



A management information and evaluation system for Peace Corps programs in Colombia, South America
by Jenry Joseph Jibaja

A thesis submitted in partial fulfillment of the requirements for the degree of MASTER OF SCIENCE
in Agricultural Education
Montana State University
© Copyright by Jenry Joseph Jibaja (1976)

Abstract:

This study is intended to develop a management information and evaluation system for use by administrators of the Peace Corps in Colombia, South America. The system was developed in response to needs expressed by the director of the Peace Corps in that country. These needs concerned the development of a method for providing information relative to planning and implementation of Peace Corps activities.

Specific objectives were to develop instruments for each phase in the system; to test one of these instruments and analyze the data from it to determine whether Peace Corps Volunteers can successfully plan their activities during a given period of time, carry them out, and replan for the next interval.

The methodology was to survey all 175 of the Peace Corps Volunteers in Colombia, asking them to complete a planning and reporting instrument which required them to project their activities during a three-month period, to report their accomplishments at the conclusion of the period, and to prepare a plan for the next three-month period.

The responses were grouped into task element descriptor categories consisting of single units of information, in short sentence or phrase form, describing the initiation, conduct or completion of a task. These descriptors were grouped in common categories; contribution to client learning, production of new information, creation of or contribution to new organizations, producing or contributing to new action programs, producing or contributing to planning of new economic or social development, designing or contributing to modification or reorganization of existing organizational structures, program maintenance tasks, non-programmed tasks, orientation or assistance to other Peace Corps/Volunteers, advanced preparation to increase Peace Corps Volunteers' productivity, and service to the Peace Corps program. It was found that categorization of the Volunteers' work in this manner could provide both quantitative and qualitative information of use in measuring program objectives.

Volunteers will respond well to a planning and reporting system, 96.6% responded. Volunteers planned 90.2% of their activities and they completed 85% of them. The data collected can be useful in modifying program plans. Most Volunteers, however, were working in conformance with official Peace Corps program plans.

Additional instruments for collection of work-site baseline data, measurement of outputs, and modification of programs are suggested. A schematic representation of a system design for management information, evaluation analysis and reporting is provided.

STATEMENT OF PERMISSION TO COPY

In presenting this thesis in partial fulfillment of the requirements for an advanced degree at Montana State University, I agree that the Library shall make it freely available for inspection. I further agree that permission for extensive copying of this thesis for scholarly purposes may be granted by my major professor, or, in his absence, by the Director of Libraries. It is understood that any copying or publication of this thesis for financial gain shall not be allowed without my written permission.

Signature

Henry Gibaja

Date

August 10, 1976

A MANAGEMENT INFORMATION AND EVALUATION SYSTEM FOR
PEACE CORPS PROGRAMS IN COLOMBIA, SOUTH AMERICA

by

HENRY JOSEPH JIBAJA

A thesis submitted in partial fulfillment
of the requirements for the degree

of

MASTER OF SCIENCE

in

Agricultural Education

Approved:

Douglas D. Bishop
Chairperson, Graduate Committee

Mat L. Anderson
Head, Major Department

Henry L. Parsons
Graduate Dean

MONTANA STATE UNIVERSITY
Bozeman, Montana

August, 1976

ACKNOWLEDGEMENTS

The writer wishes to express his sincere appreciation to those persons whose assistance has contributed to this study.

To his major advisor, Dr. Douglas Bishop, for his continuing and dedicated assistance in the conduct and writing of this study, both in Bogota and in Bozeman. To Dr. William R. Lassey, who also participated in the field work of this study in Colombia.

To Dr. Robert Dunbar, who encouraged the writer to pursue a graduate program at Montana State University and who served as a member of the writer's committee.

To Mr. Paul Bell and Mr. Kirk Breed who served as country directors for the Peace Corps in Colombia at different times during the conduct of this study and who authorized it.

To the Peace Corps Volunteers in Colombia who patiently endured yet another questionnaire.

To his wife, Ruby, who shared the wonderful Peace Corps years.

TABLE OF CONTENTS

	Page
VITA	ii
ACKNOWLEDGEMENTS	iii
LIST OF TABLES	vi
LIST OF FIGURES	ix
ABSTRACT	x
 Chapter	
I. INTRODUCTION	1
The Need for a Peace Corps Management Information and Evaluation System	3
Objectives of This Study	8
Assumptions Underlying the Study	8
Methods	9
Definition of Terms	10
II. REVIEW OF LITERATURE	14
Evaluation Research for Social Action Programs	14
Principal Types of Evaluation	16
Evaluation Research about the Peace Corps	20
Effect Studies	20
Operations Analyses	24
Studies of Functions Within the Peace Corps	27
Predicting Volunteer Effectiveness	27
Evaluations of Peace Corps Training	28
Evaluations of Peace Corps Staff	29
Surveys of Volunteers' Opinions	29
Client Surveys	32
Supervisor Survey	34
Survey of Needs in Peace Corps Program Placement	35
Surveys Describing Host Country Needs	35
Surveys Describing the Needs of an Individual Site	36
Peace Corps Investigations	37
General Planning, Evaluations, and Strategies Used or Proposed for Peace Corps Programs	38
Planning, Programming, and Budgeting System	38
The Project Evaluation Planning and Report System	40
Conclusions	41

TABLE OF CONTENTS
(Continued)

Chapter	Page
III. METHODOLOGY	43
Issues in Evaluation	43
Basic Assumptions Underlying a M.I. & E. System	46
A Management Information and Evaluation Model	47
Program Goals and Objectives	48
Individual Performance or Behavioral Objectives	48
Specific Objectives for the Client Population	48
Inputs	49
Outputs - Staff or Field Personnel Accomplishments	49
Outputs - Client Population Change	50
Verification Procedures	50
Pre-Service Job Description and Site Analysis	50
In-Service Information Retrieval and Review of Activities	51
End of Service Review	52
First Application of the System	56
Data Collection Instruments	56
Data Collection	61
Analysis of Data	64
Classification of Volunteers by Program Populations	77
The Study Population	79
IV. PRESENTATION OF DATA	82
Summary of the Findings	125
V. CONCLUSIONS, IMPLICATIONS, AND RECOMMENDATIONS FOR FURTHER PROGRAM DEVELOPMENT AND RESEARCH	130
Conclusions	130
Implications	133
Recommendations for Further Program Development	137
Recommendations for Further Study	142
Summary	144
APPENDICES	149
APPENDIX A - SAMPLE INSTRUMENTS	149
APPENDIX B - LISTING OF VOLUNTEER ACTIVITIES	172
WORKS CONSULTED	195

