

PN-AAP-724/62
ISN-34200

*Reek Wms
(Pls return
only copy)*

PEACE CORPS/COSTA RICA
COUNTRY PROGRAM EVALUATION

Volume I :
Program Assessment



**ACTION
EVALUATION**

PNAAP 724

162

PEACE CORPS/COSTA RICA
COUNTRY PROGRAM EVALUATION

ACTION
Office of Policy and Planning
Evaluation Division
November, 1978

PEACE CORPS/COSTA RICA

COUNTRY PROGRAM EVALUATION

VOLUME I

**John K. Hatch, Rural Development Services, Ann Arbor, Mi.
Turra Bethune, Action, Division of Planning**

NOVEMBER 1978

2

EXECUTIVE SUMMARY

The Evaluation Division, Office of Policy & Planning (OPP/E) was asked to conduct an evaluation of the Peace Corps/Costa Rica program. The three major issues were:

- . What are Peace Corps Volunteers (PCVs) doing?
- . How effective are they performing?
- . Are their efforts relevant to Costa Rica's development needs?

The major results of the evaluation are summarized as follows:

- o The Costa Rican government supports very strongly the presence of the Peace Corps in Costa Rica. The country director, Guido del Prado, is in direct contact with President Carazo of Costa Rica and the president's special advisor who has been designated the responsibility of coordinating government and Peace Corps volunteer activities.
- o Peace Corps staff maintains a very cordial working relationship with the American Embassy and the Agency for International Development and is working with USAID to coordinate the development efforts of the Peace Corps, USAID and private voluntary organizations in Costa Rica.
- o Recent improvements in management, including making more frequent volunteer site visits, implementing a volunteer and program manager monthly reporting system and improving interstaff communication have been made by staff.
- o The core of the program (90% of the volunteers) is serving in agriculture, health, nutrition, education and cooperative development projects.
- o Over 66% of the volunteers are currently addressing basic human needs and, in the near future, a higher percentage of volunteers (close to 90%) will be in BHN activities as many of the old non-BHN projects are phased out in FY '79. The sports promotion and music projects are two of the larger projects being phased-out.
- o Of the eight projects given an in-depth evaluation, all but one were relevant to the development needs of Costa Rica. Of these eight projects, however, several required restructuring for greater volunteer effectiveness. The seed multiplication, community gardens, special education, and nutrition education

- o The major weakness of the program was a tendency for volunteers to provide direct services to the poor rather than transferring skills and knowledge to enable poor individuals and communities to be self-reliant by helping themselves.
- o Over 50% of the beneficiaries of volunteer services were poor in only five out of the ten volunteer activities evaluated. The primary reason for the low percentage of beneficiaries who were poor is the choice of volunteer site assignments and not the nature of the projects themselves.
- o The primary most critical training needs are for improved pre-service and in-service training of staff in programming methodology.
- o The evaluators concluded that the strong and positive host country support to the Peace Corps program, the clear and strong program direction to meet basic human needs, and the current programming of projects relevant and appropriate to Costa Rican development suggests a continued Peace Corps presence in Costa Rica until these positive factors no longer exist or budget constraints require that resources be shifted to other countries with greater need and equally effective and relevant volunteer projects.
- o Because the need for Peace Corps volunteers in Costa Rica relative to other Third World countries is not as great and because Costa Rica is effectively meeting many of its own basic needs, a reduction in volunteer force from its present level of 120 volunteers to a level of 60 to 80 volunteers by 1981 is recommended. At a reduced volunteer level, volunteer activities would be concentrated in special education, nutrition, cooperative development and agriculture.

Supporting findings are found in the report and are cross-referenced in the detailed Table of Contents.

4

TABLE OF CONTENTS

VOLUME I

	Page
Section I: INTRODUCTION AND OVERVIEW	
A. Purpose of the Evaluation	I-1
B. How the Evaluation Was Conducted	I-1
C. Summary of Conclusions and Recommendations	I-3
Section II: PROGRAM ASSESSMENT	
A. What are Volunteers Doing?	II-1
b. How Effective Are Volunteers:	II-6
1. Compliance to Programming Criteria	II-7
2. Final Benefits	II-11
3. Process Benefits	II-13
4. Summary	II-16
C. Are the Volunteer Activities Relevant to Costa Rica's Development Needs?	II-19
1. Health Sector Projects	II-19
2. Nutrition Sector Projects	II-20
3. Agriculture Sector Projects	II-23
4. Education Sector Projects	II-25
5. Cooperative Sector Projects	II-27
6. Other Sector Projects	II-29
7. Summary	II-29
D. Overall Program Performance	II-31
E. Other Considerations	II-36
1. Training	II-36
2. Women In Development	II-42
3. Future Programming	II-48
Section III: THE ISSUE OF PEACE CORPS EXIT/PRESENCE	
A. Considerations for Exit	III-1
B. Considerations for Presence	III-3
C. Recommendations	III-8
Section IV: SUMMARY OF RECOMMENDATIONS	VI-1
Section V: ANNEXES	
A. Peace Corps Volunteers Contacted	A-1
B. Americans and Costa Ricans Contacted	B-1
C. Record of Interviews and Field Visits	C-1
D. References Consulted	D-1
E. Methodological Annex	E-1
F. Proposal to Design and Implement A Methodology for Making Comparative Measurements of Project Effectiveness and Relevance Between Country Programs	F-1

Volume II

Section I: INDIVIDUAL PROJECT ASSESSMENTS

A. Agricultural Technical Assistance Project	I-1
B. Seed Multiplication Project	1-10
C. Cooperative Development Project	1-17
D. Agriculture Research and Conservation	1-24
E. Appropriate Technology Project	1-30
F. Community Gardens Project	1-36
G. Special Education Project	1-47
H. Nursing Project	1-57
I. Nutrition Education Project	1-68

Section II: SUMMARY OF PROJECT SPECIFIC RECOMMENDATIONS II-1

SECTION I

INTRODUCTION AND OVERVIEW

Purpose of the Evaluation

This report is the product of a 25-day visit by the authors to conduct an evaluation of the Peace Corps program in Costa Rica. Specifically, the evaluators were asked to identify what Peace Corps Volunteers (PCVs) are doing, how effectively, and whether these activities are relevant to Costa Rica's development needs. The evaluators were further requested to address these questions within the context of the broader issue of whether or not Peace Corps should continue to maintain a program in Costa Rica in light of the fact it has become a "middle-income" country with a relatively high standard of living.^{1/}

How the Evaluation was Conducted

The evaluators reached Costa Rica on October 25 and departed 3-1/2 weeks later on November 20, 1978. The first five days were spent in San Jose conducting interviews with Peace Corps staff and some PCVs, preparing a field research methodology, and attending a meeting with advisors of President Carazo. The next two weeks were spent in the field visiting PCVs in their sites, surveying briefly two new areas of potential Peace Corps program activities, and meeting PCV counterparts and other Costa Rican respondents.

^{1/} With gross domestic product per capita (1976 dollars) estimated at \$1,048, years of life expectancy at 71 (1975-80), infant mortality per 1000 live births at 33, and percentage literacy at 90, Costa Rica boasts the third highest Physical Quality of Life Index (after Jamaica and Barbados) of any Peace Corps Country in the world. See Economic and Social Progress in Latin America, 1977 Report, Inter-American Development Bank.

The final week was spent once more in San Jose, this time to conduct interviews with national supervisors of Costa Rican counterpart agencies to PCVs; to meet with representatives of USAID, the American Embassy, and private voluntary organizations; and to provide evaluation feedback to Peace Corps staff.

In the course of the evaluation the team travelled 3,217 kilometers, covering all major regions of the country and visiting the large majority of rural PCV sites that can be reached by road. A total of 60 PCVs were interviewed, 42 in the field and 18 in San Jose; their names and sites, by project, are listed in Annex A. In San Jose they met with 48 Costa Rican and American respondents (including 11 Peace Corps staff). During the field trips contacts were made with 77 Costa Rican respondents. The names of all persons contacted, other than PCVs, are listed in Annex B. Finally, a record of the evaluator's interviews and field visits, by date and location, is included in Annex C.

In meeting with PCVs, host country nationals, and other respondents, no interview instrument was used; instead, discussions were conducted informally with the evaluators jotting down occasional notes. Although use of intrusive questionnaires was avoided, we did design three simple instruments for measuring the effectiveness of each Peace Corps project studied. The first instrument measures projects in relation to their ability to generate final benefits (increased income, health, nutrition, knowledge etc.) for the rural or urban poor. The second instrument measures each project's ability to generate "process" benefits via the transfer of knowledge or skills which permit the flow of final benefits to continue over time. The third instrument measures the extent to which each project conforms to prevailing Peace Corps programming criteria. These instruments proved useful first to assist the evaluators to organize their

8

notes and impressions of each project, and secondly to identify deficiencies in design or programming both within and between projects. A detailed explanation of each of these instruments, together with a definition of each indicator and how it is scored, is presented in a methodological appendix, Annex E. A proposal for measuring comparative need and relevance between projects was developed in the report write-up phase and it is presented in Annex F.

Summary of Conclusions and Recommendations

STRENGTHS

In 1977 a new programming direction was begun in Costa Rica which stresses the placement of PCVs in activities meeting basic human needs and assigns more PCVs to small urban and rural sites outside the Meseta Central. Even before Peace Corps/Washington's guidance to the field on Basic Human Need (BHN) programming, Peace Corps/Costa Rica (PC/CR) had already taken the initiative in redistributing PCVs to areas of greatest need. Most of the projects involved volunteers in activities that are relevant to the development needs of Costa Rica. This programming direction has been continued under PC Director Guido del Prado. At present it can be said that many PCVs are now "at the end of the road", i.e., in very remote sites. Administratively, it is apparent that the Peace Corps program in Costa Rica has demonstrated an almost complete turnaround since June 1978, when del Prado became Country Director. On-site visits to PCVs by staff including the Director are now occurring with unusual frequency (at least by-monthly), and PCVs are quite articulate in their expressions of appreciation for this support. A PCV monthly reporting system has been implemented (with copies to host-country counterpart agencies) and the reports are read and acted upon. In turn, program managers submit monthly reports of their

activities and a tentative schedule of volunteer site visits for the coming month. The openness of staff communications internally, and between staff and PCVs, appears to have improved considerably. Peace Corps enjoys close working dialogue with the American Embassy, the Agency for International Development, and will soon participate in a committee to draft the USAID Mission strategy for working with private voluntary organizations in Costa Rica. Perhaps most important of all, Peace Corps is promoting frequent and productive interaction with host country agencies at the national level. This is reflected in joint review and revision of program agreements, increased agency resource contributions in support of PCVs, and more active supervision and programming dialogue. It is clear that host government awareness of Peace Corps as a potential development resource has recently grown; indeed, a special advisor to President Carazo has been designated the responsibility of coordinating government and PCV activities throughout the country. In sum, the Peace Corps program in Costa Rica is exceedingly well plugged-in to the structure of development decision making, faces unique host country support and programming opportunities, and possesses the staff and administrative resources to exploit these opportunities for maximum effectiveness of PCVs in addressing the country's basic human needs.

WEAKNESSES

If provided the opportunity to make comparative measurements of Peace Corps programs between countries, the evaluators believe the program in Costa Rica would demonstrate clear programmatic and administrative superiority, relative to other country programs, as well as show greater flows of final and process benefits. However, with regard to its potential effectiveness, the Costa Rica program shows unacceptably low scores -- unacceptable precisely because

the opportunities it faces are so promising. In general, most PCV project activities observed are not presently conducted so as to leave behind, once the volunteer departs, a self-help capability at the community or higher levels for mobilizing resources and exercising management, administrative, organizational, or technical skills to assure the continuing flow of final benefits that is necessary for strengthening and consolidating the development process. For example, we found many PCVs who are "slot-filling", i.e., providing a valuable service directly rather than encouraging and motivating and training Costa Ricans to provide the service for themselves. As for conformity with Peace Corps° programming criteria, PCV activities reflected low reliance on local resources, negligible integration of complimentary activities by other PCVs, host-country agencies, or external donors; and over-dependence on skilled volunteers. These deficiencies reflect inadequate or non-existent training of Peace Corps project managers in programming skills. Moreover, emphasis on community development skills and the generation of process benefits (as distinct from final benefits) has been lacking in pre-service in-country training to volunteers. Taken together, these weaknesses compromise the programs ability to meet Peace Corps° first goal -- the training of host country manpower in a fashion which promotes self-reliance. In the opinion of the evaluators, unless this first goal is met and PCVs feel a sense of accomplishment in having achieved it, Peace Corps° second and third goals will not be attained.

