Carpentry, at the bottom, is a skill in great demand on the labor market but, for some reason, it appears less rewarding to the students and requires greater investment in tools than other skills. Among the possibilities for this lack of interest, at least in the case of carpentry, is the large-scale use of non-wood products and prefabricated components in more recent Lebanese building construction.

According to the 1981 survey, over 75 percent of the graduates in the five sites assessed had found employment (defined as full-time work in trades for which they were trained). A substantial number of the remaining 25 percent which are considered unemployed are believed to be students who are working on a part-time basis. The majority of the working graduates, 60 percent, have found employment nearby the area in which they received their training. Another 25 percent have found employment outside their area of training, but still in Lebanon. Less than 19 percent of the employed graduates are working outside of Lebanon, largely in the Arab Gulf area. It is believed the community approach to the training has been a strong force for graduates to remain in Lebanon in spite of very real opportunities to seek much higher salaries outside the country.

4. Educational Background

One of the most striking features in the 1981 survey has been the relatively high educational background of the trainees. The following table shows the distribution of trainees according to their levels of education:

<u>Level of Education</u>	<u>Number of Trainees</u>	<u>%</u>
Young Drop-outs	1	(-)
Elementary	169	(41%)
Intermediary	192	(46%)
Secondary	52	(12%)
University	5	(2%)

There is no ready explanation to clarify the absence of young drop-out trainees in the program since there is no effort to rule out such candidates. One possibility that has been advanced is the young drop-outs are probably employed as laborers and do not readily see the advantage to forgoing three months of income to take the training. On the other hand, University graduates who took the training hoped to learn a skill in order to supplement their salaries during vacation and their spare time.

5. Impact of the VTP on Lebanese Society

The Lebanese sociologist who led the two evaluations of the VTP has observed that, during the year and one-half between the two evaluations, the program has made a visible impact, particularly in rural Lebanon, on perceptions as to the value or status of work. The largely Christian area of East Beirut, for example, has begun to welcome the VTP which is believed to represent a gradual change for a more pragmatic and realistic attitude towards manual labor. In addition to graduating 350 craftsmen, the first session since the program began, conducting such training facilitate interaction processes which are needed to bring together the two sectors of Beirut.

6. Women

In the first evaluation it was pointed out that participation of women in the training was absent, citing various social and cultural reasons that make this difficult. In addition, it appears doubtful women would be able to find employment even if trained as employer preference for employees in most construction trades is overwhelmingly for male employees (Attachment C). YMCA/L has, however, identified a village willing to include women as students in the VIP and 20 women, ages 16-20, are currently receiving training in electrical wiring skills. In the view of the Evaluator, this phenomenon should not be seen as the beginning of Lebanese women entering the construction industry as the Lebanese culture does not yet seem open enough for such radical innovations. On the other hand, the fact villages may be willing to sponsor young women to the VIP may mean the time has come to identify vocational training areas which are acceptable for and by women trainees.

7. Split Sessions

In the latest version of the VIP, YMCA/L has introduced "split sessions" which has allowed two nearby communities, which formerly could not participate in the program because they were unable to provide the required 80 trainees, to join and share in a training session. Instead of concentrating sessions in one village, the two communities provide 40 trainees, each interested in four of the eight skills offered. This community sharing in the VIP seems to be gaining popularity and there has been little additional cost for the "split sessions".

8. Entrepreneur Seminars

Graduates of the VIP had expressed their interest in YMCA/L conducting training to help them establish their own small contracting business. During the current grant it was decided to conduct three experimental projects to attract and train women in the construction industry.

on how to establish a contracting business. Subjects to be taught include: contracting and negotiations; human relations; management; marketing and purchasing procedures; cost estimation; employment regulations; etc.

Poor security during the first part of the current grant delayed the start of these seminars until 1982 when the first was conducted in February. Fifty-six VIP graduates enrolled in the first seminar held in Ba'albeck and all attended the entire session. At the end of the seminar the attendees formed into eight groups made up of different trade skills to prepare a bid for construction of a small house. Professional contractors provided an "ideal" bid for the job. Two of the student teams estimated the job correctly, four teams were within 10 percent of the ideal bid and the other two teams made errors in their calculations. YMCA/L felt the response to the seminar was beyond what they had expected and intends to follow the attendees closely to determine if they are able to make use of the skills learned.

9. Work Ethics Training

The current VIP foresaw the addition of a formal "work ethics" component in the project. In practice, it was determined that concepts such as a days-work-for-a-days-pay, protection of the environment, etc., could be incorporated in the regular VIP training and no special activities were conducted in this area.

10. Community Action

In the view of the Evaluator, one of the more important dimensions in the evolution of the VIP has been the increase in community spirit and cooperation where training sessions have taken place. The second evaluation included more interviews and a more in-depth social analysis, but the rise in community spirit seemed to manifest itself in a more pronounced manner between the first and second evaluations. This gives support to the idea that

follow-on training sessions at certain sites reinforces the tendency for the program to foster community cooperation.