LIST OF TABLES

Table	Page
1. PROGRAM NOMENCLATURE CURRENTLY IN USE AND REDISTRIBUTION BY STUDY GROUPINGS	78
2. SUMMARY OF RESPONSES TO QUARTERLY REPORT FORM	80
3. SUMMARY OF RESPONSES BY PROGRAMS	80
4. SUMMARIZATION OF TASK DESCRIPTORS PLANNED AND COMPLETED BY COLOMBIA PCV'S: TOTAL DESCRIPTORS	83
5. SUMMARIZATION OF TASK DESCRIPTORS PLANNED AND COMPLETED BY COLOMBIA PCV'S: DESCRIPTOR A.1 FORMAL CLASSROOM INSTRUCTION	85
6. SUMMARIZATION OF TASK DESCRIPTORS PLANNED AND COMPLETED BY COLOMBIA PCV'S: DESCRIPTOR A.2 INFORMAL "EXTENSION" INSTRUCTION IN A FIELD SETTING	87
7. SUMMARIZATION OF TASK DESCRIPTORS PLANNED AND COMPLETED BY COLOMBIA PCV'S: DESCRIPTOR A.3 PREPARATION OF EDUCATIONAL OR LIBRARY MATERIALS	89
8. SUMMARIZATION OF TASK DESCRIPTORS PLANNED AND COMPLETED BY COLOMBIA PCV'S: DESCRIPTOR B.1 STUDIES OF GENERAL VALUE	91
9. SUMMARIZATION OF TASK DESCRIPTORS PLANNED AND COMPLETED BY COLOMBIA PCV'S: DESCRIPTOR B.2 STUDIES USEFUL TO GROUPS OR FIRMS	92
10. SUMMARIZATION OF TASK DESCRIPTORS PLANNED AND COMPLETED BY COLOMBIA PCV'S: DESCRIPTOR B.3 STUDIES USEFUL TO INDIVIDUALS	95
11. SUMMARIZATION OF TASK DESCRIPTORS PLANNED AND COMPLETED BY COLOMBIA PCV'S: DESCRIPTOR C CREATION OF NEW ORGANIZATION	97

Table	Page
12. SUMMARIZATION OF TASK DESCRIPTORS PLANNED AND COMPLETED BY COLOMBIA PCV'S: DESCRIPTOR D PRODUCING OR CONTRIBUTING TO NEW ACTION	99
13. SUMMARIZATION OF TASK DESCRIPTORS PLANNED AND COMPLETED BY COLOMBIA PCV'S: DESCRIPTOR PLANNING FOR NEW ECONOMIC OR SOCIAL DEVELOPMENT	102
14. SUMMARIZATION OF TASK DESCRIPTORS PLANNED AND COMPLETED BY COLOMBIA PCV'S: DESCRIPTOR F DESIGNING OR MODIFYING ORGANIZATIONAL STRUCTURES	104
15. SUMMARIZATION OF TASK DESCRIPTORS PLANNED AND COMPLETED BY COLOMBIA PCV'S: DESCRIPTOR G PROGRAM MAINTENACE TASK	107
16. SUMMARIZATION OF TASK DESCRIPTORS PLANNED AND COMPLETED BY COLOMBIA PCV'S: DESCRIPTOR H.1 NON-PROGRAMMED TASKS WHICH COULD NOT BE PERFORMED BY AVAILABLE HOST COUNTRY PROFESSIONALS	108
17. SUMMARIZATION OF TASK DESCRIPTORS PLANNED AND COMPLETED BY COLOMBIA PCV'S: DESCRIPTOR H.2 TASK WHICH COULD HAVE BEEN PERFORMED BY AVAILABLE NATIONALS	110
18. SUMMARIZATION OF TASK DESCRIPTORS PLANNED AND COMPLETED BY COLOMBIA PCV'S: DESCRIPTOR I ORIENTATION OR ASSISTANCE TO OTHER PCV'S	111
19. SUMMARIZATION OF TASK DESCRIPTORS PLANNED AND COMPLETED BY COLOMBIA PCV'S: DESCRIPTOR J.1 PCV TECHNICAL TRAINING	113
20. SUMMARIZATION OF TASK DESCRIPTORS PLANNED AND COMPLETED BY COLOMBIA PCV'S: DESCRIPTOR J.2 IMPROVEMENT OF SPANISH PROFICIENCY (BY PCV)	115
21. SUMMARIZATION OF TASK DESCRIPTORS PLANNED AND COMPLETED BY COLOMBIA PCV'S: DESCRIPTOR J.3 HOST AGENCY ORIENTATION	117

Table	Page
22. SUMMARIZATION OF TASK DESCRIPTORS PLANNED AND COMPLETED BY COLOMBIA PCV'S: DESCRIPTOR K.1. ASSISTANCE TO STAFF	119
23. SUMMARIZATION OF TASK DESCRIPTORS PLANNED AND COMPLETED BY COLOMBIA PCV'S: DESCRIPTOR K.2 TASK RELATED TO ACQUISITION OF SUPPLIES OR EQUIPMENT	121
24. SUMMARIZATION OF TASK DESCRIPTORS PLANNED AND COMPLETED BY COLOMBIA PCV'S: DESCRIPTOR L NON-CATEGORIZED WORK	123
25. SUMMARIZATION OF TASK DESCRIPTORS PLANNED AND COMPLETED BY COLOMBIA PCV'S: DESCRIPTOR M OBSERVATION NOT ACTUAL TASK DESCRIPTION	124

LIST OF FIGURES

Figure	Page
1. System Design for Management Information Evaluation Analysis and Reporting	53
2 Task Element Descriptor Categories	67

ABSTRACT

This study is intended to develop a management information and evaluation system for use by administrators of the Peace Corps in Colombia, South America. The system was developed in response to needs expressed by the director of the Peace Corps in that country. These needs concerned the development of a method for providing information relative to planning and implementation of Peace Corps activities.

Specific objectives were to develop instruments for each phase in the system; to test one of these instruments and analyze the data from it to determine whether Peace Corps Volunteers can successfully plan their activities during a given period of time, carry them out, and re-plan for the next interval.

The methodology was to survey all 175 of the Peace Corps Volunteers in Colombia, asking them to complete a planning and reporting instrument which required them to project their activities during a three-month period, to report their accomplishments at the conclusion of the period, and to prepare a plan for the next three-month period.

The responses were grouped into task element descriptor categories consisting of single units of information, in short sentence or phrase form, describing the initiation, conduct or completion of a task. These descriptors were grouped in common categories; contribution to client learning, production of new information, creation of or contribution to new organizations, producing or contributing to new action programs, producing or contributing to planning of new economic or social development, designing or contributing to modification or reorganization of existing organizational structures, program maintenance tasks, non-programmed tasks, orientation or assistance to other Peace Corps/Volunteers, advanced preparation to increase Peace Corps Volunteers' productivity, and service to the Peace Corps program. It was found that categorization of the Volunteers' work in this manner could provide both quantitative and qualitative information of use in measuring program objectives.

Volunteers will respond well to a planning and reporting system, 96.6% responded. Volunteers planned 90.2% of their activities and they completed 85% of them. The data collected can be useful in modifying program plans. Most Volunteers, however, were working in conformance with official Peace Corps program plans.

Additional instruments for collection of work-site baseline data, measurement of outputs, and modification of programs are suggested. A schematic representation of a system design for management information, evaluation analysis and reporting is provided.