MAJOR RECOMMENDATIONS

The evaluators recommend that Peace Corps remain in Costa Rica until at least 1983, with a re-evaluation of the program's status at the end of the Carazo

Administration. It is further recommended that the program implement a reduction in force from its present level of about 120 to a level of 60 to 80 by 1981. The complete rationale for these recommendations is fully developed in Section III of this report. With respect to the exit issue in general, the evaluators feel it is inappropriate to terminate an entire program based solely on that country's per capita income and welfare statistics or subjective impressions of its lower absolute need for Peace Corps relative to other developing countries. Per capita statistics often disguise poorly distributed development resources and opportunities within the country. Therefore, in addition to any measure of its absolute need, a country's ability to support and utilize PCVS effectively to meet its need should also be measured. Thus it is recommended that the exit decision be made not strictly on a country-by-country basis but also on a project-by-project basis across countries. Accordingly, exit decisions should be based on measurements of relative program and project effectiveness between country programs. A proposal to Peace Corps for the design of a relevance/effectiveness measurement methodology, and its trial in 14 countries of Latin America is presented in Annex F of this report.

Detailed program recommendations are presented in Section IV and project specific recommendations are presented in Section II, Volume II.

Acknowledgements

The evaluators wish to thank the entire staff of Peace Corps/Costa Rica for its outstanding cooperation with this study. Relationships with staff members were characterized by candor, frank discussion of differences of opinion, continuing dialogue, frequent feedback, and mutual respect. The director and Program and Training Officer were at all times available to

meet with us and respond to our questions. The administrative staff was especially helpful in assisting us with our logistical needs, while project managers were extremely cooperative in arranging field travel schedules, agency interviews, and making the necessary contacts. We believe the cooperation we received from Peace Corps/Costa Rica staff reflects the fact that they are basically proud of their program, feel that it is improving, and welcome the opportunity for their efforts to be evaluated.

SECTION II

PROGRAM ASSESSMENT

In this section both the relevance of projects to Costa Rica's development and the effectiveness of volunteers and projects are evaluated. The evaluators considered relevance and effectiveness to be the principal criteria for determining whether the present country program achieves the three goals of the Peace Corps: meeting needs for trained manpower and promoting a better understanding of the American people by the people served as well as a better understanding of other people on the part of Americans.

A. Description of Volunteer Activities: What are Volunteers Doing?

A descriptive overview of the Peace Corps' program in Costa Rica indicates generally desirable trends in programming and sector focus. Altogether, as of October 1978, there were approximately 20 distinct projects in the Costa Rica program containing a total of 117 volunteers. About 40 percent of these volunteers were located in isolated rural areas and in small rural towns. An additional 22% are located in small urban centers. Thus, two-thirds of the program's volunteers are located outside the major cities. Table 1 lists these projects and the number of volunteers per project.

Table 1

Number & Percent Peace Corps/Costa Rica Volunteers
by Project October, 1978

<u>Project</u>	<u># Volunteers</u>	<u>% Volunteers</u>
Cooperative Development	19	16%
Nursing	18	15
Special Education	16	13
Agric. Tech. Assistance	10	8
Community Gardens	7	6
Appropriate Technology	7	6
Seed Multiplication	5	4
Agric. Tech. Research Transfer	5	4
Forage/Mineral Research	5	4
Other Agric. Research*	4	3
Music Instructors	4	3
Sports Promotor	4	3
Youth Development	3	3
Adult Education	2	2
Smithsonian	2	2
Natl. Museum/Entomologist	2	2
Conservation	1	1
Physical Therapist	1	1
Reforestation	1	1
Hospital Maintenance	1	1
Total	117	100%

*"Other agriculture research" was listed as one project but includes four distinct agriculture research activities.

Only about one-third of all projects (6 out of 20) have more than five volunteers; yet these same six projects include two thirds of the total number of volunteers in Costa Rica. The 14 remaining projects contain 40 PCVs and average less than 3 PCVs each. Ordinarily such an exceedingly large number of small projects, would be indicative of an inefficient program operation; however, by the end of 1979, 11 of these 14 projects will have been phased out such that the average project size will increase to 10 PCVs.

Each project or distinct PCV activity requires staff time to design, to outline training requirements, to maintain host agency contacts, to implement, and to monitor and evaluate. It is more efficient to concentrate these investments on a limited number of projects than to repeat them across a wide variety of activities. Nonetheless, some small projects are acceptable because they enable the Peace Corps to meet special host-country requests or to explore new project areas prior to committing larger amounts of volunteer resources.

RECOMMENDATION: As a general guideline, it is suggested that the percentage of PCVs assigned to small projects not exceed more than 20% of all Volunteers in the programs; conversely, the program should seek to maintain an average project size of 8 PCVs or more in order to enhance overall efficiency.

In Table 2 all projects were grouped by program sectors to indicate areas of Peace Corps concentration or emphasis in meeting the development needs of Costa Rica. Very clearly the agricultural sector is the area of highest concentration both in number of Projects (8 out of 20) and number of PCVs (35 out of 117). The average size of each agricultural project is 4.4 PCVs, indicating that the available PCV resources in this sector are inefficiently distributed over too many separate activities.

TABLE 2

Average Number of Volunteers per Project and Percent of Total Volunteers by
Program Sector, Peace Corps/Costa Rica, October 1978

Program Sector	No. Projects	No. PCVs	% of total PCV Resources	Av. PCVs Per Project
Agriculture	8	34	30.0%	4.4
Health	3	20	17.0	6.7
Cooperatives	1	19	16.0	19.0
Education	2	18	15.5	9.0
Nutrition	2	12	10.3	6.0
Recreation/ Music	3	11	09.5	3.7
Other	1	2	02.0	1.7
Total	<u>20</u>	<u>117</u>	<u>100%</u>	<u>5.85</u>

After agriculture, the health, cooperative and education sectors are of roughly equal importance, collectively representing almost half the entire program. All have relatively efficient project sizes ranging from 6.7 to 19.0 PCVs. The nutrition sector follows close behind with 10 percent of all PCV resources and an average project size of 6. The remainder of the program can be entitled "miscellaneous", averaging 3.2 PCVs per activity. These are all projects destined for phase-out.

Thus, the core of the Peace Corps program consists of projects in agriculture, cooperatives, health, education, and nutrition, sectors in which Peace Corps typically operates. However, not all volunteer activities within these sectors may be relevant to host country development priorities, meet basic human needs, or conform to Peace Corps' operating philosophy. To ascertain project appropriateness, each was first classified as meeting basic human needs in the present, in the long run, or not at all. The results of this classification are presented in Table 3.

Table 3

Number and Percent Volunteers by BHN Classification and Program Sector
October 1978

Projects by Program Sector	-----Volunteers by BHN classification-----		
	Currently BHN	Long-term BHN	Non-BHN
<u>Health:</u>			
Nursing	18		
Physical Therapy			1
Hosp. Maintenance			1
<u>Nutrition:</u>			
Community Gardens	7		
Seed Multiplication	5		
<u>Agriculture:</u>			
Agric. Tech. Asst	10		
Appropriate Tech.		7	
Agric. Tech. Res		5	
Forage/Mineral Res			5
Other Agric. Res		4	
Reforestation	1		
Conservation			1
Smithsonian		2	
<u>Education</u>			
Special Education			16
Adult Education			2
<u>Cooperatives</u>	19		
<u>Recreation/Music:</u>			11
<u>Other:</u>			2
Total	60	18	39
Percent PCVs	51%	15%	34%

Table 3 shows that of 117 PCVs in the Peace Corps/Costa Rica program, two-thirds (78) are addressing basic human needs in either the short-run or long-run, and one-third (39) are not. The only projects classified as meeting long-run human needs are in the agricultural sector and all involve research activities which can be expected to benefit small farmers in the future. On a sector basis, 90% of all PCVs in health are addressing BHN;

18

in nutrition, 100%, in agriculture, 83%; in education, 0%, in cooperatives 100%; in recreation, music, and other, 0%. In summary, over 66% of the entire Costa Rica country program is now addressed to basic human needs. The concentration is expected to increase in the future.

B. How Effective Are Volunteers?

A central issue that the evaluators were asked to address was the effectiveness of Peace Corps volunteers in Costa Rica. In order to provide consistency to the assessment and a basis for comparison among volunteers and projects, three scoring instruments were developed to determine volunteer and project effectiveness. The first instrument measures compliance to Peace Corps° programming criteria. Adherence to the criteria in designing projects and in determining project feasibility guides program managers in the development of projects that effectively address development needs in accordance with Peace Corps° philosophy. Also, good project design and feasibility provides volunteers the foundation essential for effective service and for reaching a significant number of poor. The second instrument measures a PCV°s capacity to generate "final" benefits, i.e., increased income, health, welfare or knowledge benefits on behalf of the urban or rural poor. The third instrument measures "process" benefits, i.e., the capacity of PCVs to transfer skills and knowledge to counterparts or mobilize resources so that the provision of final benefits will be institutionalized and continue over time. In effect, this instrument is the most crucial because it measures degree of achievement, which relates to the first goal of the Peace Corps. It is necessary to explain that these instruments measure potential, not actual PCV effectiveness. This is because many of the volunteers interviewed had been in their sites only a few

months and had not yet had time to generate important benefit flows.

Total accumulated scores by project from the three scoring instruments provided a basis for comparing overall project and volunteer effectiveness across projects and for assessing the general level of effectiveness of the Peace Corps° program in Costa Rica. The three instruments were also very useful in identifying project weaknesses and facilitated development of specific recommendations for project improvement.

In the limited time available, the evaluators concentrated their evaluation efforts on eight projects and applied the scoring instruments for measuring effectiveness to these eight out of the twenty existing projects. The eight projects evaluated cover activities in which 74 percent of all volunteers are involved. These eight projects also represent five of the six program sectors; agriculture, cooperatives, education, nutrition and health. Most of the projects not evaluated are projects which are small, non-BHN, and scheduled for phase-out by the end of 1979.

I. COMPLIANCE TO PROGRAM CRITERIA

The first instrument assessed the effectiveness of each project evaluated by measuring the degree of compliance to Peace Corps° programming criteria regarding project design, feasibility, and number of beneficiaries reached. The instrument was based primarily on the criteria set forth by Peace Corps; however, the evaluators expanded upon, eliminated and added to some of the criterion. The results are presented in Table 4 below. Out of a total possible 16 points, the highest project score was 11 and the lowest 5. The projects which scored the best were Public Health Nursing in first place, with a four-way second place at 9 points each between Community Gardens, Cooperative Development, Dispensary Nursing, and Agricultural Technology Research.

TABLE 4

PEACE CORPS/COSTA RICA PROGRAMMING EFFECTIVENESS
1978

Programming Criteria**	Projects									
	Agric. Tech. Assistance	Seed Multiplicatio	Community Gardens	Cooperat..ve Development	Special Education	Hospital Nursing	Dispensary Nursing	Public Health Nursing	Appropriate Technology	Agric. Tech. Research
Project Beneficiaries										
o Potential high total number reached by end of service	0	.5	1	1	0	1	1	1	0	0
Project Design Priorities										
o Addresses development need: relevant useful	1	0	0	1	0	0	.5	1	1	1
o High PCV/beneficiary ratio/PCV activity	1	1	1	1	1	1	1	1	1	1
o Principal reliance on local resources	0	0	1	1	.5	0	0	1	0	0
o Direct PCV contact with beneficiaries	0	.5	0	1	.5	0	0	0	.5	.5
o Participation of host country women:	1	1	1	.5	1	1	1	1	0	.5
As beneficiaries	0	0	1	0	1	1	1	1	0	0
As decision makers	0	0	0	.5	1	1	1	1	0	0
o Requires similar use of multiple PCV's	1	1	1	1	1	1	1	1	0	0
o Integrated or complementary to other PeaceCorps, host national or other donor agency projects:										
Possible but not done (-1)	-1	-1	-1	-1						
Possible and exists (+1 bonus)									.5	.5
Non-applicable, no score										
SUBTOTAL (total score possible 8 + 1)	3.0	2.5	4.0	5.0	6.0	5.0	5.5	7.0	3.0	3.5
Project Feasibility										
o Uses generalists or has high skilled PCV to beneficiary ratio	0	0	1	1	1	.5	.5	1	0	0
o PCV skill representative of applicant pool	.5	.5	1	1	0	.5	.5	.5	0	.5
o Sufficient staff resources:										
Adequate staff/volunteer ratio	1	1	1	1	1	1	1	1	1	1
Staff technical assistance capability	1	1	0	0	0	0	0	0	0	0
o Adequate host country or other donor agency support:										
Cash/material support	1	1	.5	0	1	0	0	0	1	1
Field supervision	1	1	.5	0	0	0	.5	.5	0	1
Technical/training assistance	0	1	0	0	0	0	0	0	0	1
SUBTOTAL (total score possible 7)	4.5	5.5	4.0	3.0	2.0	2.0	2.5	3.0	2.0	5.5
TOTAL (16 points possible)	7.5	8.5	9.0	9.0	8.0	8.0	9.0	11.0	5.0	9.0

** Each criterion worth one point unless otherwise indicated

21

Footnote to Table 4:

In the scoring instruments for measuring process and final benefits, it was found advantageous for assessing effectiveness to account for the three distinct volunteer nursing activities that were occurring in the nursing project. In this instrument for measuring the degree of project compliance to programming criteria (Table 4), the nursing project was also displayed as three distinct projects for consistency and to facilitate summing the total scores from the three scoring instruments.