Tibnine, a larger village in South Lebanon, close to all manner of fighting, has benefitted from five VIP training sessions with 460 graduates. Work begun under the VIP is now being carried on by former graduates and the community to build a sizeable high school. Similarly, in Ba'albeck, where several VIP sessions have been conducted, land for an athletics field was donated by a social club so the VIP could begin. Under the impetus of the VIP the Ba'albeck community has completed a stadium holding 300 persons and small functional buildings for offices, bathrooms, conference hall, etc. Also in a community nearby Ba'albeck, a social, cultural and religious meeting place is nearing completion after work was started by VIP trainees. After graduation VIP tradesmen applied their skills in tiling, plastering, electrical wiring, etc., to complete the facility on a voluntary basis.

In these and other examples, the VIP has been the catalyst for focussing communities on a common project. The VIP material contribution to these community projects has only been a small part of the total investment that has gone into these projects, but the organization of the community under the VIP looms very important.

41. Main Conclusions of the 1981-82 Evaluation are:

a. The VIP has not reached some parts of Lebanon, particularly in the poor Akkar region of North Lebanon and sections of South Lebanon. The Christian areas of Mount Lebanon and East Beirut which have been barely touched upto now, seem ready to accept the program after a lukewarm initial response. With large scale reconstruction taking place in South Lebanon it seems continued emphasis should be given to this area, e.g. UNICEF, which is leading the reconstruction effort in the South, has mentioned to AID Rep/L

that the lack of semi-skilled and skilled worker to maintain facilities they are building is one of their biggest concerns.

b. The view that the VTP format is appropriate for women in some areas of the country makes it imperative that other skills, which meet women needs and are acceptable to employers' norms and values, be introduced.

c. The Entrepreneur Seminars seem to have had an enthusiastic beginning and should be continued and expanded into areas where former graduates are clustered. These types of seminars may have the advantage of encouraging the more ambitious VTP graduates to remain in Lebanon and start their own businesses rather than emigrate to the Arab Gulf.

d. An oft repeated suggestion by communities as to how the program might be improved is the expansion of the number of skills taught. Machinery maintenance and agricultural mechanics are two areas of particular interest to the villagers.

e. The spirit of community action that seems to have been fostered by the VTP should be given special attention and further encouraged to increase community participation and voluntary work on part of the beneficiaries.

12. Manpower Situation in the Construction Industry:

In addition to the evaluation, AUB was asked to summarize the results of a CDR/ILO financed manpower study which has been underway for the past two to three years in terms of its significance for the YMCA/L program. In addition to the attached summary prepared by AUB, we have prepared a visual presentation (Attachment D) which provides rough projections of construction industry manpower needs to carry out the reconstruction program over the next few years.

Some preliminary observations can be made of this data based in the following "iffy" assumptions: the reconstruction program gained momentum in 1981, about the time Arab Gulf money began to flow in substantial amounts; private and public investment levels in reconstruction will be about equal and disbursed at about the same rate; the composition of private and public investment, in terms of manpower requirements, for reconstruction is similar; and the security situation will at least haltingly improve.

In 1979 the total labor force actively employed in the construction sector is estimated at almost 19,000 workers. Had the 1975-76 war not taken place, it is estimated the construction industry labor force would have been over 62,000. The 70 percent drop in employment between the estimated and extrapolated manpower levels can be taken as a measure of the war-effects on employment in the construction industry. Moreover, the following table indicates the construction industry was harder hit than other major non-agriculture sectors.

Non-Agricultural Labor Force by Industry, 1979

Sector	Extrapolated (no-war) Labor Force	Estimated (war) Labor Force	Percentage Change
- Industry	193,900	87,000	-52
- Energy and Water	7,400	11,200	+51
- Construction	62,300	19,000	-70
- Transportation	54,000	25,000	-53
- Commerce and Tourism	177,000	88,000	-50
- Services	297,000	265,000	-14
Total	791,600	485,200	-39

Furthermore, it is estimated the unskilled and semi-skilled categories represent 45-50 percent of the total

Our best estimate of the 1981 manpower gap in the construction industry is about 70,000 workers with approximately one-half needed in the semi-skilled and unskilled categories. Skilled workers would represent about another 35 percent of this gap. Very roughly, we estimate this manpower gap will remain substantial through 1984-85 when it will begin to close sharply, depending upon the dampening effect the gap has on the rate of reconstruction.

The accuracy of these projections are subject to numerous caveats, but the relative relationship between the VTP (graduating about 2,000 skilled and semi-skilled workers annually at the current rate) and manpower needs is probably valid. Through 1984-85 we see few alternatives to the VTP as a major contributor of trained manpower needed for the reconstruction of Lebanon.

B. Proposed Project Amendment:

As the VTP project continues it becomes more and more difficult to put dimensions on the activity which will lead to a finite set of goals and objectives. The 1981-82 program sought, in quantitative terms, to tie the project to manpower needs for the national reconstruction program in a limited set of construction skills thought to be important for rebuilding. Based on the massive manpower gap in the construction sector a case could be made to continue such a program for the next two to three years in order to meet the urgent requirements of reconstruction, a major U.S. objective.