Chapter I

INTRODUCTION

The development of a method for conducting evaluation research in order to gauge efficiency and effectiveness of social impact programs has been of increasing concern in recent years. The Peace Corps, like other programs of social and technological change, has come under pressure from both domestic and foreign critics in an effort to improve its programs and prove its worth. No comprehensive system for accomplishing this end has existed until now.

In recent years governmental programs of social impact have given a new impetus to practical applications of social science methods. Programs such as the War on Poverty, Headstart, Model Cities, VISTA, and Peace Corps have increased the needs for methods to determine the worth of social impact activities. Legislators and community leaders have called for studies which would provide definitive statements about the effectiveness of legislative efforts to solve social ills. Increasingly the application of the knowledge of social science to such problems has become an acceptable and even respectable activity for researchers.

This acceptability has not come easily; the application of social theory to the solution of practical problems is only a recent development. Most social and behavioral scientists are not trained to use

their skills in these areas. Evaluation of social action programs requires that the studies take place in a dynamic setting where program methods and goals are frequently in a state of flux and where precise and controlled experimentation is difficult to achieve.¹

Program evaluation is frequently looked upon by administrators as an extra burden which produces no immediate benefits to the administrative process rather than as a tool for program improvement. Administrators frequently feel threatened by evaluations whose findings may cast an unfavorable light upon program management. Evaluations are frequently perceived by administrators as an academic exercise rather than as an integral part of overall program management and development.²

Evaluative studies which are to be accepted and utilized by program administrators must overcome these stereotypical images. Such studies should be useful for program improvement by providing cogent and timely data to managers. Evaluation should complement the management function rather than threaten it. Finally, evaluation must become an integral part of the management plan.

¹Carol H. Weiss, Evaluating Action Programs, (Boston: Allyn and Bacon, 1972), pp. 9-10.

²Francis G. Caro. Readings in Evaluation Research, (New York: Russell Sage Foundation, 1971), pp. 9-11.

In recent years the administrators of the U. S. Peace Corps have called for the development of a system for evaluating its activities. In 1971 the Peace Corps, one of the earliest social action programs developed during the decade of the sixties, had reached a milestone in its development. Agency administrators were becoming aware of the need to measure the organization's effectiveness in the face of an increasingly critical examination by the U. S. Congress and by the governments of the foreign countries which it served.

The administrators of the Peace Corps program in Colombia, who were aware of the need to evaluate and improve its activities, called for the development of a system which could be implemented by its field personnel. This study, in response to that request, outlined the events associated with the development of a management information and evaluation system for Peace Corps programs and the test of the first application of the system.

The Need for a Peace Corps Management Information and Evaluation System

The potential usefulness of a system for evaluating the Peace Corps' program in Colombia had become increasingly evident in 1971. In that year two events triggered the decision to develop such a system. The first was a request by the Government of Colombia to provide certain information about the Peace Corps' program in that nation. Since this request was made in anticipation of the Government of Colombia's review of U. S. aid to that country, it was, in effect,

a demand for Peace Corps to justify its continued operation there.³

The second event which provided the impetus to begin development of a management information and evaluation system was a request by the Peace Corps' Washington headquarters staff for each country program director to initiate an in-house evaluation system. Such a system would provide data essential to long-term planning for the distribution of Peace Corps resources. The Peace Corps had until that time established its priorities by collecting requests for Volunteers from its overseas staff. These requests were presented in conjunction with a program narrative statement (Form 104) which described the activities to which the Volunteers would be assigned. No organized comprehensive system existed for collecting information about the impact and goal achievement of the Volunteers during and at the conclusion of their programs.

The Peace Corps in 1971 was in its tenth year of operation. It had been initiated during the administration of President John F. Kennedy amidst a wave of enthusiastic support from both the American people and the Congress. It was recognized as an innovative exercise

³The Peace Corps operated in Colombia under the terms of a memorandum of understanding which had been negotiated several years earlier. Since then, the Peace Corps program had undergone extensive changes. Peace Corps programs are placed in foreign nations only at the request of and with the approval of the governments of those countries; a review of its operations by these governments is appropriate.

in international relations which represented the highest ideals of the American people. A decade later the organization had become a bureaucratized institution which could no longer be justified simply on the basis of appeals to idealistic motivation. The upsurge in legislative social action programs during the sixties and the questioning of the effectiveness of these programs, created an atmosphere of critical evaluation on the part of government leaders. The Peace Corps, as one of the earliest of these programs, was not exempt from scrutiny.⁴ Peace Corps administrators, then, needed a system for evaluating, establishing the intrinsic value of, and re-directing the agency's overseas activities.

Information Requested by the Government of Colombia

The major goal of the government of Colombia's planning department in its inquiry into Peace Corps' Colombia operations was to determine the true value of this foreign assistance program to Colombia. Many assistance programs appeared to the Colombian government to have costs which were entirely too high to be justified. Although the Peace Corps' position was that its programs were largely free of cost to Colombia, the planning department emphasized that many foreign

⁴William R. Meyers, "Politics of Evaluation Research: The Peace Corps," *Journal of Applied Behavioral Science* 11 (July, 1975).

assistance programs had hidden costs which became apparent only after rigorous investigation. In addition, the goals of these programs were unclear to the planning department. The relationship between costs and benefits could not, therefore, be established.

The inquiry from the Colombian planning department focused on several categories of needed information:⁵

1. What were the specific qualifications of each PCV assigned to work with Colombian agencies?
2. Which Colombian agencies were utilizing the services of PCV's?
3. How much time was each PCV spending in direct contact with Colombian agencies?
4. What contractual arrangements were made between Peace Corps staff and the Colombian agency to utilize the expertise of each PCV?
5. What specific duties were PCV's performing while working with the various Colombian agencies?
6. What was the nature of the training programs and what are the minimum performance standards established for preparing PCV's for their assignments with Colombian agencies?
7. What were the direct costs to the Colombian Government which resulted from Peace Corps' activities?

⁵Henry Jibaja, Kirk Breed, William R. Lassey, Robert Anderson and Douglas Bishop. A Management Information and Evaluation System for Peace Corps/Colombia (Bogotá: Peace Corps/U. S. Embassy, 1972), pp. 4, 5.

8. What was the true worth, in terms of time and resources, of the Peace Corps' activities in Colombia?

Information Needed by Peace Corps Managers

The Peace Corps' Washington headquarters staff directive to develop an evaluation system contained several areas of interest.⁶ Each country director was to prepare an evaluation plan which would provide information about all aspects of planning and operation. Although there existed many management reports which addressed several critical operational areas, there were still many gaps where little or no information existed. Seven of these areas were of special concern to the administration:

1. What was the procedure for planning the activities of the Volunteers and how could this planning process be improved?
2. How were sites selected for the placement of the Volunteers and how could this selection process be improved?
3. How effective was the process for selecting Volunteers; were the skills identified in keeping with the actual requirements in the field?
4. How effective were training methods for the Volunteers and how could these methods be improved?