In this instrument for measuring the degree of project compliance to programming criteria, all of the projects showed significant noncompliance. The scores ranged from 5 to 11 with eight out of ten projects clustered in the 7.5 to 9 range. The following points summarize the major findings regarding compliance to programming criteria.

Potential beneficiaries reached:

- o In six of the ten volunteer activities evaluated, volunteers can be expected to reach an appreciable number of beneficiaries by the end of volunteer service.* In four of these six projects volunteers are working with groups rather than individuals, which enables them to potentially reach more beneficiaries per unit of volunteer effort.

Project design priorities:

- o The community gardens, special education, seed multiplication and hospital nursing projects were not very relevant to meeting Costa Rica's development needs in nutrition, health and education. All of the projects evaluated, however, were useful to Costa Rica and met country needs, though not necessarily primary development needs.
- o In general, the projects showed little reliance on local resources with the exception of the volunteers in cooperative development.

*By appreciable, we mean over 50 families or 200 individuals.

- o Direct PCV contact with the beneficiaries of their efforts was occurring in every project except in appropriate technology, a research project lacking a sufficient amount of applied research with small farmers in the field.

- o Not one of the projects is carried on in collaboration with, nor is complementary to, other Peace Corps, donor agency, host national government or host national private voluntary projects. Two projects, are indirectly associated with other donor agency projects. Four other projects do not take advantage of existing opportunities for coordination.

- o Women are active decision makers and beneficiaries in five of the projects. Four of these five projects, however, are in sectors traditionally occupied by women (health and education).

- o All of the projects, except appropriate technology and agriculture research, sustain a sizable number of volunteers.

Feasibility:

- o Two projects (agriculture technical assistance and seed multiplication) were reaching low numbers of beneficiaries relative to the technical skill level of the volunteer; i.e., the volunteers were inefficiently used.

- o Only two projects (gardens and cooperatives) used volunteers representative of the applicant pool, and the community gardens project is the only project incorporating generalist volunteers.

- o The staff to volunteer ratio appears to be sufficient for supporting volunteers adequately; however, with the exception of the agriculture project manager, the capability of the program managers to provide technical assistance to volunteers is limited.
- o Two projects (cooperatives and nursing) are not receiving adequate technical support from the host national agencies with whom they work. The technical knowledge required in special education and appropriate technology is so scarce that host agencies are unable to provide adequate technical assistance to volunteers in these projects.

Total project scores clustered well below the maximum possible score indicating a general deficiency in compliance to programming criteria. All of the projects, showed significant weakness in at least one of the categories of programming criteria; none showed strength in all three categories.

2. Final Benefits

The second instrument measured volunteer and project effectiveness in generating final benefits. Final benefits are those that increase or improve the productivity, income, welfare or knowledge of the project's intended beneficiaries. The instrument measures final benefits on the basis of type, longevity, and percentage poor directly affected.

Table 5 lists the average of the total final benefit scores for the volunteers interviewed in each project evaluated. Out of a possible total of 12, four of the ten projects scored well. The seed multiplication and agriculture technical assistance projects achieved the maximum score of 12, and the public health nursing and cooperative development projects scored 10 each.

Table 5

FINAL BENEFITS
 Measurement of Final Benefits Generated by
 Peace Corps Projects in Costa Rica--by Type
 and Longevity of Benefits and Percent of Poor
 Receiving Benefits*

P R O J E C T	PCVs Inter- viewed		Type of Benefits (a)		Longevity of Benefits (b)		Beneficia- ries as % poor (c)	Total Final Benefits (a)+(b) x (c)
	No	%	BHN (2)	Beyond Subsist. (1)	Long- lasting (2)	Tempo- rary (1)		
							> 75%=3 > 50%=2 < 50%=1	
Cooperative Developmt	10	72	2		2		2.5	10.0
Seed Production	4	80	2		2		3.0	12.0
Agric.Tech.Assistance	5	50	2		2		3.0	12.0
Community Gardens	5	71	2		2		2.0	8.0
Special Education	10	63		1	1	0.5	1.3	3.2
Ag.Tech.Research/Transf.	4	50	2		2		1.0	4.0
Appropriate Technology	4	57	2		2		1.0	4.0
Hospital Nursing	5	100	2		0.4	0.8	1.0	3.2
Dispensary Nursing	5	55	2		0.4**	0.8**	1.2	3.6
Public Health Nursing	3	75	2		1.3**	0.3**	2.6	10.0

* Average scores are presented, i.e., total benefit scores of all PCVs interviewed from project divided by number of PCVs.

** Distribution of both types of benefits within project such that average scores in (a)+(b)x(c) not exactly equal to score in total benefits column, which is an average of individual PCV score totals.

NOTE ON SCORING: Possible scores for final benefits range from 0 to 12. Possible scores for process benefits range from 0 to 24. Thus, the highest possible accumulated score would be 36. However, a good score would be one equal to 18 or more, e.g. a final benefit score of 12 plus at least a 6 for process benefits.

25

Final benefits to host nationals were significantly lacking in five out of ten projects evaluated, as indicated by low scores which ranged from 3.2 to 4.0. Primarily, the low scores were caused by the generation of temporary rather than long-lasting benefits (such as nursing and some special education activities) or because the beneficiary population was not comprised predominantly of the poor (nursing, special education, appropriate technology, and agricultural technical research).

3. Process Benefits

The third instrument measured process benefits, which are those derived from the transfer of skills and knowledge by volunteers to host nationals in order to assure the continuation of a development, self-help activity after the departure of the volunteer. Process benefits serve as investments in the development process to assure that a continual flow of final benefits will be forthcoming in the future.

Enhancing a host national or community's ability to be self-reliant is an essential means for promoting development on a sustained basis. Volunteer effectiveness in generating this type of benefit was measured because of the importance of self-reliance in development and Peace Corps' self-help philosophy. Self-reliance requires the mobilization of material resources combined with the development of administrative, organizational, management and technical skills at either the community and/or higher levels (regional/national). Usually PCVs are not programmed or expected to work at both community and higher levels; however, some volunteers do accomplish this and potentially can be scored to show effectiveness at more than one level.

Often within a single project, in order to accomplish project objectives, some volunteers may serve at the community level and others at regional or national levels. Because of these considerations, a distinction was made between community and higher levels in the format of the process benefit measurement instrument. A further characteristic of the instrument is its measure of a "multiplier effect".

If the PCV transfers skills and knowledge to a host national(s) who in turn will continue to transfer these skills and knowledge to others after the departure of the volunteer, the total process benefits score of the volunteer is multiplied by two. This credits the volunteer for creating a multiplier effect or the continual development of a capacity for self-reliance. An example would be teaching a host national to teach others so that the skill development process would continue.

Table 6 lists the average of the individual PCV process benefit scores for each project evaluated. The maximum possible score is 24, but because most volunteers can only be expected to work at either the community level or a level beyond the community, a good optimal score would be only 12; i.e., a score of six plus the multiplier.

Table 6

PROCESS BENEFITS
 Measurement of Process Benefits by Peace
 Corps Projects in Costa Rica--including
 Skills/Knowledge Transfer at the Community
 Level and Beyond
 (Average Scores)

P R O J E C T	COMMUNITY LEVEL (a)			BEYOND COMMUNITY (b)			Total (c)	Multi- plier (d)	Total Score (c)+(d)
	Resource Mobili- zation (2)	Human Developmt. Admin. Organiz. Mgmt. Skills (2)	Tech Skills (2)	Resource Mobili- zation (2)	Admin. Organiz. Mgmt. Skills (2)	Tech. Skills (2)			
Cooperative Development		1.6		0.2	0.4	0.4	2.6		2.6
Seed Production	0.5		0.5				1.0		1.0
Agric.Tech.Assistance	0.5	0.5					1.0		1.0
Community Gardens	0.4**	0.4**	2.0				2.8		2.8
Special Education				0.8		1.0	1.8	.4	2.2
Ag.Tech.Research/Transfer						1.5	1.5		1.5
Appropriate technology						1.5	1.5		1.5
Hospital Nursing			1.6				1.6		1.6
Dispensary Nursing	0.4		2.0				2.4		2.4
Public Health Nursing			2.0		0.7		2.7		2.7

* The multiplier refers to the liklihood that the PCV's role will be continued through one or more trained host country counterparts.

** Score achieved by a fraction of group, therefore (a) + (b) is not exactly equal to score in total benefits column, which is an average of individual score totals.

Out of a realistic optimal score of 12, the highest score achieved by any project was 2.8. The extremely low scores are indicative of inadequacies in project programming, volunteer training and in staff support to volunteers. The general impression received by the evaluators through volunteer and staff interviews was that the volunteers were not expected to generate process benefits. An expectation was not instilled in the volunteers to leave behind a self-help mechanism for mobilizing resources or for exercising management, administrative, organizational and/or technical skills. For example.

- o Not one of the agricultural projects is designed to assure continuation of the volunteer activity after the departure of the volunteer (these projects received the lowest scores).
- o Appropriate technology and hospital nursing, as programmed, do not facilitate skill and knowledge transfers to host country counterparts. In these projects, the volunteer activity may continue after the volunteer leaves only because the volunteer may be replaced by a host national, but not one trained by the PCV.
- o Although programmed to work with counterparts, volunteers in community gardens, special education and co-op development frequently perform direct services rather than encouraging and motivating host nationals to perform the services for themselves.

4. Summary

The effectiveness of the Peace Corps/Costa Rica program was measured by the accumulated effectiveness of the various Peace Corps projects in the country. Adding the project total scores from each scoring instrument gives an accumulated total score for each project. Comparing project effectiveness

across projects points out which projects require either phase-out or a restructuring. When all the projects are assessed against the maximum accumulated total score possible, the level of effectiveness of the projects as a group is demonstrated. Table 7 displays these scores.

Table 7
Accumulated Total Scores by Project Evaluated

Project	Total Scores by -----Scoring Instrument-----			ACCUMULATED TOTAL SCORES (40)
	Compliance to Programming Criteria (16)	Final Benefits (12)	Process Benefits (12)	
Agric. Tech. Assistance	7.5	12.0	1.0	20.5
Seed Multiplication	8.5	12.0	1.0	21.5
Community Gardens	9.0	8.0	2.8	19.8
Cooperative Development	9.0	10.0	2.6	21.6
Special Education	8.0	3.2	2.2	14.4
Hospital Nursing	7.5	3.2	1.6	12.8
Dispensary Nursing	9.0	3.6	2.4	15.0
Public Health Nursing	11.0	10.0	2.7	23.7
Appropriate Technology	5.0	4.0	1.5	10.5
Agric. Tech. Research	9.0	3.2	1.5	13.7

*Maximum total scores possible in parenthesis

A score of 40 is the maximum accumulated total score possible. Only five of the ten project activities attained half or more of the total possible score, and none of the projects approximated the maximum possible score of 40. The major weakness apparent in all projects was a lack of process benefits. Volunteers were neglecting to transfer skills and knowledge to nationals to enable them to be self-reliant in continuing the development process after the departure of the volunteer.

Of the five projects scoring the highest, three scored consistently higher on all three measuring instruments. These projects were cooperative development, community gardens and public health nursing. These projects can be regarded as the most effective projects in Costa Rica. The other two high scoring projects, agriculture technical assistance and seed

multiplication, scored well in final benefits, but were relatively weak in programming criteria and process benefits.

The five remaining projects had clustered scores also, but these scores, as a group, were decidedly lower by five points than the higher scoring projects indicating need for either phase-out, restructuring or continuation on the basis of overriding relevance to host country development needs. The lower scores for these projects ranged from 10.5 to 14.4. Three of the projects, (two of the nursing and the special education projects) complied relatively well to programming criteria, but due to the type of site assignment and volunteer training, were not generating benefits. Two of the lower scoring projects, appropriate technology and agriculture technical research, scored low on the three measurements of effectiveness, because the measuring instruments, in accordance with Peace Corps' philosophy, are biased against projects that were not in direct contact with the poor. These projects could not score well. In both cases, however, the projects are relevant to the development needs of Costa Rica (see next section). In summary, the instruments permit us to differentiate the five most effective projects from the five least effective. But effectiveness alone does not justify the project. Each project -- whether low or high scoring -- must also be assessed with regard to its relevance to Costa Rica's development needs. Such an assessment is the subject of the following section.

C. Are The Volunteer Activities Relevant to Costa Rica's Development Needs?

Progress in development requires that project activities in Third World countries be relevant and appropriate to the specific development needs and stage of development of each country. Each Peace Corps project, therefore, should be examined not only in terms of its effectiveness but also its relevance to the country's development needs, especially regarding the basic needs of the poorest. To ascertain the general relevance of the Peace Corps/Costa Rica program, each project activity was assessed against several indicators of relevance; magnitude of the problem being addressed, severity of the problem, and the appropriateness of the volunteer activity with respect to the country's stage of development.