Success, however, seems to be multi-facet. It now seems that repeated VTP sessions in some of the larger communities is leading to a heightening of community spirit and cooperation-- another important U.S. objective. One could argue that, perhaps, the development of community action programs outweighs the more obvious benefits of training manpower needed for reconstruction.

On the other hand, conditions in Lebanon made it impractical to institutionalize the VTP, either in the public or private sectors. From the public side, it is argued the program will lose its dynamism if placed within the Government and there are jurisdictional prerogatives to contend with within the Government. In 1968 a Presidential Decree established a Committee charged with developing legislation to coordinate programs in informal education like the VTP. The Committee has yet to meet. On the private side, very few associations and societies exist, except on a regional scale, and the laissez-faire style of the private sector is not conducive to institutionalizing a national program like the VTP.

YMCA/L has consistently attempted to broaden its base of support and these efforts seem to be leading to success. The Director-General of the Office of Social Development has agreed in principle to contribute a minimum of L.L.300,000 (about \$65,000) to conduct sessions in South Lebanon with more financing if his budget permits. The Ministry of Labor and Social Affairs, which endorses the VTP certificates given to graduates, continues to give moral support to the program and will try to provide some L.L.50,000 (about \$10,000) as a token of this support. We expect more assistance to be forthcoming of this type, particularly for YMCA/L to conduct training in South Lebanon.

In sum, AID Rep/L has concluded the project, at least for FY 1982, should be continued with an emphasis on training in construction trades. Experiments in new vocational training techniques will be continued or added as they appear feasible. The following is a description of the components of the proposed Grant extension.

1. Vocational Training Program (\$698,000)

Conduct approximately 20 VTP training sessions for 1,600 young

a new technical set of skills will be started that will have special relevance for women. The first skill to be taught in the technical set will be Drafting and other skills may be added as appropriate.

To the extent feasible, participants in the training program will be limited to those who have finished the intermediate level in the formal education system (about 16 years in age), school drop-outs or older.

At least half the communities participating in the VTP will provide or make arrangements for financing the cost of tools given to students for training and starting work after graduation. Communities providing tools are expected to either grant the tools to the students or arrange for student reimbursement after they begin working.

In order to continue the expansion of the program into underserved areas it is seen as necessary to offer the VTP on a fully financed basis. In those areas where the course is repeated, however, it should be possible to increase community support by the financing of the students' tools from local resources.

2. Entrepreneur Seminars (\$45,000)

Conduct three, one-week seminars at different sites throughout the country for approximately 180 former VTP graduates interested in becoming independent contractors. The seminars will be designed to take into account the results of the experimental seminars conducted in early 1982.

3. Studies and Evaluations (\$7,000)

Conduct an independent study to determine ways in which the VTP can better foster broader community participation through more direct involvement and support of the program, increase women involvement, encourage more young drop-outs to participate and identify

Prepare an evaluation of the project which focusses on identifying medium-term goals of the project with particular emphasis on determining the relative importance of training and community action components of the program. The VIP has potential regional applicability, e.g., YMCA/L plans to conduct a demonstration training session in Egypt with Dutch assistance for potential AID financing, and an experienced AID/W Evaluator will be requested to assist the BUC sociologist in conducting this in-depth evaluation.

In addition to above, YMCA/L will prepare a proposal for conducting training in skills for which there is a high demand, but not necessarily directly related to the construction industry. It is believed that agricultural machinery maintenance and mechanics are potentially the most feasible such courses.

IV. IMPLEMENTATION

A. Implementation Plan :

No new implementation steps are proposed under the Grant extension. YMCA/L will continue to organize, conduct, manage and evaluate the VTP during the period covered by this Grant. Procedures followed for the procurement of goods and services will remain the same.

Training will be conducted at each site in four building skills in the following two sets depending upon agreements reached by the YMCA/L, the community and the students. A total of four skills will be taught at each site.

Set I	Set II
A. Tiling	A. Assistant Electrician
B. Plastering	B. Assistant Plumber/Heating System Technician.
C. Masonary (brick-laying)	C. Assistant Carpenter
D. Shutter Carpentry and Bar Bending	D. Painter/Wallpaper Hanger and Wall-to-Wall Carpeting Assistant.

In addition, the YMCA/L will introduce a third set of skills, which will be taught in conjunction with one of the above sets, related to technical aspects of the construction industry. Initially, only one skill, Drafting, will be taught under this set, but additional skills may be taught as such possibilities are deemed feasible. Women will be given priority consideration as students in the technical set.

YMCA/L will organize and conduct Entrepreneur Seminars at three different sites for graduates of the VTP who are interested in starting their own building contractor businesses. Attendees will receive training in such skills as management contracting, cost accounting and human relations. The seminars will run one week and it is expected each will provide training for 60 former graduates.

in fostering community action activities. The results of this analysis will be incorporated into the operations of the VTP to the extent this is feasible during the remainder of the Grant.