⁶*Ibid*, pp. 4-5.

5. How could the Volunteers' performance in the field be measured and improved?
6. How could staff (non-Volunteer) performance be improved?
7. What was the effect of the program on the host country target population?

Objectives of This Study

The major objective of this study was to develop a management information and evaluation system for Peace Corps programs in Colombia, South America. This system would have specific applications to the Peace Corps in Colombia and would have broad applicability to Peace Corps programs in other countries and to other programs of social and technological change. Subordinate objectives include:

1. To develop instruments for each phase in the system.
2. To test one of these instruments and analyze the data from it.
3. To determine whether Peace Corps Volunteers can successfully plan their extension activities during a given period of time, carry them out, and re-plan for the next interval.
4. To develop recommendations for the further development and application of the system.

Assumptions Underlying the Study

There were certain assumptions which were essential to the design and conduct of the study. The assumptions were an outgrowth

of the idiosyncrasies of the Peace Corps program.

1. A management information and evaluation system could be developed for implementation by persons with little or no training in scientific methods of evaluation.

2. Survey methods could yield evaluative data which would be valid for the purposes of the development of the system.

3. A reporting system for use by Peace Corps Volunteers could be developed which would generate defensible data for measuring program goals and objectives.

Methods

A management information and evaluation system would generate information which would contribute to more effective program planning, selection, training, and field support of Peace Corps Volunteers. The system requires information inputs into the planning and operational cycle at three points through the use of survey instruments and periodic structured reports by PCV's and staff. Data would be collected prior to the PCV's service, during service, and at the conclusion of service. In addition, data on Volunteer support costs would be collected from Colombian agencies and from Peace Corps staff. A detailed presentation of methods can be found in Chapter III, Methodology. A test will be made of the survey instrument utilized during the PCVs' service to collect information relevant to program planning and operation. The

data are presented in Chapter IV and discussed in Chapter V.

Definition of Terms

1. Country Director - The Peace Corps staff person who has the responsibility for overall management of all the Volunteers and staff in a particular foreign country.

2. Generalist - A Volunteer who holds a B.A. or B.S. in the humanities, natural sciences, social sciences or elementary education. The term is used to differentiate them from Volunteers who have professional or technical training in agriculture, business, environmental sciences or architecture.

3. Host Agency - The Colombian institution to which the PCV was assigned. These were usually governmental or private non-profit organizations. Volunteers were supervised by professional employees of these institutions.

4. Host Country - The foreign country in which the Peace Corps program is located.

5. PCV - Peace Corps Volunteer or, simply, Volunteer. A person who has been screened by staff in Washington, successfully completed a training program and has been legally sworn into the organization.

6. Program Component or Group - Volunteers who are pursuing common goals. In Peace Corps the program is frequently equated with the Volunteer groupings as defined by the 104's. For purposes of

this study, since we shall indicate that these groupings are not adequate for describing the real activities of the Volunteers, the program component or group will consist of Volunteers pursuing common long-range goals and similar short-range goals.

Agricultural Planning. Volunteers in this activity prepare development plans and agricultural economic production and situation reports for the Colombian government's national agrarian reform institute (INCORA).

Architecture. Volunteers in this program prepare modifications of school designs for Colombian institute for school construction (ICCSE) - an organization which finances the construction of elementary schools. All the Volunteers are professional architects.

Business Assistance. Volunteers in this activity function as business consultants to small firms and/or hospitals. The Volunteers hold the degree of MBA or BBA.

Cattle Extension. Volunteers in this program function as para-professional cattle production technicians in a cattle production improvement extension program. Generally, they do not have college preparation in cattle production.

Conservation. Volunteers in this program function as technical advisors to the national resource conservation agency. The Volunteers are all professionals who hold degrees in conservation and/or environmental sciences, primarily at the M.S. and Ph.D. level.

Cooperative Assistance. Volunteers in this program function as business consultants to small agricultural, industrial, and credit union cooperatives. The Volunteers generally have degrees in business administration or economics.

Crops Extension. Volunteers in this program function as sub-professional crops production technicians in a crop improvement extension program. Generally, they do not have college-level preparation in agronomy.

Crops Research. Volunteers in this program function as investigators in agronomic and (in one case) economic studies of crop production. The Volunteers have professional credentials at the M.S. or Ph.D. level.

Education. Volunteers in this program function as educators in formal institutions of learning at either primary, secondary, or college-level. Volunteers in this program may have professional accreditation in their respective fields but not necessarily.

Nursing Education. Volunteers in this program function as nursing instructor-supervisors in hospitals and schools of nursing. All of them except one are registered nurses.

Nutrition and Home Economics. Volunteers in this program function as extensionist-nutritionists in applied nutrition programs. Most of them do not have degrees in nutrition or home economics.

Social Work. Volunteers in this program function as case workers or similar positions in social agencies and other institutions. All of the Volunteers have at least a B.A. in social work.

Sports Development. Volunteers in this program function as teachers of sports activities in community-level short courses. The Volunteers do not normally have degrees in physical education.

7. Program Coordinator - The Peace Corps staff person who has responsibility for the management of a program or group of PCV's who are working in a specific technical area.

8. Program Statement Form 104 - A form utilized by Peace Corps to describe a process by which groups of Volunteers are requested from the pool of available applicants in Washington, D. C., trained for service, and programmed in the field for twenty-four months.

9. Site - The community or institution to which a PCV is assigned.

10. Task Element Descriptor - A term referring to single units of information, in short sentence or phrase form, describing the initiation, conduct or completion of a task.

Chapter II

REVIEW OF LITERATURE

Evaluation Research for Social Action Programs

The Management Information and Evaluation System contains elements of the methods of the body of investigative knowledge known as evaluation research for social action programs. Alkin has provided an excellent definition of this type of research:

"Evaluation [for social action programs] is the process of ascertaining the decision areas of concern, selecting appropriate information, and collecting and analyzing information in order to report summary data useful to decision makers in selecting among alternatives."⁷

At the core of the definition are the elements of utility and selection of alternatives. Unlike basic research which is oriented toward the resolution of theoretical problems, evaluation research is intended for immediate application to actual program practices and public policy in the social action field.⁸ Evaluation research of this type is a relatively new field.

⁷Marvin C. Alkin, "Evaluation Theory Development," Evaluation Comment 2 (October 1969): pp. 2-7.

⁸Weiss, Evaluating Action Programs, p. 4.

The origins of evaluation research for social action programs can be traced to the mid sixties when a major expansion of Federal social action programs created a need for accountability. Evaluation research in its precursor forms, however, has been traced by Caro to the beginning of the twentieth century. He cites studies in education, public health, productivity among industrial workers, and social psychology as forerunners of this current and rapidly expanding field. These studies are, however, well known and also serve as seminal sources in many modern disciplines e.g. education, social psychology, industrial psychology, group dynamics, and community development. An exhaustive bibliography can be found in Caro's book.⁹

The expansion of social action evaluation has been described by Weiss who cites the identification of over one thousand studies with budgets in excess of \$25,000 funded only from Federal sources in the year 1970.¹⁰ Research of this type began haltingly in 1961 with the creation of the Peace Corps' office of evaluation, grew dramatically with the creation of the Office of Economic Opportunity in 1964, and has reached the level of major industry.