I. HEALTH SECTOR PROJECTS

In the health sector, since the early 1970's, the Ministry of Health has instituted a preventive and primary care health program to serve the entire population of Costa Rica. As a result, in 1978, ninety percent of the dispersed rural population has access to preventive health services and basic first aid.^{1/} By 1980, it is projected that the entire population will have access to these services. Since initiation of the program, the national infant mortality rate has declined by almost 50 percent from 61.5 per 1000 population in 1970 to 33.3 per 1000 population in 1976.^{2/} The rate of infectious diseases has also declined by almost 50 percent during this time.^{3/} Approximately 80 percent of the population is immunized and life expectancy in Costa Rica is now 71 years.^{4/} Although manpower shortages

^{1/} Statement by Carlos Valerin, M.D., Director, Programa de Salude Rural, Ministry of Health, in an interview, November, 1978

^{2/} Extension de Los Servicios de Salud, Ministerio de Salud and Ministerio de Planificacion, September, 1978, p. 64.

^{3/} Ibid., p. 64.

^{4/} Ibid., p. 64.

exist, especially nursing manpower, the country graduates its own health workers and has developed a capability for doing in-service education. Finally, eighty percent of the population is covered by the social security health system and, therefore, has financial access to both outpatient and inpatient health care.^{5/}

The people of Costa Rica are clearly resolving their need for health care and are meeting this need effectively. The availability and accessibility of health services to the entire population has improved significantly. At the same time, morbidity and mortality rates have declined and are lower than those in most other Third World countries. These factors indicate a less acute health problem in Costa Rica as well as a relatively low number of people who experience unmet health needs. Peace Corps' current role in health in physical therapy, hospital maintenance, and nursing is primarily to fill temporary health manpower deficiencies and not to transfer new skills and knowledge to enable health workers in Costa Rica to better serve the people of Costa Rica. In this context, and in consideration of Costa Rica's low relative level of need and its own capability for meeting its health needs, Peace Corps project activities in health are not very relevant to the development needs of Costa Rica.

2. NUTRITION SECTOR PROJECTS

In 1975 the government of Costa Rica started several food programs through its Family Allowance Program to increase the nutritional level of the population, especially of pre-school children and pregnant and lactating mothers.

^{5/} Country Narrative, Peace Corps/Costa Rica CMP, March, 1977.

A study conducted in the same year had shown 53 percent of children between the ages of 0 to 5 years to be suffering from malnutrition, approximately 170,000 children.6/ Between 1975 and 1977 the number of beneficiaries of the nutrition program quadrupled.7/ Many rural communities now have a nutrition center for pre-school children and pregnant or lactating mothers. Ninety-seven percent of the schools have a school lunch program and approximately two-thirds of the primary schools have a school garden.8/ Based on observation and interviews with nurse PCVs, village level health workers and AID officials, the evaluators do not concur that the magnitude and severity of malnutrition in Costa Rica is as reported or believed. AID sources reported less than 10 percent of children suffering from 2nd-degree malnutrition and less than 1 percent having 3rd-degree malnutrition. A more recent government study in 1978 showed a 20 percent reduction in malnutrition in pre-school children since the 1975 study.9/ In absolute terms, however, some malnutrition does exist and is partially a problem of access to a variety of foods and education in food preparation and consumption.

The community gardens project is designed to improve the nutritional status of school children and thereby reduce the effects of infectious diseases by disseminating information to school children and their parents regarding nutritious diets.10/ As currently operated, the project is assisting the Ministry of Education to begin school gardens where none currently exist in order to have

6/ Costa Rica: Nutrition Program Project Paper, USAID, December, 1975

7/ Economic and Social Progress in Latin America, Inter-American Development

8/ Estimate by Sra. Cecilia ARIAS Calbo, Nutritionist for the Ministry of Education's School Garden Program

9/ "Desnutricion Afecta a 43 Por Ciento de Ninos Prescolares," La Nacion, November, 1978.

10/ Project Summary Sheet. CMP/Costa Rica. 1978.

a garden in every school by 1979. Although school children may be learning how to grow a variety of nutritious foods, the benefits of this learning are not likely to occur until these children are adults, unless nutrition information is also transferred to parents. At this time, however, parents are not involved or reached and pre-school children, one of the most vulnerable age groups, are not benefiting from the efforts of the PCVs. The project is producing benefits that will be accrued in the long-term and is assisting Costa Rica to extend food growing knowledge to almost all children. If, as is recommended, the project includes more PCV activities related to transferring nutrition information to parents, and if the PCVs begin to work with the community patronatos to organize and manage community food programs to serve pre-school children and pregnant and lactating mothers as well as school children, the project will become more relevant to the development needs of Costa Rica because a potentially large number of the most vulnerable target population in rural areas will be reached. The organizational and administrative skills taught by PCVs to community members will enable them to address other needs and, thus, enhance the self-development capability of local communities.

In Costa Rica the landless and near-landless agricultural laborers represent approximately 409,500 people, or 47 percent of the poor.^{11/} These people must largely buy their subsistence and are frequently not able to produce sufficient homegrown food, or have sufficient cash incomes to finance a nutritious diet. To address these constraints, the seed multiplication project provides small, nonfarming rural poor families access to a variety of seeds and to technical assistance for growing seeds to produce food for family consumption. Presently, however, the project is restricted to the Atlantic Zone in which

^{10/} Development Assistance Program (DAP) Amendment, USAID/Costa Rica, April 1977, P. 38

only 7 percent of the total population of Costa Rica resides. Moreover, there are only five volunteers in the project, who are able to reach approximately fifty families each by the end of their two year service. The project shows some relevance to Costa Rica's development needs in nutrition but, if expanded geographically and in the number of volunteers, it could become more useful and reach a larger number of the rural poor. This would be especially true if small farmers are trained by PCVs as seed replicators for commercial-scale seed production and the seeds are made more readily available locally to the landless and near landless poor.

3. AGRICULTURE SECTOR PROJECTS

The agriculture sector continues to be the single most important sector affecting Costa Rican development. As of 1975, the agriculture sector accounted for nearly 20 percent of Costa Rican gross national product, 65 percent of total export earnings and 35 percent of total national employment.^{12/} The smaller farms prove to be very important to the national economy. They generate at least 37 percent of agricultural employment on 20 percent of the land and produce much of what Costa Rica consumes daily and much of what it exports.^{13/} People living on small farms account for about 27 percent of the estimated 374,000 identified as "poor" (per capita income below US \$150) and offer employment opportunities to the nation's landless rural laborers, which account for an additional 47 percent of the poor.^{14/} Hence, 74 percent (647,000) of the poor in Costa Rica are dependent on agriculture for their well-being as well as play an important role in the growth and development of the agriculture sector of Costa Rica.

^{12/} USAID, Agriculture Sector Assessment, Typed (Draft) February, 1977, P.2.

^{13/} Jeffrey Ashe, Rural Development in Costa Rica, ACTION, ALTEC, 1978, pp. 47.

^{14/} Development Assistant Program (DAP) Amendment, USAID/Costa Rica, Ap. 1977, pp. 37-9.

The government has already undertaken an integrated agricultural development strategy. Subsidized credit and crop insurance for small farmers has been made available through a network of 73 rural National Bank of Costa Rica branch offices. Input supply stores and commodity buying stations have been created through the national marketing agency (CNP). An extensive investment has been made in developing a marketing infrastructure and a system of commodity price supports. Finally, technical assistance is available from the extension services of the Ministry of Agriculture and research is being conducted by several major institutions. Crop yields, however, per hectare among small farmers remain well below the levels achieved by the more advanced countries of Latin America.^{15/} Many of the existing farm support services are not reaching small farmers or do not address the special needs of small farmers. Secondly, research necessary for improving crops and crop yields of small farmers must not only be encouraged and supported but must also develop technologies to assist specifically the small farmer.

The agriculture technical assistance project places volunteers in direct contact with small farmers who have bank loans to assist these farmers adapt better technologies in the production of crops. The volunteers are also assisting small farmers to gain access to or more fully utilize other existing government sponsored services and resources available to them. Thus, the volunteers are improving the welfare of small farmers through improved yields per hectare by providing them technical assistance and access to other needed services from an already established agricultural support system. Volunteers in seven other projects are involved in agriculture related research activities such as grain, virus, forage and mineral, multiple cropping and appropriate technology research. These projects involve research activities of unmistakable

^{15/} DAP Amendment, op. cit. p. 33.

importance and relevance to Costa Rica as well as its Central American neighbors. Solutions that will ultimately benefit the small farmer will depend to a large extent on our knowledge of the problems acquired through basic research. Basic theoretical research, however, may be more appropriately the responsibility of the international scientific community while applied research, which is conducted in direct contact with small farmers in the field and is oriented to the specific technological needs of the small farmers, is more appropriately within the domain of the Peace Corps volunteer. Frequently, professional, highly specialized research scientist neglect the interest of small farmers. Peace Corps can play an extremely important role in agriculture research by orienting research to the needs of small farmers and by facilitating the dissemination of new, relevant technological information to the poorest of small farmers. The programming in agricultural research has been lax in its placing and insisting that volunteers work more closely with small farmers. A restructuring of volunteer efforts in this direction would improve the relevance of these projects to the development needs of Costa Rica.

In summary, the agriculture technical assistance and research projects address the needs of small farmers for new technologies and information for improving crop yields per hectare. These projects also address the problem of providing small farmers access to an already established comprehensive network of farm support services. The small farmers are of major importance to the agriculture sector and represent a large proportion of the poor in Costa Rica. On the whole, therefore, existing Peace Corps projects in agriculture are very relevant to the current development needs of Costa Rica.

4. EDUCATION SECTOR PROJECTS

The education system in Costa Rica, relative to most countries in Latin America, is advanced and reaching nearly every child in the country. The

people of Costa Rica emphasize the availability of education for all children and demonstrate this emphasis by allocating nearly 30 percent of the federal budget for education. Although nearly 30 percent of Costa Rica's children do not reach the seventh grade, the literacy rate is 91 percent because of the extensive network of primary schools in the country, even in the most isolated rural areas.16/

Current deficiencies in the system relate primarily to the quality of education at all levels, an early drop out rate, and an insufficient number of adequately trained professors to teach at the university level. A fourth deficiency is an inadequate supply of trained special educators to meet the needs of handicapped children. An estimated 230,300 (11%) persons in the general population require special services addressing the needs of the handicapped.17/ Since the creation of the Department of Special Education in 1968, the government has attempted to provide for the special education needs of children. By 1976, however, only about 2,500 exceptional children had been served by special education programs.18/ Staff in the Department of Education continue to express strong interest in receiving the continued assistance of special education PCV's.19/ The country lacks a sufficient supply of technical expertise in special education and relies on PCVs to assist in training teachers and preparing didactic materials. Otherwise, the staff of four in the Department of Special Education will never be able in the near future, to reach many of the children in Costa Rica requiring these services.

Well over 100,000 children in Costa Rica require special education. The country is currently meeting the needs of less than 2.5 percent of this

16/ Country Narrative, Peace Corps/Costa Rica Country Management Plan, March

17/ Ibid, p. 10

18/ Ibid, P. 10

19/ Interview with Teresa de Wheeler, Directora del Programa de Retardados Mentales, November, 1978.

population group, but shows great interest in reaching more children. A department has been created, monetary resources have been allocated and a strong interest in reaching exceptional children demonstrated. Because basic education is already available to nearly all Costa Rican's, the country is now ready and able financially to allocate resources for special education and, hence, is meeting its' current development needs at an appropriate point in the sector's stage of development. Although special education is not meeting a primary basic need, it is meeting a secondary basic need, one that can potentially affect nearly 15 percent of school age children. Peace Corps, in its unique ability to reach people in local communities, can assist Costa Rica to reach more children in the target population, especially those in rural areas.

Several other volunteers are working in the area of adult education that is not related to teaching basic literacy. These projects, therefore, are not categorized as meeting basic needs nor are they considered to be very relevant to Costa Rica's development needs at this time. In contrast, the special education project, which encompasses the majority of volunteers in education, is relevant to Costa Rica's current development needs in education.

5. COOPERATIVE SECTOR PROJECTS

Cooperatives in Costa Rica, as elsewhere, have a high potential for generating socio-economic benefits for large numbers of people. A small number of cooperatives in Costa Rica are large, stable institutions benefiting the relatively well off while an unknown quantity of cooperatives are practically defunct having little chance of surviving; these predominantly affect the poor. The large majority of co-ops (150 to 200), however, represent mixed

40

memberships of poor and middle class people and reflect varying degrees of viability. Common to the majority of these cooperatives is a lack of management expertise. Of the co-ops registered with the government agency INFOCOOP, less than 20 percent have functional accounting systems and are capable of preparing periodic balance sheets and income statements. An additional 40 percent have record-keeping systems that are not kept up-to-date and are therefore useless for management decision making.^{20/} The remaining cooperatives have no business records at all. INFOCOOP accountants spend little time in the field to provide local level cooperatives with needed technical assistance and INFOCOOP sponsors few training programs for local level co-op members. One evaluator, familiar with the cooperative movement throughout Latin America, classifies cooperative development in Costa Rica as one of the most disorganized and management-deficient in Latin America.