B. Proposed Budget (\$000):

<u>Program</u>	<u>AID</u>	<u>YMCA/L Communities</u>	<u>Others</u>
1. <u>VTP</u>	698	165	75
-Administration	155		
-Instructor Salaries	145		
-Building Materials	193		
-Tools	15	15	
-Engineering Support	125		
-Travel	15		
-Insurance	10		
-Miscellaneous (facilities, staff, budget support, etc.)	40	150	75
2. <u>Entrepreneur Seminars</u>	45	-	-
-Administration	7		
-Instructor Salaries	14		
-Training Materials	9		
-Food/Refreshments	8		
-Travel	3		
-Insurance	1		
-Miscellaneous	2		
3. <u>Studies and Evaluations</u>	7	-	-
-Social Analysis	2		
-Evaluation	5		
Total:	750	165	75

C. Disbursements:

Disbursements will be made by AID upon written request of YMCA/L for purposes approved under this Grant. The disbursements will occur over a period of one year. It is anticipated they will follow a regular pattern over the life of the Grant.

The total YMCA/L, community and other contributions to the project will not be less than 25 percent of the AID contribution.

D. Environmental Assessment:

The Grant will have an insignificant direct environmental impact as training is usually conducted on structures which are very small. A positive indirect effect will result through the ethics training which stresses the protection of the environment as a part of the skills learned.

E. Role of Women:

In the past, training has been provided exclusively for men as it is believed there would be few employment opportunities for women who might participate in the training. Drafting has been identified as a potential area of training that could lead to employment opportunities for women and this skill will be included in the Grant extension.

In addition, under the current Grant the YMCA/L has conducted a training session that included about 20 women who are learning electrician skills. The results of this experimental effort will be studied closely to determine if such training leads to employment and under what circumstances.

F. Evaluation:

Project progress will be formally evaluated by YMCA/L with AID assistance. Particular emphasis will be given to identifying appropriate medium-term objectives and special interests such as increasing women participation, fostering community actions, more participation by illiterates and expanding the skills taught.

A social impact study will be undertaken by YMCA/L to address such questions as: Why the program is not attractive to persons with minimum education? How does the VTP serve as a catalyst for uniting the community and can this be encouraged? What additional skills training seem to be desired by the communities and can these be incorporated into the program?

G. Beneficiaries:

The immediate beneficiaries of the program are the trained persons who are able to find employment at good levels or are able to obtain the basic skills for starting their own contracting business.

The ultimate beneficiaries of this Grant are the people of Lebawon who will have a pool of semi-skilled and skilled workers able to participate in the reconstruction of the country and other nation-building projects.

H. Issues:

1. Cost-Sharing ~~_____~~

In past Grants the VTP was offered at no direct cost to the community, although the community provided a facility in which the training took place and made arrangements for students and local instructors. Ideas have been reviewed such as: employers-to-be reimburse the YMCA/L for training costs; students reimbursing YMCA/L for the cost of their tools; charging of tuition fees for the training; etc., but have largely been held in abeyance until the worthiness of the program had been proven.

It is felt the time has come to begin introducing cost-sharing features in the program, particularly in those villages where the course is repeated or well-known. As a first step, it is proposed that at least half of the communities participating in the project ~~that at least half of the communities participating in the project~~ extension make arrangements for financing the tools provided students. This financing of tools might take the form of a donation by the community, a gift by a member of the community, payment by the students, etc., but the arrangement is largely to enhance community participation in the VTP as the cost of tools is relatively insignificant. This cost-sharing arrangement will be followed closely to determine if it creates any undue administrative load on YMCA/L and, if not, other arrangements will be explored, e.g., flat-rate tuition

where strong support of the program is being encouraged.

YMCA/L has received commitments from the Directorate-General of Labor (DGL) and the Office of Social Development (ODS) to provide approximately \$75,000 in this year's budget for general support of the VTP. The ODS commitment of \$65,000, while not significant in absolute terms, represents the largest single grant given a PVO for a project in recent years by ODS. The DGL commitment is symbolic as the organization wishes to show its support of the program in a material way while, at the same, it continues to sponsor the certificates given graduates of the program. YMCA/L will step up its discussions with UNICEF to obtain ~~support~~ investments of Arab reconstruction funds ~~are~~ being spent *in the South to restore schools, health and water facilities* under UNICEF management.

2. Institutionalization

In the current situation, i.e., a badly demoralized public sector and a laissez-faire private sector, there are substantial barriers to transferring the VTP to another organization, public and private. On the other hand, operating as it does now under AID auspices, there is two-fold advantage of meeting urgent needs quickly and providing a mechanism for undertaking experimental activities in the field of non-formal education, e.g., entrepreneur seminars and training of women in fields where they have not had access to jobs. A more structured project linked with ineffective organizations might severely hamper both the training and experimental aspects of the project.