A discussion of the literature of evaluation research for social action programs is beyond the scope of this thesis. However, three

⁹Caro, Readings in Evaluation Research, pp. 29-34.

¹⁰Weiss, Evaluating Action Programs, p. xi.

key comprehensive sources were identified and consulted and are noted here. Caro, Weiss, (both have been previously cited) and Rossi¹¹ provide a comprehensive source for the literature of evaluation research for social programs. All three include extensive exposition of the literature of research for social action programs in the form of readings. The great majority of the articles and studies are from the decade of the sixties and describe evaluative efforts in several fields. It is interesting to note that the three books were produced within the period of two years, 1971-72, a period which can be characterized as the time of "crystallization" of this new field when it became recognized as a specialty.

Principal Types of Evaluation

Riecken suggests four types of evaluation:¹²

1. Effect studies - these studies focus on the end product of evaluation; they are the most important types of evaluation research. They provide a measure of the impact of the program on the problem addressed. Such studies, would, ideally, measure changes in the target

¹¹Peter H. Rossi, Evaluating Social Programs, (New York: Seminar Press, 1972).

¹²Henry W. Riecken, "Memorandum on Program Evaluation," in Evaluating Action Programs, Weiss, pp. 85-100.

populations (some authors describe this type of research as summative¹³ or outcome¹⁴ studies). In the Peace Corps milieu this could be exemplified by measurements of change in attitudes toward modernity on the part of participants in a community development program. More pragmatic illustrations would be the increase of earning power among farmers in an agricultural extension program, and increases in the utilization of sanitary practices and a corresponding reduction in morbidity in a public health program. Studies of this type are the most difficult to achieve in the fluid settings of social action programs.

2. Operations analysis - here the emphasis shifts from the ends to the means; attention is directed to the delivery system of the program. Riecken suggests two types of operations analyses:

a. Compliance with standards. Comparisons may be made with existing indicators of performance. A frequent example of this type is provided in studies of educational institutions. The number of volumes in the library, the ratio of students to teachers and the number of Ph.D.'s etc. may be used as indicators of quality. Examples of

¹³Michael Scriven, "The Methodology of Evaluation," in Perspectives of Curriculum Evaluation, eds. R. W. Tyler, R. M. Gagne, and M. Scriven (Chicago: Rand McNally, 1967), pp. 40-43, 51-55, 59-66.

¹⁴Donald T. Campbell and J. C. Stanley, Experimental and Quasi-Experimental Designs for Research, (Chicago: Rand McNally, 1971).

Peace Corps activities would include the numbers of agricultural demonstrations performed by Volunteers in agricultural extension, the numbers of inoculations performed by Volunteers in public health, the hours of donated community work time in a community development activity.

b. Report of activities. In this type of reporting system administrators simply list the types of basic activities and tasks which are performed by the organization. Unlike the compliance with standards model, the number of tasks and activities are not measured against performance standards but are simply reported. Examples of these tasks would include number of agricultural loan applications processed, number of field contacts made with clients, etc. The value of this type of reporting is in determining annual budgetary allocations. Reports of activities are frequently preliminary to development of performance standards which are needed for the compliance element of the preceding type of report. Riecken's framework leaves a large gap at this juncture. Most social action programs are too complex, fluid, and broad in scope to successfully achieve effect studies. At the same time, the compliance with standards and report of activities methods are inadequate. The author would like, therefore, to suggest a third type of operational analysis:

c. Functional analyses. Because of the difficulties associated with effect analyses, and because of the lack of a system for assigning

values to the standards and activities identified or enumerated by the compliance with standards and the report of activities models, many evaluators of social action programs choose a middle course in which the functional elements of the programs are studied and worth is assigned to them. This type of analysis is described by some authors as formative¹⁵ or process¹⁶ evaluation. In the case of the Peace Corps, such studies would include surveys of opinions held by the Volunteers themselves, studies about training of Volunteers, studies concerning the efficacy of selection methods for Peace Corps Volunteers, and studies about the Peace Corps staff.

3. Survey of needs - this type of study is usually performed prior to the initiation of a social action program. This study would attempt to establish need or desirability for a program under consideration. Examples for the Peace Corps would include surveys at two levels. Surveys are needed of an entire area, state, and in some cases, country prior to the introduction of a new program. The second and most common form used in the Peace Corps would be the site survey performed by PCV's upon arrival at their work sites. The site survey produces baseline data from which work plans are later

¹⁵Michael Scriven, "The Methodology of Evaluation," pp. 40-43.

¹⁶Robert S. Wein and M. Rein, "The Evaluation of Broad-Aim Programs: Experimental Design, its Difficulties, and an Alternative," Administrative Science Quarterly 15 (March, 1970), pp. 97-109.

developed and effect studies are performed.

4. Investigations - this type of evaluation is characterized by its narrative style. It does not ordinarily contain data of the type produced by effect studies or operational analyses. The authors of such reports are usually expert in the management of the type of program or activity under study. Frequently this type of study is used by managers and administrators to uncover evidence of mismanagement or malfeasance. Its purpose is frequently predetermined and may have as its intention the elimination or radical change in the program under study. Most evaluations of social action programs operated by governmental agencies are of this type. Advantages of this form are the relative ease with which they can be prepared. The disadvantages lie in the subjective nature of the evidence, and the hostility engendered in the organizations under study.

The Peace Corps' traditional evaluation system offered an excellent model of this type of evaluation refined to its most effective form. Such narrative investigative reports have been an integral part of the agency's management since its earliest days.

Evaluation Research about the Peace Corps

Effect Studies

The ultimate form of evaluation of Peace Corps programs is the effect study. Early in Peace Corps history its leaders became aware

of the potential value of effect studies. Since the program was considered to be a risky social experiment, Peace Corps leaders felt compelled to produce data which would prove the worth of its field activities. Critics cited the inexperience of the organization, especially of its Volunteers, and predicted disastrous results for its first attempts at foreign technical assistance.

In 1962, the Peace Corps entered into a contract with Cornell University to produce a study about the efforts of the first Volunteers to serve in Peru and their impact upon the development of the communities in which they served. Dobyns *et al.*, using anthropological field methods, confirmed that the Volunteers had made a significant contribution to the development of Peruvian villages.¹⁷ He compared 15 villages which had received the help of PCV's to 5 control villages which did not get help from PCV's. Critics of this study cite flaws in the design.¹⁸ Only two of the experimental villages contributed 56% of the total change over the period of the study; one of the two villages contributed most of the total "development".

Textor studied the effects of PCV teachers in Nigeria upon the

¹⁷Henry F. Dobyns, Paul L. Doughty, and Allan R. Holmberg, Peace Corps Program Impact in the Peruvian Andes, (Ithaca: Cornell University, 1966), p. 228.