Women are beginning to develop locally based small businesses and cooperatives for enhancing their own economic well-being. They, too, are seeking technical assistance in business administration, marketing and industrial engineering and have asked the Peace Corps to provide them assistance. The need for PCVs with the appropriate technical skills is acute. The opportunity exists not only to enhance the socio-economic well-being of significant numbers of poor people but also to provide administrative skill training to women, thereby enhancing their participation in the development of Costa Rica. No other Peace Corps project is more relevant to Costa Rica's development needs at this time than the cooperative development project.

^{20/} Estimates by Wilbur Wright, consultant to INFOCOOP on AID loan contract 025 from Practical Concepts Inc.

6. OTHER SECTOR PROJECTS

The remaining four projects in Costa Rica involving approximately 11 percent (13) of the volunteers are primarily in the areas of recreation and music. Although these projects may be useful and foster cross-cultural exchanges, the activities of volunteers in these projects are not highly relevant to the basic needs of poor Costa Ricans. Benefits result from the development of recreational and music skills; however, these benefits, which are not essential to development, can be derived through volunteer secondary activities.

7. SUMMARY

In the write-up stage of this report, the evaluators attempted to design an instrument which measures project relevance to Costa Rican development needs. The instrument utilizes four indicators. The first two measure magnitude of need as given by (1) the percent of the total population defined as "poor" (target population), and (2) the percent of the target population experiencing the need addressed by the project. A third indicator measures the severity of the need, i.e., the degree to which it threatens subsistence, the fourth indicator measures the appropriateness of the project to the stage of sector development. Under this indicator, a project which addresses the most important need in the sector gets a score of 4; if it addresses a need at least as important as any other it receives a 2; and if there are more important needs in the sector it scores a 1. The results of these measurements when applied to all the projects in Costa Rica are presented in Table 8.

Table 8

Relevance of Peace Corps Projects to Costa Rican Development

Projects by Program Sector (high=3; medium=2; low=1)	% of PCVs	Indicators of Relevance*				Total*** Score
		Magnitude of Need		Severity of Problem	Appro-** priate to Sector's Stage	
		% of Pop Poor (target popula- lation)	% Target Pop. experien- cing need			
<u>Health</u>						
Hospital Nursing	4.3	1	1	1	1	4
Dispensary Nursing	7.6	1	2	1	2	6
Public Health Nursing	3.4	1	1	1	2	5
Physical Therapy	.9	1	1	1	1	4
Hospital Maintenance	.9	1	1	1	1	4
<u>Nutrition</u>						
Community Gardens	6.0	1	1	1	2	5
Seed multiplication	4.3	1	2	2	4	9
<u>Agriculture</u>						
Agric. Tech. Assist.	8.5	1	3	2	4	10
Appropriate Tech.	6.0	1	3	2	2	8
Agric. Tec. Research	4.3	1	3	2	2	8
Forage/Mineral Research	4.3	1	1	2	2	6
Other Agric. Research	3.4	1	2	2	2	7
Reforestation	.9	1	3	2	2	8
Conservation	.9	1	1	1	1	4
Smithsonian	1.7	1	1	2	2	6
<u>Education</u>						
Special Education	13.7	1	1	3	2	7
Adult Education	1.7	1	2	1	1	5
<u>Cooperatives</u>						
	16.2	1	1	3	4	9
<u>Others</u>						
	11.2	1	1	1	1	4

* See ANNEX F for definitions of high, medium, and low for each indicator

** High = 4; Medium = 2; Low = 1

*** Maximum total score is 13.

The three projects showing highest appropriateness relative to sector stage of development are cooperative development, agricultural technical assistance and seed multiplication. These same three projects also scored highest for overall relevance to the development needs of Costa Rica and the needs of the poor in Costa Rica. These projects scored 9 to 10 points out of a maximum possible score of 13.

Nearly all of the projects in the nutrition, agriculture, education and cooperative sectors indicated medium to high relevance to Costa Rica's development needs. Altogether, 11 projects out of 21 involving 66 percent of the volunteers scored 6 and above. If the community gardens project were redesigned, as recommended by the evaluators, the project would potentially score much higher making it one of the most relevant projects and increasing the percent of volunteers in "needy" projects to 72 percent. Most of the health sector projects showed the least relevance to the current development needs of Costa Rica (4 to 5 points each).

D. Overall Program Performance

Total project effectiveness and project relevance scores were added together and the total scores analyzed from assessing the Peace Corps program in Costa Rica. The project total scores for relevance were adjusted to show equal weight between project relevance and project effectiveness. Table 9 displays the total scores by project and the percent of each project total score to the maximum possible score of 80. The instrument format and scoring conventions are presented in methodological Annex E.

Table 9

Total of Project Effectiveness and Relevance Scores by Projects
Evaluated, Peace Corps/Costa Rica 1978

Project	SCORES			
	Project Effectiveness	Project Relevance (adjusted*)	Total Score	Total Score as % of
	40	40	80	80
Agric. Tech. Assistance	20.5	30.8	51.3	64
Seed Multiplication	21.5	27.7	49.2	62
Community Gardens	19.8	15.4	35.2	44
Cooperative Development	21.6	27.7	49.3	62
Special Education	14.4	21.5	35.9	45
Hospital Nursing	12.8	12.3	25.1	31
Dispensary Nursing	15.0	18.5	33.5	42
Public Health Nursing	23.7	15.4	39.1	49
Appropriate Technology	10.5	24.6	35.1	44
Agric. Tech. Research	13.7	24.6	38.3	48

*The maximum score possible for project relevance was 13 as opposed to 40 for project effectiveness. In order to give equal importance to both project effectiveness and relevance, the total score for project relevance were prorated to a scale of 40, i.e. project relevance scores were multiplied by 3.08.

Relevance scores for all of the projects evaluated were much higher, on the whole, than the effectiveness scores, showing that most of the volunteer activities were relevant and appear to be in appropriate programming areas. The project total scores for relevance would have been even higher except that the percent poor in Costa Rica, the first criterion for relevance, was low relative to other Third World countries. All the projects, therefore, were given the low score for this criterion, lowering all of their total scores. In contrast to project relevance, the volunteer activities, as carried out, show relatively low effectiveness.

Of the ten volunteer activities evaluated, only three fell within 50 percent of the maximum score of 80 and involved 29 percent of the PCVs in Costa Rica. Six of the projects involving 41 percent of the volunteers achieved

45

total scores just below 50 percent of the maximum score showing significant weaknesses in project relevance and effectiveness. The tenth volunteer activity evaluated, hospital nursing, ranked considerably lower than the other projects and should be considered for complete phase-out. More specifically, the following points emerged:

- o The three projects showing the most effectiveness were also the most relevant. These highest scoring projects demonstrating both effectiveness and relevance were the agriculture technical assistance, seed multiplication and cooperative development projects.
- o Two of the projects, community gardens and public health nursing, were among the more effective projects relative to the other projects but were not highly relevant to Costa Rica's development needs.
- o If reprogrammed, the community garden project, could be more relevant and, thus, be among the strongest projects in Costa Rica.
- o In contrast, the public health nursing project, though effective, is not highly needed by the people of Costa Rica. The GOCR is very effectively and quickly meeting its own public health needs. The use of skilled nursing volunteers to reach the relatively few remaining without access to services would be an inefficient use of this scarce volunteer skill when the need is far greater in other countries and more people can be reached per volunteer. Thus, it is not recommended that the public health nursing continue in Costa Rica.
- o Special education, public health nursing, dispensary nursing, community gardens, appropriate technology and agricultural technical research all show significant weaknesses in either or both effectiveness and relevance. It is recommended that all of these projects, except public health and dispensary nursing projects for the reasons stated above, be continued but reprogrammed for greater effectiveness and relevance.
- o Hospital nursing showed a significant lack of both relevance and effectiveness and, therefore, is not recommended for continuation.

On the basis of their knowledge of other Peace Corps country programs, the evaluators found the programming capability in Costa Rica as good as, if not better than, most Peace Corps country programs. The relatively low Costa Rica project effectiveness/relevance scores reflect, in the opinion of the evaluators, a lack of reinforcing adherence to programming guidelines, a neglect in developing country staff programming skills, and a lack of meaningful and

useful project programming feedback from Peace Corps/Washington. In summary, the country staffs are not receiving adequate support for developing effective and relevant projects from Peace Corps/Washington.

Recommendations for Improving the Peace Corps/Costa Rica Program

Consistently low process benefit scores for all projects suggest a general neglect of skills and knowledge transfers to host nationals that will enable them to be more self-reliant. In reviewing project design and in interviews with staff it was apparent that most staff do not consciously design projects to enable volunteers to maximize transfers of skills and knowledge to counterparts, nor are they aware that such programming is desired by Peace Corps/Washington. Secondly, volunteers do not appear to have this concept uppermost in their minds as they carry out their service, indicating weaknesses in training and further reinforcing the impression that staff support neglects reinforcement of this concept. Thus, improving the Peace Corps program in Costa Rica must begin with improvements of Peace Corps guidance and support from Washington.

RECOMMENDATIONS: Peace Corps/Washington--A clear Peace Corps policy is needed emphasizing that Volunteer activities be programmed so as to enhance the self-help capability of the host country. This policy would stipulate that available PCV resources be allocated on a priority basis to those projects in which volunteers (1) will transfer skills and knowledge to host national counterparts, (2) will work with established groups of beneficiaries or will organize beneficiaries into new groups, and (3) will leave one or more trained host country nationals to replace the PCV. Under such a policy, projects would be discouraged in which volunteers, working alone and without an immediate counterpart, provide services directly to beneficiaries on an individual basis.

RECOMMENDATION: A two-staged CMP process is suggested wherein the field will first submit tentative project documents. These will be reviewed in relation to existing programming criteria, assigned a score for each prerequisite or indicator, and deficiencies or requests for clarification made known to the field. Desk officers should send feedback to the field regarding project appropriateness, design, feasibility, and emphasis on skills and knowledge transfers to host nationals. Six months later projects would be resubmitted in improved final form. If a project attains a sufficient score it will be approved; if not, it will

be selected out or designated for reprogramming in a subsequent cycle. In this fashion, Peace Corps will not only put teeth into its programming criteria, but give field staff time to improve poorly designed projects. Over time, with instruments for measuring project effectiveness/relevance, combined with intensive training of Washington and field staff in programming skills, better programming will emerge.

RECOMMENDATION: Peace Corps/Costa Rica --All projects developed by the program managers should be reviewed by the Program and Training officer for their ability to facilitate transfers of skills and knowledge to host nationals, and this review should be completed before the project is submitted to Washington. A brief one paragraph supporting statement should be attached to each project included in the annual CMP to indicate how the project will enable such transfers.

RECOMMENDATION: Staff monthly reports to the country director should indicate, for each volunteer visited in the field, the degree to which the volunteer is transferring skills and knowledge to host nationals in order to ensure that staff program managers are monitoring volunteer activities in this aspect of their service.

Half the projects evaluated show low final benefit scores. All of the projects evaluated met approximately half of Peace Corps' programming criteria. These relatively low scores on two measuring instruments demonstrate weaknesses in staff programming skills. Most of the lower scoring projects address relevant host national development problems but are doing so inadequately because of poor project design.

RECOMMENDATION: Peace Corps/Costa Rica--The Programming and Training Officer needs to allocate more time to working with and monitoring program managers in problem definition, project design with regard to Peace Corps' goals, and in assessing project feasibility. This would probably require that the P&T officer reassess his work tasks, reprioritize his responsibilities and, perhaps, delegate more administrative responsibilities to others on the staff.

RECOMMENDATION; Pre-service staff training in Washington should give more emphasis to programming methodology and the relationship of these methodologies to meeting Peace Corps' goals. Program managers and especially programming and training officers should be given in-service workshops periodically for reinforcing and improving programming skills to enable them to design projects that will help volunteers to meet the goals of the Peace Corps. An evaluator(s) from OPP/E or OPTC/Washington in cooperation with the desk officer at the time of the desk officer's country

48

visit, should work with project program managers in a three member team to assess each project's compliance to programming criteria and volunteer performance and, as a team, make recommendations for improvements.

E. Other Considerations

1. TRAINING

a. STAFF TRAINING: The primary training problem in Peace Corps-- and perhaps the single most limiting constraint to improved performance which the Agency faces--involves deficiencies in staff training. In the opinion of the evaluators, the deficiencies in staff training far outweigh those in volunteer training, and they are also more critical since the effectiveness of PCVs is largely dependent on how they are programmed and supported. Deficient staff training, we hasten to add, is not limited to Peace Corps/Costa Rica but is endemic to all field programs and to Washington operations as well.

The general problem with staff training is that there is so little of it.* What little there is usually takes place at the outset of staff duty tours, while almost none occurs as in-service training. It is as if Peace Corps assumes it can hire ready-made professionals who can be expected to be naturally competent in all aspects of their difficult jobs. Within this general neglect, what little training that occurs is focused on administrative and procedural tasks, not conceptual skills. Training in programming is by far the weakest link. Program managers in Costa Rica have received cursory instruction in how to complete CMP paperwork, but they have had no training in project design, monitoring, and evaluation skills.