Prior to the war, Lebanon was a net exporter of skilled labor and an importer of unskilled and some semi-skilled manpower. It will be some time before Lebanon will again be in such a position and reconstruction will need

beginning to seek ways to tap the largely under-utilized pool of women in skill areas related to reconstruction which have been traditionally closed to them. Development of more small contractors will strengthen Lebanon's reconstruction capabilities. Certainly there is a perceived need by the Lebanese to encourage non-formal education approaches to upgrade its manpower, but these needs are ill-defined and few Lebanese are able to define effective approaches for meeting these needs in the current situation.

AID Rep/L conceives the VTP as a rolling ^{program that} ~~based on the~~ ~~contributes to productivity and stability in Lebanon.~~ ~~very successful core program of construction trade skill training which meets effectively.~~ YMCA/L is seen as an innovative agent which seeks, through its core skills training program, to surface problems and seek new solutions to them. Through the VTP we have a successful vehicle able to meet critical manpower needs and, at the same time, identify problems and experiment with potential solutions. At some stage the Government will need to come to grips with meeting the Country's manpower needs through non-formal education approaches. The time is not now. We expect the YMCA/L program will provide a practical theoretical basis for any such Government program, whether or not YMCA/L is formally involved during a transition period. Until this time comes, we believe the YMCA/L should continue its core training program and address problems as they occur so the Government has a better, practical basis for making program decisions in and national undertakings in this area.

In sum, we propose the VTP project continue under AID financing using the core trade skills training as a vehicle for introducing and experimenting with new ideas and approaches in non-formal education techniques. To provide th

3. Women Involvement:

During the current Grant, YMCA/L was able to arrange with a participating community to teach a single skill, Electrician, to a group of 20 young women at one site. This effort will be followed closely to determine if it is successful. The general consensus, however, is the YMCA/L will only be able to increase in a marginal way women participation in the current set of construction skills.

On the other hand, YMCA/L discussion with private construction contractors indicate there is a need for Draftsmen, a skill for which women are acceptable. This need seems to be based, in part, on the lack of draftsmen in the Arab Gulf, ~~and much of the~~ ^{from which} engineering design and plans are being sent to Lebanon for preparation.

YMCA/L is currently preparing lesson plans for a Technician set of skills which will include, to begin with, Drafting. While drafting is potentially an acceptable skill for women, experimentation must take place to determine if the training can be conducted in an effective manner in a rural/peri-urban setting. YMCA/L intends to begin with drafting in the Technician set and, if successful, the set will be expanded to include other skills as appropriate.

4. Skills Taught:

The teaching of skills outside the construction industry has been proposed, e.g., "home skills" for women and agricultural extension. In the view of AID Rep/L the construction industry is the key to the physical aspects of the reconstruction program and should be given priority in the kinds of skills taught by YMCA/L.

There are other skills, however, for which a high priority

capacity to manage a disparate group of skills, we think there are opportunities to expand the number of skills taught within the general framework of the construction industry without diluting the effort excessively.

5. Age of Trainees:

The most recent evaluation and site study indicates substantial numbers of trainees are in the 15-16 year age group and students in the formal school system. It is not clear that the VTP may be acting as a force to encourage school drop-outs, but this will be one aspect of the social analysis planned during the Grant extension. In the interim it is planned to try to limit students to those who have finished the intermediate level of school or who have already dropped-out of the formal school system. YMCA/L does not believe the age/status limitation will seriously affect the ability of the communities to form training sessions of 80 students.

ATTACHMENT A

PROJECTIONS OF MANPOWER REQUIREMENTS

OF LEBANON'S RECONSTRUCTION PLAN

Summary prepared by Nadim Khalaf, Professor of Economics, AUB, of the study prepared by him in collaboration with Muhammad Manasfi and Nabil Nassif, both of AUB, and submitted to the International Labour Office (ILO) and Lebanon's Council of Development and Reconstruction, dated December, 1981.

1. The purpose of this short summary statement is to estimate, in terms of orders of magnitude, the relative manpower needs (relative to estimated manpower availabilities) of Lebanon's construction sector during the planned reconstruction period.

2. It is extremely important for the Lebanese authorities to develop the capacity to anticipate future trends in manpower requirements, particularly during the reconstruction period, in order to avert, if possible, through training programs and other schemes, manpower shortages rather than simply to react to such shortages.

3. The anticipated demand for labour during the plan period, broken down by skilled and semi-skilled and unskilled labour categories, is summarized in the table below. More detailed data, by labour category and by project, is available in Khalaf, et al., Projections of Manpower Requirements of Lebanon's Reconstruction Plan, Beirut, 1981 (mimeographed). It should be noted that these are the labour requirements of the planned public expenditures on reconstruction only. They do not include the planned public expenditures on development projects, nor do they include the labour requirements of private investments. They should not, therefore, be taken to be a measure of the total labour need

Manpower Requirements of the Reconstruction Plan*
By Year and by Major Skill (Man-Years)

<u>Year</u>	<u>Total Requirements</u>	<u>Semi-Skilled** & Unskilled</u>	<u>Skilled</u>
1	45,312	30,979	14,333
2	44,152	29,880	14,272
3	39,275	26,750	12,525
4	19,800	13,465	6,335
5	21,468	14,348	7,120
6	13,821	8,768	5,053