¹⁸Meyers, "Politics of Evaluation Research," p. 276.

high school student populations whom they served.¹⁹ He found that PCV teachers accepted the measure of their teaching effectiveness as demonstrated by the number of their students who passed the nationwide "Cambridge" examinations. Bergthold demonstrated that Ethiopian students taught by PCV's achieved greater scores on a scale of "Overall Individual Modernity".²⁰

Dunn described an applied nutrition project in Colombia in which poultry projects were placed with poor peasants for the purpose of upgrading nutritional levels in the community.²¹ The study demonstrated the nutritional improvement which the target group experienced. A cost-benefit analysis was also made which further established the validity of the project. Since Peace Corps Volunteers were the primary personnel administering the project in the field, the validity of their work is inferred from the success of the total effort. The principle disadvantage with this method, however, was the lack of a method for attributing directly to the Volunteers the extent, nature and worth of their role in the project.

¹⁹Robert B. Textor, Cultural Frontiers of the Peace Corps, (Cambridge: Massachusetts Institute of Technology Press, 1966).

²⁰G. Bergthold, "The Impact of Peace Corps Teachers on Students in Ethiopia" (Ph.D. dissertation, Harvard University, 1969).

²¹Douglas T. Dunn, "An Evaluation of Small-Scale Family Poultry Projects in Huila, Colombia" (M.S. Thesis, Cornell University, 1969).

The American Technical Assistance Corporation, under a contract from the Peace Corps, conducted a major investigation of the impact of PCV's on cooperative organizations in Latin America.²² The study measured the impact of PCV's on agricultural and consumer credit cooperatives in Honduras, Panama, Peru, and Venezuela. In addition, the study recommended a system for measuring the impact of the Volunteers on cooperatives as a permanent and integral part of Peace Corps program management.

The study was a longitudinal one in which measurements were made twice over a one-year period. Instruments were developed which would collect stable data relating to the fundamental characteristics of the cooperatives, its membership, and PCV assistance. Other data included the Volunteers' goals and objectives with regard to the projects, functional change data which related to changes in the effectiveness of officers and committees, internal management, accounting, and similar aspects of cooperative operations. In addition, growth change data indicative of long-term cooperative development were developed. Evidence demonstrated that PCV's were instrumental in developing functional changes in the cooperatives such as improvements in accounting and lending practices. However, the link between

²²American Technical Assistance Corporation, Measuring the Impact of Peace Corps Assistance to Cooperatives, (Washington, D. C.: American Technical Assistance Corporation, 1970).

long-term growth and Volunteer inputs were inconclusive. The most significant aspect of the study was its recommendation that the measurement system be made permanent and utilized for managing Peace Corps involvement in cooperative development.

Operations Analyses

Studies in which the tasks performed by the Volunteers were described and tabulated were the least in evidence. Studies of the compliance with standards type were not identified at all. Several reasons for this dearth of simple awareness of the activities which the Volunteers were engaged in are suggested. The great diversity of activities in which Volunteers were engaged made extremely difficult the development of a classification system which could be used for this purpose. Volunteers throughout the world were engaged in activities as diverse as public health, agricultural development, education, literacy campaigns, business development, and well-digging. Even within a single program type there were great variations in activities. One agricultural extension volunteer in Colombia could be concerned with improvement of bananas in a lush, low-land, tropical environment, while another might be improving dryland wheat production on a high mountain top.

Another obstacle to the collection of such data was the amount of effort required. Even a program with just a few Volunteers could

require hours of work to collect and tabulate the data. Data collection for some of the major programs (certain programs at various times in Peace Corps history, such as the one in India, could have well over one thousand volunteers) would be a formidable undertaking. Furthermore, the worth of such data was not clearly established. The relationship of the tasks to the outcome of the programs could not be determined. Volunteers and staff frequently held the view that such data gathering was irrelevant.

A concomitant view was that the worth of the Peace Corps Volunteers' contribution was a personal one based on intangible interpersonal relationships which could yield developmental rewards only over extended time spans. It was not surprising, therefore, that opposition to such factual data collection was quite strong. Meyers describes this phenomenon quite explicitly:²³

Fears of operational people that evaluators will choose inappropriate measures of program outcome are prevalent. For example, Peace Corps overseas staff and Volunteers complained that someday some benighted Washington bureaucrat would even want to "count latrines" built as an index of program success.

Two minor attempts at data collection of the report of activities type have been noted in the literature. Both, however, were performed only as aspects of much larger "effect" studies. Stein reported, in a

²³Meyers, "Politics of Evaluation Research," p. 263.

section entitled "tangible accomplishments", the achievements of the first group of Colombia PCV's. He lists schools, roads, water systems, health centers, sports fields, agricultural cooperatives, and, inevitably, latrines constructed (over 1,000). Dobyms tabulated the number of agricultural projects which Peru Volunteers concluded during a two-year period. In addition to the tabulation, however, he included statements indicating whether the farmers adopted the practices. This transformed the data from a simple report of activities to an attempt at measurement of effects.

In an initial phase of the development of the management information and evaluation system, described by this thesis, a data tabulation of the report of activities type was performed.²⁴ The tabulation described the different activities of the Volunteers, the numbers of Volunteers involved in the activities, and the numbers of clients (host country nationals). (See Appendix B, pages 174-194). The data provided the first comprehensive picture of the Volunteers' activities in the history of the Colombia program.²⁵

²⁴Program Coordinators and Office of Evaluation, Evaluation of Peace Corps Activities - Preliminary Report, (Bogota: Peace Corps, 1972), pp. a1-a22.

²⁵It is interesting to note that the data were so noteworthy to the Congress that the data were entered into the Congressional record by one interested U. S. Representative. Ironically, the Peace Corps headquarters staff chose not to include the information in the annual report for 1972 because the wealth of data contrasted too sharply with the scarcity of objective information about its other 59 programs throughout the world.

Studies of Functions Within the Peace Corps

Predicting Volunteer Effectiveness

Two studies which attempted to establish reliable tests for predicting the effectiveness of PCV's were identified. Most of the results were inconclusive.

Stein established a series of predictor variables provided by ratings from instructors, results of psychiatric examinations, references, examinations on training materials, placement tests, psychological tests, and the ratings of selection boards.²⁶ He correlated these with a criterion of effectiveness provided by supervisor ratings. He found that only the ratings from references and from the predictive ratings of the final selection board correlated to a statistically significant degree with final ratings of effectiveness as provided by supervisors at the conclusion of service.

Cobb, Wrigley and Klein performed a correlational analysis comparing biographical data, placement tests and ratings by references to predict the performance of PCV's.²⁷ They found low correlations in

²⁶Morris I. Stein, Volunteers for Peace, (New York: John Wiley & Sons, 1966), pp. 165-200.

²⁷John Cobb, Jr., C. Wrigley, D. Kline, "Best Training Program Ratings for Predicting PCV Overseas Performance", (East Lansing: Michigan State University, 1966).

all but one variable. Their summary is less than optimistic about the efficacy of research of this type.