* The results of the 1978 Peace Corps Staff Survey show that 29% of the responding staff said they had been involved in "staff development activities for an average of 1.1 hours per week for all staff.

Nor have they had sufficient orientation to the meaning and intent of Peace Corps programming criteria. As with the vast majority of volunteers, they are more concerned with assuring that PCVs generate final benefits than process benefits--i.e., skill/knowledge transfers and institution-building activities--which make possible a continual flow of final benefits over time. The Program Training Officer has not received this kind of conceptual orientation either, and is therefore not qualified to provide in-service training to, and supervision of, his program managers in the area of project development for maximizing process benefits.

In turn, Peace Corps/Washington has itself failed to provide sufficient explicit guidance to field staff in promoting self-help, institution building assignments for volunteers and discouraging mere slot-filling jobs. Indeed, Peace Corps appears uncertain as to whether its role is to help developing countries fill technical manpower deficits in government services or to promote community development, local resource mobilization, and self-reliance. While the Agency has identified a set of specific and useful programming criteria, these have yet to be fully integrated into the CMP process because, although these criteria are excellent, they lack teeth. None of the criteria are used to score projects within programs and between countries so as to identify the strongest project candidates and select out the weakest. In practice, similar projects between programs do not have to compete with each other for scarce volunteer resources; they are assumed to be equally well-programmed. In addition, neither Peace Corps programming in the field, nor the review process in Washington, is conducted by well-trained professionals in accordance with guidelines that are clearly defined, rigorously measured, and consistently enforced across programs and regions. The result is that Peace Corps operations in Washington and overseas continue to be frequently

characterized by aimlessness, improvisation, or established routine. The fault lies not with poor staff; rather it rests with inadequate investments by the Agency in staff training—and especially in programming skills.

RECOMMENDATION: To improve the development of more effective and relevant projects, in-service training for country staff should be provided to reinforce programming skills in project volunteer task analyses.

This is a Peace Corps Washington responsibility that should be conducted on a country-by-country basis. Program and training officers should be given special training in project design to maximize final and process benefits so that they are qualified to provide in-service training and supervision to their program managers. In turn, program managers should be trained sufficiently in the principles of self-help, institution building, and process benefits so they are qualified to counsel and support PCVs in this area.

RECOMMENDATION: Country Desk Officers and area directors should be given initial and follow-up training in programming skills which permit them to identify deficiencies in projects submitted by the field which do not promote process benefits or meet the Peace Corps emphasis on institution building and local self-help. Each desk officer should be sufficiently skilled in programming so that he or she can participate and guide in project design, monitoring, and evaluation with the field staffs of the different country programs within their responsibility. Each officer should visit their countries at least once every six months, and these visits should include a detailed programming review with each program manager.

A further staff training deficiency in the field involves the inadequate sensitivity of staff to some of the problems of FCV adaptation, especially regarding norms of sexual behavior, combined with inadequate counseling skills to deal with these problems constructively. Female volunteers are especially disadvantaged because they suffer the most severe cultural constraints on behavior, yet they have less opportunity to discuss their problems with females in positions of authority since their supervisor—whether host country or Peace Corps—is usually a male.

RECOMMENDATION: Peace Corps field staff should participate in an annual in-country workshop on sensitivity and counseling skills. The workshop would be conducted by a professional trainer/counselor provided by Peace Corps/Washington. The counselor would remain in-country for 1-2 weeks depending on its size, severity of problems, etc. The first few days would be spent in interviews and or site visits to PCVs recommended by staff and/or requesting appointment voluntarily. The counselor would spend the last days discussing the types of problems detected among PCVs with program staff. Preliminary proposals for such a support system have already been drafted.* It is estimated that the service would more than pay for itself through a reduction in the volunteer early termination rate.

b. **VOLUNTEER TRAINING:** Peace Corps was founded on the basic principle of helping developing countries help themselves. Early generations of PCVs received strong emphasis in training on community development skills: for example, (a) how to "case out" one's community, identifying available physical resources, potential leaders, organizational structures, commonly expressed "felt needs", etc.; (b) how to organize local groups; (c) how to motivate local self-help action, and (d) in general, how to "work oneself out of a job". However, this self-help, institution building emphasis was gradually replaced in the late 1960's by a strategy of supplying skilled and specialized PCVs to perform direct technical assistance services--a strategy intended to help host countries meet deficits in the supply of skilled technicians in development programs. At present it appears that Peace Corps is moving back toward its original orientation, or perhaps seeks a synthesis of both strategies. Unfortunately, the accumulated experience and training expertise required to teach the community development skills are forgotten, lost, or rather hard to find, in any event, it has not received much emphasis in volunteer training

*"Draft Outline of a Proposal to Promote the Health Well-Being of Volunteers and Staff Overseas", Bethune, Turra and Winslow, Edward, ACTION, Sept. 1978, and "Draft Proposal and Implementation Plan for Volunteer Emotional Support System," Edwards, Dan, Training Consultant to Peace Corps, November, 1978.

programs. In Costa Rica's in-country training centers at Tibas and La Guacima, skilled training in community development has received minor attention. In addition, the role of transferring skills and knowledge to promote the development of self-help attitudes and capabilities requires training all volunteers in socratic teaching skills which are currently lacking in volunteer training programs. Insofar as Peace Corps staff is responsible for dictation and monitoring what should be the content of in-country training, the fault cannot be placed entirely on the trainers

RECOMMENDATION: In future contracts with its training contractors, Peace Corps should insist that a community development (CD) & socratic teaching methods component be included in all training programs. As a precondition for PCV placement, trainees should demonstrate acceptable familiarity with CD principles and, where appropriate, several or all of the following skills: (1) community resource surveying; (2) type of community organization; (3) simple group management skills (planning, budgeting, bookkeeping, reporting, keeping minutes, etc.); (4) group dynamics, (5) basic audio visual, teaching and communication techniques, and (6) simple monitoring-evaluation procedures. Above all, volunteers should be familiar with the Peace Corps emphasis on process benefits and also have a clear idea of the programming criteria by which their performance will be evaluated.

Evidence exists which shows that Peace Corps language training is generally excellent while technical training is usually viewed as deficient.* This result is due in part to the fact that trainees--already overwhelmed by the requirements of learning a new language which is by far the top training priority -- have insufficient time, energy, and interest to master technical and language skills simultaneously. On the other hand, given the inevitable changes in the programming environment, a training program can never correctly

* The FY 1978 Peace Corps Volunteer Activity Survey shows that 60% of the responding volunteers rated their language training positively and only 32% rated their technical training positively.

anticipate all the technical skill requirements of every intended PCV job site. The result is that PCVs are frequently taught skills they never use, or fail to learn skills they may need once on the job. The latter is especially true of skilled volunteers who require also skill training for working in the Third World but are assumed not to require it. Currently there is very little in-service training offered to volunteers.* Most of these problems, however, could be eliminated if Peace Corps were to defer most technical training to in-service programs, conducted after the PCV has been in-country several months and tailor-made to address the actual, not imagined, problems and skill needs of volunteers familiar with their sites.

RECOMMENDATION: PCV training should be programmed in two or more stages. The first or pre-service stage should emphasize language and community entry skills, with perhaps a relatively brief skills orientation. This stage can be conducted entirely in the U.S. if necessary.

The PCV would then be given a site assignment, and for the first 2-3 months asked not to teach anything but only learn about his site. For example, during this time an agricultural PCV would participate in farm tasks with small farmers to learn about their traditional practices and their rationale. A co-op volunteer might conduct a socio-economic survey of cooperative membership, while a nurse might survey community health problems, and a special education PCV might make home visits to identify children in need of special assistance, etc. Each PCV would be asked to determine (1) what problems exist to which he or she can apply their existing skills, (2) what new skills will be needed to address these or additional problems, (3) what local counterpart resources exist to whom these skills can be taught, (4) what physical resources exist that can facilitate the solution of existing problems, and (5) what would be the volunteer's strategy or plan of action, if any.

The second or in-service training stage should begin after the PCVs have been in their sites no less than 2 months and should

* The results of the FY 78 Volunteer Activities Survey indicate there is minimal on-site in-service training by either Peace Corps or host country agencies. only 18% reported having on site training by host country personnel and only 13% reported on-site training by Peace Corps staff.

stress technical skills. The curriculum for this training would be partly organized by the PCVs themselves, with inputs from project managers, other Peace Corps staff, host-country nationals, and appropriate guidance by training contractors. Obviously, this stage would be conducted in-country. Follow-up technical skills workshops should be held for each project after PCVs have been in their sites for a year.

2. WOMEN IN DEVELOPMENT

Promoting and assisting development in Third World countries should involve the promotion of more equal opportunities for women. Nearly 50 percent of any population includes women who should benefit equally from a better distribution of resources. The needs of women will not be adequately met, however, unless women are included in development efforts as decision makers as well as beneficiaries. Peace Corps volunteers in Costa Rica can and do promote the well-being of host national women through their project activities. Where feasible almost all Peace Corps projects in Costa Rica incorporate women. In two out of eight projects, however, (the seed production & cooperative development) the participation of women could be improved.

A. Project Effect on Host National Women

Projects were reviewed for their current and potential ability to incorporate host national women as both decision makers and beneficiaries. In three of the projects evaluated, appropriate technology, agricultural research, and agricultural technical assistance, the participation of host national women was not an issue. Although a female volunteer serves effectively in one of these projects, men traditionally participate in the activities addressed by these projects and the involvement of women would be, at this time, premature and unrealistic.

In the community garden and special education projects, host national women and female PCVs appear to be involved fully as leaders, participants

and as recipients of the benefits resulting from the project activities. If the volunteer role in both projects is redefined, as recommended by the evaluators, the special education volunteer would be working more closely with community school teachers to organize and transfer coping and special education skills to parents. With a redefined role, the community garden volunteers would be working more closely with community patronatos to organize and manage community food programs. In both cases, the volunteers could work to assure the involvement of women as leaders and participators in the community and transfer organizational skills and, in the case of community gardens, management skills to women that can be applied to other efforts outside the project activity.

The nursing projects also incorporate women as leaders and participants and recipients of benefits. PCV dispensary nurses are assigned the task of developing pre-natal, family planning and well child services that will certainly provide benefits to women. Most of the volunteers in the nursing projects, however, are not able to incorporate sufficient health education for both health workers and community recipients of services. Emphasizing health education in the clinical setting and teaching other health workers and a few selected community women to provide health education in clinics, homes and schools, furthers the opportunity of these individuals to provide many women access to health knowledge and, thus, improve their health status as well as that of their families. Also, the development and delivery of health education would provide health educators a skill and access to community groups that can be organized to achieve other purposes.

In contrast to the other projects evaluated, the seed production and cooperative development projects have the potential but do not currently

involve women more directly. In the seed production project the volunteers grow and multiply seeds with the assistance of male students in agriculture high schools and then distribute the seeds and provide technical assistance to local, near landless, rural poor. The male head of household then grows the seeds to produce food for family consumption. Women are indirect beneficiaries in that they benefit along with the rest of the family from the variety and quantity of food produced, but they are not active participants in this project. Women could be more easily involved in this project in several ways. The volunteers could encourage and include interested female students to assist them in the fields and teach them agricultural skills. One volunteer interviewed reported that interest had already been shown on the part of a few female students. Secondly, volunteers could be also working with interested wives of the near-landless male heads of household, teaching them skills for growing home gardens and the relationship of certain foods to good family nutrition.

In the cooperative development project women are frequently hired by cooperatives as clerks or secretaries. These women can easily be taught simple bookkeeping skills that would not only address the basic problem common to many cooperatives in Costa Rica--no record keeping-- but would enable these women to participate more fully in the development and management of co-ops. Acquiring this skill and experience will also enable women to take advantage of opportunities for leadership in cooperatives and small businesses. The potential for applying these skills to other development efforts would be significant as well.

In both the seed production and cooperative development projects, opportunities for involving women need to be more fully developed and can

be done in very culturally acceptable ways. These projects can provide transfers of skills and knowledge that would enable women to participate more fully in activities previously dominated by men. These activities directly concern the economic, social and physical well-being of women. Women would also be able to influence an equal receipt of benefits and other efforts that would promote the development process in their respective communities. In summary, Peace Corps staff needs to be more aware of opportunities within on-going projects to promote the participation of women and to encourage volunteers to do so.

RECOMMENDATION: In the seed multiplication project the volunteers should encourage and include interested female students to assist them grow seeds and teach them agriculture related skills. Secondly the PCVs should work with interested wives of near landless farm workers teaching them skills for growing home gardens in order to improve the family diet.

RECOMMENDATION: PCVs in the Cooperative Development project should teach women employees simple accounting skills to facilitate the development of record keeping systems in cooperatives and incorporate the participation of women in cooperative development.

RECOMMENDATION: In-service training is needed to sensitize Peace Corps staff to the needs of women in development and reinforce staff programming skills for promoting women in development in traditional and new Peace Corps projects when appropriate and feasible.