* See Khalaf, et al., op.cit., tables 13 & 14

** Including draftsmen

*** Including supervision staff and professionals.

requirements could generate, they should be compared with 'estimated' and/or 'extrapolated' labour availabilities in the construction sector. According to a previous study (See Khalaf, et al., Preliminary Assessment of Manpower and Labour Market Conditions in Lebanon) the total labour force actively employed in the construction sector was estimated to be around 18,942 in 1979. The 'extrapolated' size of the construction labour force, had the 'war' not taken place, was estimated to reach 62,311 in 1979. The difference between the 'estimated' and 'extrapolated' figures (the large 70% drop in employment) can be taken to be a measure of the war-effects on employment in the construction sector, since the extrapolations were based on trends in labour force data that prevailed before the events. The short-run and sizable manpower shortage, and therefore the current and urgent need for labour training, could be gauged by taking the difference between the 'estimated' construction labour force available in 1979 (brought forward to 1982) and the anticipated demand for labour data submitted here. The magnitude of the excess demand for labour is obvious. It should be remembered, of course, that the 'estimated' 1979 construction labour force included both private and public employment and that the anticipated needs are only for public

5. The methodology used and the assumptions made in generating the estimated demand for and supply of manpower during the plan period are spelled out in some detail in the two reports already referred to. Needless to say, changing any of these assumptions will change the projected results summarized here. The reports do submit other manpower profiles, and have also developed a computerized systems model capable of incorporating changes in the relevant parameters implied by changes in these assumptions.

NK/ha
Feb. 22, 1982

STUDY OF FIVE TMCALL TRAINING SESSIONS - 1981

LOCATION	Y R	NO. OF VILLAGES	SKILLS TAUGHT (No. STUDENTS / GRADUATES)									VITAL STATISTICS													
			BRICK-LAYING	TILING	BAR BENDING	ELECTRICITY	PLUMBING	PLASTERING	DECORATING	CARPENTRY	AGE OF PARTICIPANTS					EDUCATION LEVELS									
											15	16	17	18	19	20	21-30	31-40	40+	LITERATE	ILLITERATE	HIGHER PRIMARY	SECONDARY	UNIVERSITY	UNKNOWN
HERMEL (UPPER BEKA'A)	80	11	22 22	28 24	-	18 17	15 13	-	-	-	16	31	11	5	3	1	12	2	1	1	57	10	15	-	1
BALBECK (BEKA'A)	80	23	14 14	31 31	-	29 29	33 33	-	-	-	10	16	11	4	4	6	15	4	10	-	44	46	15	2	-
TEBNINE (SOUTH)	80	9	20 16	-	-	-	26 19	16 9	-	27 18	19	7	14	3	4	1	2	1	2	-	27	54	6	2	-
GHOBIERY (BEIRUT)	81	30	-	18 18	-	18 18	12 12	-	15 14	-	7	9	11	5	5	5	13	-	-	-	20	33	9	-	-
MAJDAL-SELEM (SOUTH)	81	4	-	21 21	16 16	21 21	20 20	-	-	-	23	11	7	7	5	2	6	1	1	-	21	49	7	1	5
	77		56 52	28 24	16 16	86 85	106 97	16 3	15 14	27 18	75	74	54	24	21	15	48	8	14	1	169	192	52	5	6

LOCATION	Y R	NO. OF VILLAGES	EMPLOYMENT										MONTHLY INCOME (LL)					
			BEFORE TRAINING				AFTER TRAINING						STUDENTS		LABORS		JOBLESS	
			STUDENT	LABOR	TECHNICIAN	JOB-LESS*	JOB-LESS*	IN ROLES			BEFORE	AFTER	BEFORE	AFTER	BEFORE	AFTER		
HERMEL (UPPER BEKA'A)	80	11	62	3	13	5	11	40	15	10	-	900	1200	2400	-	1500		
BALBECK (BEKA'A)	80	23	43	5	2	57	29	60	12	6	-	1200	1200	2100	-	1500		
TEBNINE (SOUTH)	80	9	51	11	-	-	18	14	21	9	-	900	1500	3000	-	1500		
GHOBIERY (BEIRUT)	81	30	47	12	3	-	13	15	10	24	-	1500	750	1800	-	1500		
MAJDAL-SELEM (SOUTH)	81	4	63	4	6	-	23	45	5	5	-	1600	1000	1600	-	1500		
	77		266	35	24	62	94	174	63	54								

* NOT EMPLOYED FULL-TIME

ATTACHMENT B

ATTACHMENT C

EMPLOYER PREFERENCE FOR SEX OF EMPLOYEE - LEBANON

<u>Skilled and Semi-skilled Personnel</u>	<u>Males (%)</u>
-Carpenters and Woodworkers	100
-Mechanics	96
-Technicians	65
-Electricians	98
-Plumbers and Welders	100
-Painters	100
-Masons and Construction Workers	100