The low correlations characteristic of all but the last of the tables (language proficiency) are a function of both the diversity of talents which are required for Peace Corps programs and the fact that an on-going selection process creates a Peace Corps population of greater homogeneity than the population of applicants no one volunteer questionnaire item, rating, or test score provides enough information for predicting the overseas performance of an applicant with any appreciable amount of success.

Evaluations of Peace Corps Training

There have been several studies associated with the training phase of the Peace Corps. One has treated the Colombia program. Howell determined competency levels as perceived by four groups of Volunteers (in agricultural extension) before entering Peace Corps, after Peace Corps training, and after working in the host country.²⁸ He also rated the importance of these skills.

Another aspect of the study determined the technical agricultural training needed by Volunteers with farm backgrounds and Volunteers without farm backgrounds as reflected by their self-perceived competency ratings.

²⁸David L. Howell, "Opinions Held by Selected Groups of Volunteers Concerning the Competency Level Used by Peace Corps Volunteers in Columbia", (M.ed. Thesis, Agricultural Education Dept., The Pennsylvania State University, 1968).

Evaluations of Peace Corps Staff

Very few studies describing the effectiveness of Peace Corps staff were identified. The most significant of these concerned the relative effectiveness of junior staff as opposed to senior staff.²⁹ Most Peace Corps headquarters personnel generally believed that the lowest level of field staff (the associate representative) was the least effective. It was further held that older senior field personnel, the country director and the deputy director, were more effective. In addition, it was believed that married personnel and married personnel with children were more effective than unmarried persons. Berlew evaluated the performance of overseas staff and found that exactly the reverse of the situation pertained. He found that junior level personnel (who were usually former PCV's) as a group demonstrated superior performance than did country directors. Unmarried staff members were more effective than married staff members, and married staff members without children were more effective than married staff members with children.

Surveys of Volunteers' Opinions

Because of the difficulties in conducting studies involving the actual impact upon target communities and host country nationals, many

²⁹D. Berlew, Peace Corps Staff Performance (Cambridge, Mass.: Behavioral Science Center, March, 1969).

studies about the Peace Corps measured the effectiveness of the programs by determining instead the attitudes of the Volunteers and staff toward the programs.

Jones and Popper developed a mid-service questionnaire which was administered to selected groups of Volunteers throughout the world.³⁰ The questionnaire permitted the Volunteers to make constructive criticisms about their own programs. Response from 1,499 Volunteers working in 93 projects in 37 countries were obtained. Four general areas of inquiry including 16 aspects of Peace Corps programming and management were measured. The general areas were: general attitudes, placement and training, project support, and programming. The general attitudes included the likelihood of the Volunteer to complete his service (volunteers serve for two years but may resign at any time), overall satisfaction, achievement, and the attitude toward the host country. The placement and training area included the quality of the skills which the Volunteers had been taught, their evaluation of language training as indicated by proficiency in the language of the host country, their evaluation of the technical training (e.g. extension methodology for agricultural workers, educational skills for teachers, and health skills for Volunteers in tuberculosis

³⁰Richard R. Jones and Roger Popper, Volunteers Evaluate Their Projects: Analyses of Mid-Service Questionnaires (Eugene: Oregon Research Institute, 1971), pp. 1-5.

control), and their evaluation of cross-cultural training (a comparison of the differences between U. S. culture and that of the host county). The project support area included the availability of supplies, the support by Peace Corps staff with regard to the technical aspect of their work, the support by the staff of the host country agency with which the Volunteers were working, and their relations with other Peace Corps staff. The programming area investigated Volunteer attitudes toward the design of the program to which they were assigned. The elements measured included an overall determination as to whether the project should continue, the potential of the site to which the Volunteers were assigned, the availability of sufficient work to keep the Volunteers fully occupied, and the accuracy and adequacy of their job descriptions.

The data produced were useful in determining the relative overall strengths and weaknesses of certain program types in comparison to others. The relative success of programs in certain countries as compared to other countries was suggested. A second survey taken some months later was useful in determining certain trends. The question concerning the Volunteers' perception of the Peace Corps staff suggested that relations between the groups were improving. It was determined that a deterioration in the quality of technical training had occurred. Finally, it was determined that a general deterioration in the fullness of the work day was occurring.

Despite the scope of the investigation, surprisingly little useful data was obtained. A possible suggestion for this was the great diversity of programs, host country cultures and relative states of development, geographic and logistical factors. There may exist too few common elements among programs throughout the world in order to establish general measurement criteria. The evaluation was received with marginal interest by Peace Corps staff and was not repeated. The greatest failing of the system was its inability to provide data for the improvement of individual country programs. It is not sufficient to know that Volunteers in a given country have negative feelings toward a particular program; some insight into the reasons for the negative views is needed. Feedback must be provided to managers in order to improve the programs in the field while they are still in operation.

Client Surveys

One of the most desirable studies with regard to Peace Corps impact were those which attempted to measure the effects of the Volunteers' efforts on the target group. These studies were least in evidence.

The earliest study of this type, by Stein, attempted to evaluate the activities in which the Volunteers were involved.³¹ In addition,

³¹Morris I. Stein, "A Study of Young Adult Performance in a Service Program" Report to National Institute of Health, New York, 1964.

it sought to evaluate the Volunteers' image as perceived by the clients and the clients' perception of the Peace Corps as a whole. Data were gathered by four persons, all graduate students in sociology who were native Latin Americans. These individuals utilized a pre-tested questionnaire in interviewing Colombian villagers who had had contact with Volunteers who had departed some months earlier.

The respondents were positive in their views of the activities performed by the Volunteers. The Villagers were able to point to a variety of public works projects which had been completed as a result of the work of the Volunteers. In their evaluation of the Volunteers themselves the respondents were also positive; they were described as kind, congenial, friends of the poor, active, worthy of confidence and practical. Almost all of the respondents (94%) said that the Peace Corps was worthwhile, pointing to the fact that the Peace Corps was helpful.

The most obvious limitation with this method was the lack of baseline data. Had it been possible to survey the same communities prior to the arrival of the Volunteers it would have been possible to measure the change in respondent attitudes. Another limitation was the type of data collected. Attitudinal responses provided no real insight into the actual infrastructural changes wrought by the Volunteers; the number of projects undertaken and concluded and the worth of these projects were unknown.

Supervisor Survey

Montero, in an evaluation of Peace Corps operations in Chile, surveyed, using an open-ended interview form, the opinions held by Chilean agency officials with regard to the work of the Volunteers whom they supervised.³² Volunteers in Chile, as in most of the countries where the Peace Corps operated, were assigned to work as members of a host country governmental agency team. The effectiveness of their work was to be imputed from the degree of positive response obtained from officials of the agencies who supervised the Volunteers. Key phrases in the responses were categorized into negative and positive areas.