There are no female PCVs and no host national women participating as decision makers in the Cooperative Development Project, which is the largest project in Costa Rica. Secondly, female PCVs in the Agriculture Technical Assistance, Seed Multiplication and Community Garden projects are highly regarded for their technical capabilities by their pre-service trainer and their respective counterpart supervisors. However, these PCVs were considered too difficult to support in the field by several members of the Peace Corps

staff because of the special adjustment problems the PCVs experienced as women in a male dominated sector. In the opinion of the evaluators, an important obstacle to promoting women as equal participants and beneficiaries in development is not so much host national cultural beliefs and practices but Peace Corps staff attitudes and perceptions.

The country director has recently signed a contract with the Office of Women and Families in the Ministry of Culture to provide five volunteers to assist women in the development, financial management and marketing efforts of small businesses. While this is an excellent opportunity to promote women in development in Costa Rica, the project will attempt to recruit female specialist volunteers and will be managed by a female program manager rather than the male who manages the cooperative development project. Although there are advantages to separating out the efforts of women and supporting these efforts exclusively by women, there are also disadvantages.

The cooperative development project program manager has already the experience, some technical expertise, and knowledge of where to obtain technical assistance for volunteers in business and economic activities. Knowledge of all volunteers working with cooperatives and small businesses would enable the program manager to coordinate the provision of technical assistance among volunteers when needed. The desired goal is to integrate women as fully participating and equal members of all aspects of society. Segregating women's projects under a female project manager is likely to hinder or delay achievement of this goal. The evaluators believe that female PCVs technically competent in business and economics should be assigned to all types of cooperatives and small businesses in order to provide females as role models as well as to insure the leadership and participation of women in all of these economic endeavors.

RECOMMENDATION: A single program manager for all volunteers working with cooperatives and small businesses is suggested which does not preclude female PCVs from being assigned to work with women's groups developing small businesses and cooperatives when the PCV skill matches the needs of the group.

Given their cultural backgrounds and working in a traditionally male dominated sector, female PCVs can be expected to experience some adjustment problems in agriculture projects. Female PCVs were finding it somewhat difficult to work with farmers because they feared undesired sexual advances. At the same time they wished to satisfy their own sexual needs, yet found it difficult to find socially acceptable means for doing so or the staff support for resolving these problems. Until recently, there was no American female Peace Corps staff support available and, even today, the male Latin staff do not appear to know how to be of assistance to female PCVs in this respect.

RECOMMENDATION: In-service staff workshops should be conducted to (1) introduce and sensitize staff to the emotional needs of female PCVs, and to improve individual staff capability for assisting female PCVs work out socially acceptable solutions to their adjustment difficulties.

RECOMMENDATION: The new programming and training officer for Costa Rica should be an American female qualified to support volunteers, especially female volunteers, who experience adjustment problems.

F. Future Programming

It may be noticed that the numbers in Table 9 (page II-32) do not conform to Costa Rican program expectations of trainee inputs in 1979. There are 25 trainees requested for Costa Rica's April Training Omnibus and 18 for the June Omnibus. The April program requests four trainees in conservation/natural resources, 12 for 4-H club promotion, 7 public health nurses, and 2 special educators. The June program requests 10 cooperatives advisors and 8 nutrition educators. Of the requested 43 trainees, the evaluators feel only 26 are justified by considerations of need and relevance to host-country development. The projects in 4-H club promotion and public health nursing are not justified and should be cancelled immediately, if possible, or reprogrammed before the trainees complete training.

In addition, the in-country staff is investigating the possibility of a women's small business assistance and a water and sanitation project. The need for the women's project is evident and Peace Corps should continue to program this activity; however, a water and sanitation project is not justified at this time unless Peace Corps' assistance is requested by either CARE or AID which are agencies currently conducting water projects in Costa Rica.

The evaluator's comments on these project related program development efforts are presented below.

1. 4-H CLUB PROMOTION: Programmed through the Ministry of Agriculture and Livestock (MAG), this project calls for each of the 12 PCVs to be assigned to a MAG rural extension office, where he or she will organize, supervise, monitor, and evaluate 4-H club activities serving children from a number of local rural communities. Participating PCVs should have prior farm and 4-H club leadership experience.

61

In the opinion of the evaluators, this project does not have high relevance to Costa Rica's development needs, and does not even make sense from a basic human needs perspective. MAG's performance in reaching large numbers of small farmers with technical assistance services is very poor. It was precisely MAG's ineffectiveness in this area which induced the National Bank of Costa Rica to organize the Agricultural Technical Assistance Project utilizing PCVs to reach small farmers. If MAG can not even reach existing small farmers--who experience the greatest and most immediate need--why should it attempt to spread scarce technician resources even thinner by developing a program to reach rural youth who are not yet farmers? Furthermore, considering the extremely poor distribution of arable land in Costa Rica, and the high population of landless and near-landless rural families, there is no guarantee or even likelihood that rural children trained in 4-H clubs will have access to small farm property in the future; statistically, it is more probable that these children will migrate as young adults to the cities. Thus, the investment in their agricultural training would be largely wasted. PCVs with farm backgrounds constitute a scarce skill resource for Peace Corps, and considering that there are much more acute needs in the agricultural sector of Costa Rica than 4-H club activities, these PCVs should be re-programmed where they can have greater effectiveness. But worst of all, this project promotes the creation of "slot-filling" by PCVs in jobs which MAG has not given high priority to filling with its own available technicians.

RECOMMENDATION: This project should not have been approved by Peace Corps/Washington for trainee recruitment because it places PCVs in gap-filling positions of very low development priority within the agricultural sector. If it is too late to cancel this project, or reprogram it, then Peace Corps/Costa

Rica should require that MAG assign one of its own 4-H promoters to each PCV assigned to the project; or conversely, Peace Corps would only assign PCVs to areas of acute need, where additional technical assistance functions directly with small farmers can be assumed by the PCVs in addition to their 4-H club duties.

The most desirable reprogramming options, however, would be to assign the 4-H PCVs to the National Bank of Costa Rica (Agricultural Technical Assistance Project) or to the Fabio Baudrit Experiment Station to expand the Seed Multiplication Project, putting it on a national basis.

2. PUBLIC HEALTH NURSING: As argued at greater length in the project assessment on nursing, Costa Rica has been extremely successful in extending coverage under its public health system to over 90 percent of the entire population. Nursing personnel though not necessarily graduate nurses, now exist to serve all but the most isolated rural health posts, and even these are staffed by trained paramedical personnel. In our opinion, no Peace Corps country in the world has less need for PCV nurses than Costa Rica. The very small need area that remains--training health paramedics (village level health workers) in the most isolated sites--is a job that can be easily completed by reassigning those nurses already in-country. Most of these feel under utilized and unchallenged in their present hospital and dispensary assignments, where they are "slot filling" only.

RECOMMENDATION: This project should be immediately cancelled for Costa Rica, and its trainees reassigned to another Peace Corps country with greater need. If this can not be arranged, then this must be absolutely the last nursing program sent by Peace Corps to Costa Rica. Its participants should be assigned only to health posts serving the most isolated remaining populations. The role of the PCVs should not be to provide basic nursing services, but to train community level paramedical personnel.

RECOMMENDATION: If Peace Corps can reassign the already recruited nurses to another country, then the project manager for nursing in Costa Rica is a position that should be eliminated by mid 1979.

3. WOMEN'S SMALL BUSINESS AND COOPERATIVE ASSISTANCE: "Numerous investigations, including one conducted by the Overseas Education Fund of the U.S. League of Women Voters (OEF) and the C.R. Federation of Voluntary Organizations (FOV), show poor urban women as (a) lacking in self-confidence and having limited expectations; (b) having low education, health, and nutrition levels; (c) being unaware of and/or unable to use socio-economic resources; (d) experiencing stresses caused by new and frequently changing environments; (e) employed only marginally, if at all; (f) living in over-crowded housing conditions and (g) being unaware of their rights as citizens."^{21/} As a result of these findings AID has funded a project to encourage and train poor urban women from the barrios to take a more active participation in their respective communities in order to improve their social and economic environments. This AID project provides the training necessary for enabling women to take action.

Another proposed AID FY 78 Urban Loan Project will provide financial resources to support the small business efforts of the urban poor including women. Recently the Office of Women and Families in the Ministry of Culture, Youth and Sports requested five Peace Corps volunteers to provide technical assistance to women's small businesses and cooperatives at the community level. Taken together, these three projects provide training, technical assistance and financial resources to women in communities who seek to improve their social and economic well-being. The projects are complementary and, if coordinated, will provide women the full scope of resources needed to become active participants in the development of their respective communities.

^{21/} Annual Budget Submission FY 80, USAID/Costa Rica, May 1978, p. 52.

The Ministry of Culture has requested that the volunteers have among them skills and experience in industrial engineering, quality control, marketing and administration. These skills represent those of the volunteers currently working in the Cooperative Development project. The technical assistance that will be required for supporting the PCVs working with women's economic activities can, therefore, be easily and more effectively provided by the Peace Corps program manager of the Cooperative Development project.

The evident need, expressed interest and support of the GOCR, existence of two other complementary projects, and the availability of a program manager that can assure technical assistance to the PCVs make this project feasible and relevant to the development of the country.

RECOMMENDATION: The Women's Small Business and Cooperative project is highly recommended by the evaluators and should be programmed. The project should be designed and operated in coordination with the two AID projects that also provide resources to women and, as much as possible, the three projects should be focused on the same target population in order to provide the full complement of resources necessary for initiating and successfully operating economic activities in communities.

RECOMMENDATION: The project should be managed by Eduardo Zuniga, program manager of the Cooperative Development project, who can ensure technical assistance to the PCVs and facilitate the exchange of technical assistance among like-skilled volunteers.

4. WATER AND SANITATION: In interviews with the evaluators both the Director of CARE and AID officials stated that most communities in Costa Rica have potable water. CARE has had for many years a potable water project installing water pumps in communities but is phasing out this project because there is no longer a need and AID has a project with the Ministry of Health to bring water into the private homes of residents in rural communities. The

documented improvement in the general health status of the population indicates the availability of water and sanitation services. The infant mortality rate is declining significantly and gastroenteritis as a cause of death among children one to four years of age declined from being the cause of death in 26 percent of cases in 1966 to 13 percent in 1976.22/

RECOMMENDATION: There is insufficient need for a Peace Corps water and sanitation project in Costa Rica. If Peace Corps insists on becoming involved in water and sanitation, the PCV activities should be programmed in coordination with AID's water and sanitation project.

22/ Costa Rica; Extension de los Servicios de Salud, Ministerio de Salud, September 1978, p. 59.

SECTION III

THE ISSUE OF PEACE CORPS EXIT/PRESENCE

The evaluators were requested to address the three previous questions -- what are PCVs doing, are they effective, and are their activities relevant to Costa Rica's development needs--within the context of the broader issue of whether or not Peace Corps should remain in Costa Rica. In this section the argument and rationale for exit, is examined, i.e., the immediate cessation of new programming for future volunteers and termination of all Peace Corps program activities in Costa Rica by the end of 1980. The argument and rationale for the program's continued presence is also examined. Finally, recommendations on the exit/presence issue are presented.

A. Consideration for Exit

The argument for terminating the Peace Corps program in Costa Rica is based on the assertion that relative to other countries, this nation's need for Peace Corps is much lower than elsewhere. To begin with, income per capita in Costa Rica (based on GDP in 1976 dollars) is estimated at \$1,048, which ranks it fifth in Latin America and the Carribean (after Barbados, Chile, Jamaica, and Brazil) out of 23 countries, 14 of which still have Peace Corps programs.^{1/} In a 1978 Peace Corps sponsored survey of 117 countries, 49 of which have Peace Corps programs, Costa Rica was ranked 93rd (from lowest, to highest) in terms of per-capita income and 98th in terms of the Physical Quality of Life Index; of those countries with Peace Corps programs, Costa Rica ranked 3rd highest out of 49.^{2/} Within Latin America, Costa Ric.

^{1/} Economic and Social Progress in Latin America, 1977 Report, Inter-American Development Bank.

^{2/} Memorandum from Paul Bell to OD et.al dated March 23, 1978, entitled "Peace Corps Review-Exit/Entry"

has the second highest literacy rate (after Argentina) and spends an astounding 32.7% of total Central Government expenditures on education. It has the highest life expectancy and the fourth lowest infant mortality rates.^{3/}

Such statistics provide compelling evidence that Costa Rica is indeed a "middle income" country and undoubtedly one of the most prosperous in which there are Peace Corps programs. The more subjective impressions of the evaluators also confirm the statistical evidence in a number of important areas. Costa Rica's public health system is approaching 90% coverage of the entire population; it is the best staffed and equipped rural health program we have observed in the Third World. Regarding education, primary schools are everywhere in Costa Rica, even in the most isolated rural areas. Of the nation's some 2,850 primary schools, about 97% have a school lunch program while two-thirds have school gardens.^{4/} The majority of communities also have a nutrition center for pre-school children and pregnant or lactating mothers. In agriculture, the existing network of rural credit branch banks, input supply stores, buying stations, basic grain storage facilities, MAG extension offices, and agricultural high schools is truly impressive by comparison to other developing countries. Communications and electrification systems are surprisingly extensive. Between the panoply of existing ministerial and public agency programs, and including activities of private sector institutions, it is fair to say that a good number of rural communities are literally "bombarded" with development initiatives.