Women and Work in Lebanon, Monograph, Institute for Women's Studies in the Arab World, Beirut University College (1980)

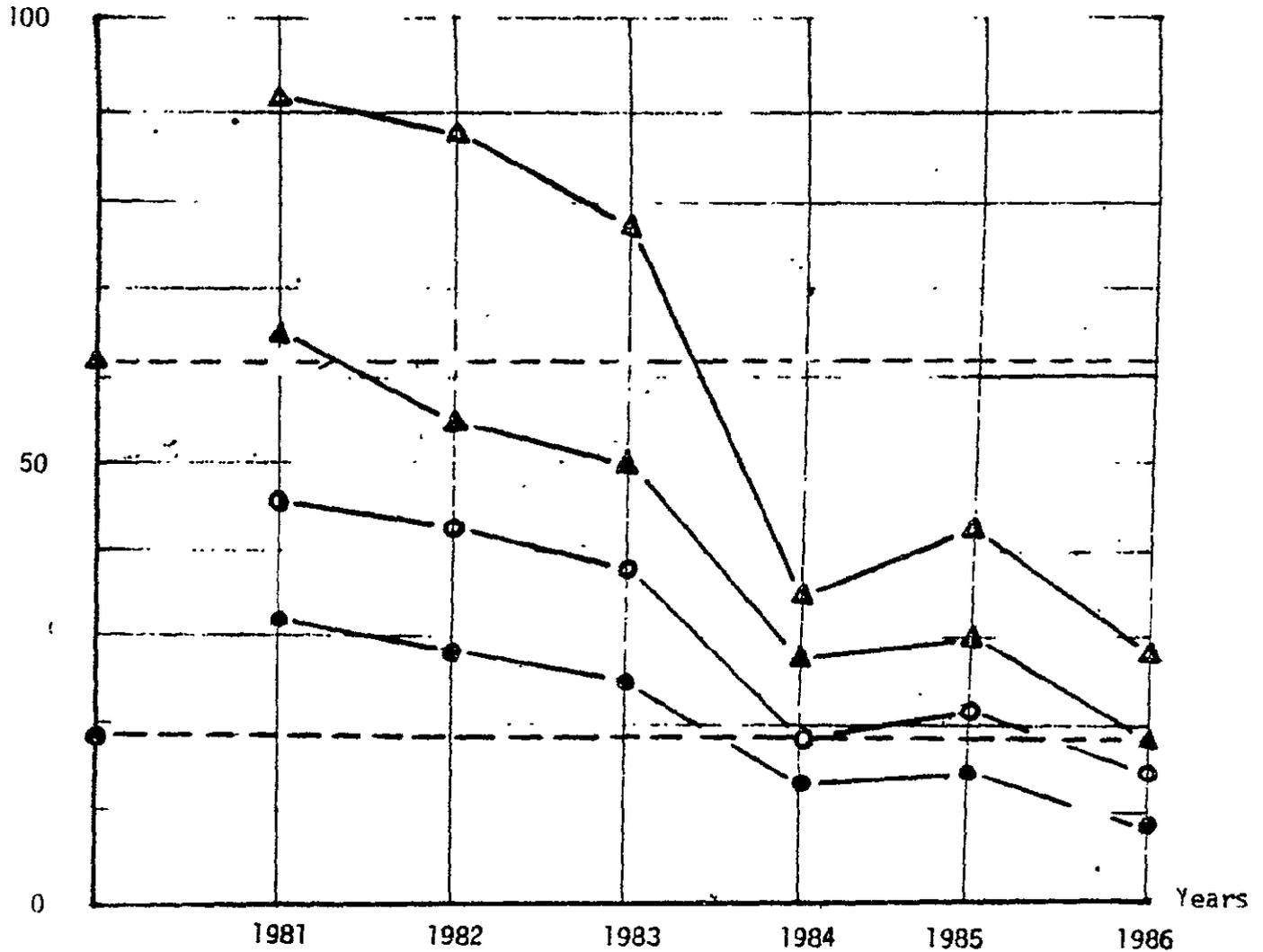
• Years

)
lls)
(llls)

ATTACHMENT D

MANPOWER REQUIREMENTS OF THE RECONSTRUCTION
PLAN BY YEAR AND BY MAJOR SKILL FOR CONSTRUCTION SECTOR

Manpower
Requirements
(000)



- Legend:
- Public Sector (all skills)
 - Public Sector (skilled and semi-skilled)
 - △— Public and Private Sector (all skills)
 - ▲— Public and Private Sector (skilled and semi-skilled)
 - △--- Extrapolated Manpower Availabilities (no war, all skills)
 - Estimated Manpower Availabilities (after war, all skills)

Data based on: Projections of Manpower Requirements of Lebanon's Reconstruction Plan, Beirut, 1981 (mimeo), Khalaf, et al; and Preliminary Assessment of Manpower and Labor Market Conditions in Lebanon, 1979 (mimeo), Khalaf, et al.