The questions asked by the interviewers covered the officials' general views about the Volunteers, their capacity for work, their productivity, and their general contribution to the work place. Other questions compared the Volunteers with their Chilean co-workers and discussed problems with the integration of the Volunteers into the routine of the agency office.

Montero found that the responses from the Chilean officials, because of their lack of familiarity with the goals of the Peace Corps, were inadequate. She had to supplement her study with interviews with

³²Cecelia Montero, "Diagnóstico de Peace Corps/Chile: Estudio de Dos Programas." Report presented to Peace Corps Chile country director, Santiago, Chile, August 1969.

the Volunteers and with Peace Corps staff. Her conclusions were highly subjective. Her general observation of the Peace Corps in Chile was negative. Her thesis was that the institution was more concerned with the needs of the Volunteers than with the people of Chile. She observed that the Volunteers' aversion to the war in Vietnam was a more compelling motivation for Peace Corps service than was a genuine altruistic concern for the needs of Chile.

Survey of Needs in Peace Corps Program Placement

Surveys Describing Host Country Needs

Very little appeared in the literature concerning the Peace Corps' efforts to survey the needs of a country prior to placement of the program. This was probably due to the nature of Peace Corps program development. Most programs were placed in the countries after the conclusion of diplomatic negotiations between the governments of the United States and the country concerned. Since the privilege of operating within the country was not established prior to the agreement, detailed surveys of need could not be concluded prior to the initiation of Volunteer programs. Existing studies prepared by other U. S., United Nations, and host country agencies were utilized instead to design a framework for the placement of the first Volunteers.

After the first few months of the presence of the Peace Corps within a given country, Peace Corps staff were able to develop program

descriptions for subsequent groups of Volunteers. These placements were described in the project description format Form 104 which formed the basic survey and structural plan for the operation of all Peace Corps activities. Because of the limitations of staff time and the urgency with which the document must have been prepared, the survey aspect of the documents were limited. Most 104's include only a few pages of narrative and very little quantifiable data concerning the problem to be addressed.

Surveys Describing the Needs of an Individual Site

Since the basic unit of Peace Corps programming concerned the activities of a single Volunteer within a given geographical or institutional framework, a study of the location or institution (site) was essential prior to the initiation of a work plan. This procedure, known as the site survey, was usually carried out by the Volunteer during the first few weeks at the site. Stein, in his description of PCV's in a community development program, identified a site checklist as prepared by one of the Volunteers.³³ The list discussed certain aspects of the economic, political, social, and religious structures of the community.

Despite the expansiveness of the list, it did not easily lend itself to adaptation by other Volunteers. Moreover, there existed no

³³Stein, *Volunteers for Peace*, pp. 111, 112.

standardized site survey instrument which might have universal application.

Peace Corps Investigations

Since the agency's inception in 1961, a division of evaluation had existed for the sole purpose of providing the director with information about the conduct of Peace Corps programs throughout the world. The reports, prepared primarily by persons with journalistic experience, were written in narrative form and covered all areas of overseas operations. An evaluator was usually assigned to a Peace Corps country program for a period of several weeks. During that time the evaluator was given free access to all Volunteers, staff persons, and host country nationals with whom the Volunteers or staff members may have come in contact.

Few Federal agencies have demonstrated as complete a commitment to the appraisal of its own efforts as has the Peace Corps.³⁴ In contrast to other Federal agencies whose internal evaluations are frequently used to cover up internal deficiencies, the Peace Corps did listen to what the evaluators were saying and often, especially in the late sixties, implemented changes on the basis of their observations. The reports were prepared only for the director of

³⁴Brent Ashabranner, A Moment in History, (Garden City: Doubleday, 1971), p. 149.

Peace Corps in Washington who then released them on a "need-to-know" basis to appropriate staff persons. The documents provided one of the frankest evaluations of any government agency. However, they were limited by the narrative style employed by the journalist-evaluators and had little or no empirical data. As reported by the American Technical Assistance Corporation, the reports are of limited value: A number appropriately explained and interpreted still conveys a better basis for decision-making than does the best evaluative narrative."³⁵

General Planning, Evaluations, and Strategies
Used or Proposed for Peace Corps Programs

Planning, Programming, and Budgeting System

In 1966, the President of the United States directed the Peace Corps, together with 21 other government agencies, to adopt a multi-year planning-programming-budgeting system. In general, the purpose of the system was stated by Chafkin as:³⁶

1. to make explicit the aims and objectives of each of the country programs and of the Peace Corps as a whole, in light of the major problems facing the world in the years ahead, and as part of an

³⁵American Technical Assistance Corporation, Measuring the Impact of Peace Corps Assistance to Cooperatives, p. 67.

³⁶Sol H. Chafkin, "Implementation of Planning, Programming and Budgeting System." Peace Corps Internal Memorandum, Washington, D. C., 1966.

effort to assure that the Peace Corps Volunteers are effectively engaged in the most important and, therefore, the most satisfying work that can be done abroad;

2. to assist in setting priorities and in choosing between alternative projects in relation to limited resources for reaching the stated goals;
3. to provide a mechanism for continuity in Peace Corps efforts over a substantial period of time, for continuous and systematic program review, and for analysis of basic issues affecting the future of the Peace Corps;
4. to measure quantitatively whatever output of the Peace Corps it is possible to measure and to attempt in other ways to measure the programs' effectiveness;
5. to produce program and financial forecasts over several years which, while clearly subject to change, provide guidelines for future decision making as to size, nature, and cost of the Peace Corps and its programs.

The system required that each country director prepare a five year program forecast and a system for providing periodic evaluation and monitoring of program progress. Unfortunately, the system was never completely implemented. In 1972, more than six years after the directive was issued, little trace of the system could be found in use. The primary reason for this neglect was the time frame suggested for the plan. The constant changes in host country politics and economic conditions frequently required modifications to such plans. In practice, most of the projections were obsolete within a few months after the projections. A more frequent revision schedule was necessary. Despite the lack of implementation of the plan, the requirements for "systematic program review" and the measurement of

program output provided the first impetus toward the development of more detailed and utilitarian evaluation systems.

The Project Evaluation Planning and Report System

In 1971, the Peace Corps' Office of Evaluation issued a suggested format for a system by which programming in the field could be improved.³⁷ The plan provided for the establishment of objectives and continuous measurement of progress toward the objectives. The vehicle for these purposes was a reporting format which would allow for the identification of objectives and of the indicators which were to be used to measure progress toward their achievement. In addition, it would allow for the reporting of actual versus planned accomplishments through a project's life cycle.

Although this was the first step toward the development of a comprehensive planning and evaluation system, several deficiencies were still in evidence. The system did not allow for inputs by the Volunteers. Only an overall program report which included the aggregate of all the Volunteers' work was to be developed. No provision was made for feedback from the Volunteers and other field level staff. In addition, the system did not provide for the establishment of baseline data at individual Volunteer work sites.

³⁷Peace Corps Evaluation Office, "The Project Evaluation Planning and Report System." Washington, D. C., 1971 (Xerox).