Department of State

INFORMED
TELEGRAM

PAGE 01 BEIRUT 02275 311352Z 3313 055000 AID6103
ACTION AID-35

BEIRUT 02275 311352Z 3313 055000 AID6103

PHENOMENON WORTH MORE DETAILED STUDY FOR APPLICABILITY
BY OTHERS WORKING IN COMMUNITY DEVELOPMENT-TYPE PROJECTS
(E.G., SCF'S CREDIT PROGRAM).

ACTION OFFICE HEIC-04
INFO NEPD-04 NEOP-02 FVA-02 FM-02 HENE-03 PVC-02 RELO-01
MAST-01 /021 A4 31

5. THE ABOVE INFORMATION IS PROVIDED FOR THE PURPOSE
OF SUPPLEMENTING APPROPRIATE PP SECTIONS OF THE REQUEST
FOR CONTINUING THE VTP WITH FY 1982 FUNDS.
DILLON

INFO OCT-00 NEA-07 AHAD-01 /043 W
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R 311013Z MAR 82
FM AMEMBASSY BEIRUT
TO SECSTATE WASHDC 5902

UNCLAS BEIRUT 2275

AIDAC

E.O. 12065- 11/4
SUBJECT: VOCATIONAL TRAINING IN BUILDING TRADES (268-0318)

REF: SUBJECT PROJECT PAPER, MARCH 1982

1. ON MARCH 25, 1982, YHCA/L ATTENDING A MEETING HELD AT
THE MINISTRY OF LABOR AND SOCIAL AFFAIRS CONCERNING
THE ACTIVATION OF THE NATIONAL COMMITTEE FOR VOCATIONAL
TRAINING (ESTABLISHED IN 1968, BUT NEVER FORMED). THE
MEETING WAS CHAIRED BY THE MINISTER (CABBAN), VARIOUS
MINISTRY OFFICIALS, DIRECTOR GENERAL KHOURY AND OTHERS,
REPRESENTATIVE OF THE LABOR UNION, AND REPRESENTATIVE
OF THE INDUSTRIALISTS ASSOCIATION AND THE NATIONAL
CENTER FOR VOCATIONAL TRAINING.

2. IT WAS DECIDED AT THIS MEETING TO FORM THE NATIONAL
COMMITTEE FOR VOCATIONAL TRAINING TO BEGIN THE TASK OF
LEGALIZING, STANDARDIZING AND COORDINATING VOCATIONAL
TRAINING PROGRAMS IN LEBANON. THE YHCA/L EXECUTIVE
DIRECTOR, MR. GHASSAN SAYYAH, WILL SERVE AS A
CONSULTANT TO THE COMMITTEE, AND THE YHCA/L VTP WILL
BE USED AS A MODEL FOR STANDARDIZATION OF COUNTRYWIDE
VOCATIONAL TRAINING PROGRAMS.

3. ACCORDING TO YHCA/L, OFFICIALS ATTENDING THE MEETING
AGREED THAT THE VTP IS AMONGST THE BEST VOCATIONAL
TRAINING PROGRAMS BEING CARRIED OUT IN LEBANON. IN
ORDER TO ENCOURAGE THE VTP, THE MINISTER:

A. MADE A NOMINAL CONTRIBUTION OF LL20,000 (ABOUT
\$4,500) TO THE VTP AT THE MEETING;

B. PROMISED TO SEEK MUCH LARGER MINISTRY CONTRIBUTIONS
TO THE VTP AND HELP IN DETERMINING WHAT OTHER SKILLS
MIGHT BE ADDED TO THE PROGRAM;

C. AND AGREED THAT CERTIFICATES PROVIDED GRADUATES OF
THE VTP WOULD BE, FROM NOW ON, ISSUED AND CO-SIGNED BY
THE MINISTRY, THE NATIONAL CENTER FOR VOCATIONAL
TRAINING AND THE YHCA/L

4. IN ADDITION, YHCA/L PROVIDED SUPPLEMENTARY COMMENTS
BY THE PROJECT EVALUATOR CONCERNING THE PHENOMENON OF
"COMMUNITY SPIRIT" MENTIONED IN THE PP AND THE MOST
RECENT EVALUATION. THE EVALUATOR, A SOCIAL SCIENTIST,
CONFIRMED THAT THE "SPIRIT" OF COMMUNITY COOPERATION
IS IMPRESSIONISTIC BUT GIVEN THE TIME, HE FELT THAT
A MORE EMPIRICAL APPROACH COULD BE TAKEN. IN HIS VIEW,
THE COOPERATIVE PHENOMENON EXISTED IN MOST PLACES HE
VISITED AND WAS MARKEDLY CLEARER IN THE MORE RECENT
EVALUATION THAN EVIDENCED IN THE EVALUATION OF A
YEAR AND ONE-HALF AGO. OUR GENERAL IMPRESSION,
AS NOTED IN THE PP, IS THAT THE IMPACT OF THE VTP
IN FOSTERING LARGER COMMUNITY ACTION PROJECTS IS A

RECEIVED
4-2-82

UNCLASSIFIED