^{3/} IADB Report, op,cit.

^{4/} Estimate by Sra. Cecilia Arias Calbo, Nutritionist for the Ministry of Education's School Garden Program

Both statistics and subjective impressions dramatically underscore the irrefutable fact that Costa Rica is far more developed than the large majority of Peace Corps countries. If because of limited resources Peace Corps must establish priorities and help only the most needy countries, then continued Peace Corps presence in Costa Rica simply cannot be justified. If Peace Corps elects to terminate programs in those countries most able to help themselves, Costa Rica is one of the developing world's best candidates for self-sustained socio-economic growth. If, on the other hand, Peace Corps is desirous of carrying out programs that can be particularly instrumental in selected areas, then Costa Rica offers an opportunity to continue proceeding a limited number of projects on a selective basis.

B. Considerations for Presence

Peace Corps/Costa Rica may be one of the Agency's most effective programs in Latin America because of the country's unique institutional situation and the Peace Corps' strong BHN emphasis. To begin with, it has been demonstrated that despite Costa Rica's aggregate income and quality of life statistics, development benefits remain poorly distributed and a large portion of the nation's population are statistically "poor". Based on a recent study on the profile of poverty in Costa Rica, USAID estimates some 874,000 Costa Ricans earn per capita incomes of less than \$150 per year, the agency's poverty benchmark. Collectively, this underprivileged group represents 42 percent of the entire population. Only 26 percent of the poor are identified as "urban"; of the rural poor (646,600), 37 percent are small farmers and 63 percent are landless laborers.^{5/} It is precisely in direct assistance to the rural

^{5/} Development Assistance Program (DAP) Amendment, USAID/Costa Rica, April 1977, p. 38. The data indicate a surprising prevalence of poverty, considerably higher than what the impressions of the field trip would have led the evaluators to imagine. We believe, therefore, that the USAID poverty estimate can probably be challenged as undercounting real as opposed to cash income earned by the poor. If this is not the case, then the poverty which supposedly characterizes almost one out of every 2 Costa Ricans is remarkably non-visible to the trained observer.

poor that Peace Corps began to implement a programming focus on projects meeting basic human needs in early 1977, almost a full year before BHN guidance emerged from Peace Corps/Washington. Today 66 percent of the entire program participates in projects meeting basic human needs and by the end of 1979 this concentration will increase to 90 percent.

Aside from the existence of widespread and continuing poverty in Costa Rica, Peace Corps presence may be justified for relatively unique insitutional reasons. Contradictory though it seems, Costa Rica's very development success has created a special need and rationale for continued Peace Corps presence which does not yet exist in many other countries. No Peace Corps country has more programs and institutions directed at assisting the poor than Costa Rica; no country has better-educated and plentiful human resources for serving the poor. Yet poverty remains pervasive in this country, which indicates that the service infrastructure is not reaching the poor as effectively as it should. As one PCV expressed it, "...the institutions are here, the technology is here, the money is here..but the people are over there."

Nowhere is this more evident than in the agricultural sector. The Agricultural Extension Service (MAG) has trouble reaching small farmers with technical assistance; Fabio Baudrit Experiment Station has difficulty supplying them with improved seed; the National Production Council (CNP) buys only a tiny fraction of small farm production; and the National Bank of Costa Rica (BNCR) has difficulty supplying credit to the majority of its potential small farmer clients. In general the last link in the service delivery chain, the final bridge between service and client, is failing seriously in one institution after another. This point was recently highlighted by USAID in its "Development Assistance Program" document:

...Costa Rica's institutional capacity reflects its middle-level state of development. Its institutions are well organized and skilled in many respects, but at the same time they do not yet serve development needs adequately.6/

The institutional shortcomings stem both from weak outreach to the poor and weak initiative by the poor in utilizing the exceptionally generous offering of development resources and services available to them. To overcome these shortcomings requires intensive grass-roots promotion, organization and technical assistance efforts among the poor themselves. This is field work, not office work, the very type of assignment Peace Corps welcomes and bureaucrats so frequently avoid; it is the time consuming last and most difficult step in program implementation wherein the development process is consolidated and made irreversible; and it is a role in which PCVs can maximize their effectiveness in addressing host-country needs. Seldom does Peace Corps face an opportunity to combine its human resources with such an ample array of host country resources and services in order to address the problems of the poor.

In marked contrast to other countries, the Government of Costa Rica has recently intensified its overtures for using and supporting Peace Corps as an integral part of its development assistance strategies. A special assistant to President Carazo has been assigned responsibility for coordinating, programming, and supporting Peace Corps activities throughout Costa Rica. The GOCR's present strategies call for the promotion of local autonomy and active community participation in decision-making

6/ USAID DAP, op.cit., p.28.

71

to plan, monitor, and evaluate development activities focused at the local level. Top-down bureaucratically controlled, paternalistic approaches to social service programs will be actively discouraged. Thus, the programming style of the present administration coincides with Peace Corps' traditional emphasis on self-help community action; and the President has repeatedly requested the participation of Peace Corps staff at the national level in the formulation of technical assistance programs for the urban and rural poor. Such a close working relationship with the executive branch of a host country is quite rare in Peace Corps programs around the world.

Because of a variety of recent program management innovations under the leadership of Peace Corps Director Guido del Prado, Peace Corps/ Costa Rica is now in a position to respond more effectively to these host country overtures. Staff site visits to PCVs are now occurring with a minimum frequency of once every two months. A monthly PCV reporting system has been implemented. Also every month Peace Corps program managers must submit an activities report and a proposed schedule of activities for the following month, which is discussed in detail with the Director. Program managers now meet at least monthly with representatives of each of the host country counterpart agencies with which PCVs work, and these meetings are frequently attended by the Director. Contracts between these agencies and Peace Corps are being reviewed and rewritten to assure that their content is taken seriously. A policy of requiring increased levels of agency counterpart contributions has helped to solidify collaborative relationships and caused Costa Rican supervisors to assume more active roles (especially in the agricultural projects) in the field supervision and technical support of PCV. Finally, Peace Corps has consolidated its cooperative relationship with USAID--most notable in the utilization of PCVs for the promotion and supervision of special

project funds at the community level--and will soon participate in an inter-agency committee to formulate a development strategy for working with private voluntary organizations in Costa Rica.

While Peace Corps should not be subject to the politics of U.S. foreign policy, such considerations in reality often influence Peace Corps decisions. With regard to Costa Rica, the U.S. Embassy and USAID are strongly opposed to Peace Corps exit from Costa Rica in the near future. They consider the Peace Corps program symbolically important as a reassurance of U.S. support for the Carazo administration. It is alleged that the White House presently intends to guarantee Costa Rica continuing support (Mrs. Carter has made two trips to the country) in view of this nation's excellent human rights record and because of the need to strengthen Costa Rica in the event of a deterioration of relations between the U.S. and Nicaragua.

Finally, the evaluators believe that the continued presence of Peace Corps in Costa Rica could be justified quantifiably in terms of its relevance relative to other country programs and potentially higher degree of project effectiveness. It is their belief that because of its rather unique human resource endorsement and institutional development, Costa Rica affords volunteers excellent opportunities to train host country manpower to become increasingly self-reliant in addressing development problems. In other words Peace Corps' first goal has higher probability of being reached than in most other countries. To demonstrate relatively higher project effectiveness/relevance in Costa Rica would require application of a methodology, such as that applied by the evaluators in Costa Rica for performance measurements across projects and programs throughout the region. (A proposal for doing that on a cost-effective basis is presented in Annex F) In the absence of such comparative measurements, the evaluators can only express the subjective opinion that Costa Rica would probably

score near the top. This is because the programming deficiencies described in previous sections are not limited to Peace Corps/Costa Rica but are endemic to the Agency's field operations in general. Starting with this common programming handicap, the evaluators would expect Peace Corps/Costa Rica to excel over other country programs in regard to the extent of its increasing focus on BHN, improving concentration on beneficiaries that are predominantly poor, generally good Peace Corps staff support, better than average counterpart agency support*, potential for high levels of final benefits generated, and its high project relevance to host country development needs.

In summary, for reasons of continued poverty, serious institutional deficiencies, high host country interest in utilizing PCVs, strengthened program management, political considerations, high project relevance, and reasonable project effectiveness, the continuation of Peace Corps in Costa Rica is justified. Therefore, in deciding to terminate the entire country program in the near future, Peace Corps would possibly risk sacrificing one of its more healthy operations in Latin America. The "opportunity costs" of taking such a step may be considered high because Costa Rica represents a setting of high potential for realizing the three goals of the Peace Corps.

C. Recommendations

1. CONTINUED PRESENCE: The evaluators recommend that Peace Corps remain in Costa Rica working on a selective, limited basis until 1983

* The FY 78 Volunteer Activities Survey indicates that 48% of the PC/CR PCVs feel they have been provided helpful guidance in solving problems related to the content of their work by host country staff. This compares to the world-wide resource rate of 32%.

which will be the end of the current administration of President Carazo.

At that time a re-evaluation of the exit/presence issue will be appropriate because the programming setting in Costa Rica can be expected to shift significantly with the advent of a new president, especially if he represents the current opposition party.

2. PHASE-DOWN: Although the evaluators recommend continued program presence, its continuation at present strength would not be justified. To begin with, Peace Corps/Costa Rica is already preparing to phase-out most of its non-BHN projects. This represents some 10 project activities representing about 25 PCVs. This step alone would result in a program reduction from the current 117 PCVs to about 92 by the end of 1979.

Secondly, based on measurement of effectiveness and relevance cited previously, a core program consisting of Cooperative Development, Agricultural Technical Assistance, Seed Multiplication, Community Gardens, Nutrition Education and Special Education makes sense. If five of these six projects were maintained at current strength, and Seed Multiplication PCVs doubled, this core program would account for about 60 PCVs. To this number it would be possible to add on a few small projects in the areas of appropriate technology, agricultural research, or other activities, to bring total strength up to about 70 PCVs. At the outside, an additional 5 PCVs to meet presently unforeseen programming opportunities might be justified, bringing total volunteer strength up to about 75. Table 9 displays a formula for reducing program strength so as to drop from 117 to 96 PCVs by the end of 1979, to 81 by 1980 and to 70 by 1981.

75

As the reduction in volunteer strength occurs program manager staff positions should be phased out. By the end of 1979 at the 96 volunteer level, the tour of the current education program manager will end and the position should be eliminated. Assumming termination of the nursing project, the health program manager position should be phased out by the end of 1980 at the 80 volunteer level leaving two program manager staff positions in Costa Rica for supporting approximately 70 volunteers in 1981.

TABLE 9
ESTIMATE OF PEACE CORPS PROGRAM PHASE-DOWN BY 1981

PROJECT	1978			1979			1980			1981		
	New	Loss	Total									
Nutrition Education	8	0	8	0	0	8	8	8	8	0	0	8
Coop. Development	12	2	16	0	4	12	10	12	10	0	0	10
Nursing	4	2	22	0	10	12	0	12	0	0	0	0
Special Education	12	1	17	0	5	12	10	12	10	0	0	10
Ag. Tech. Assistance	10	0	11	0	1	10	10	10	10	0	0	10
Community Gardens	7	0	7	8	0	15	10	7	18	0	8	10
Approp. Technology	5	1	6	2	1	7	4	5	6	0	2	4
Seed Multiplication	5	0	5	0	0	5	10	5	10	0	0	10
Other Agric Research	0	0	5	5	5	5	0	0	5	5	5	5
Forage/Mineral Res.	0	4	1	0	1	0	0	0	0	0	0	0
Music Instructors	0	0	4	0	4	0	0	0	0	0	0	0
Sports Promotion	0	1	3	0	3	0	0	0	0	0	0	0
Youth Development	0	0	3	0	3	0	0	0	0	0	0	0
Adult Education	0	1	1	0	1	0	0	0	0	0	0	0
Smithsonian	0	0	2	0	1	1	0	1	0	0	0	0
Natl. Museum/Entomol.	0	0	2	0	2	0	0	0	0	0	0	0
Conservation	0	0	1	0	1	0	0	0	0	0	0	0
Physical Therapy	0	0	1	0	1	0	0	0	0	0	0	0
Reforestation	0	0	1	0	1	0	0	0	0	0	0	0
Hospital Maintenance	0	0	1	0	1	0	0	0	0	0	0	0
Other Projects *				20	0	20	15	0	15	10	0	10
SUBTOTAL	63	12	117	35	45	107	77	64	92	15	15	77
ESTIM. ATTRITION(10%)			-		10	11		8	(9)		6	(7)
TOTAL PROGRAM			117			96			81			70

* Other projects refers to new projects and programming

3. EFFECTIVENESS/RELEVANCE COMPARISON ACROSS COUNTRIES: The evaluators recommend that Peace Corps reach exit decisions not for entire country programs but on a project-by-project basis within programs and between programs in different countries. A country program might then eventually exit completely when both relative need and PCV effectiveness in addressing such need is absolutely higher in other Peace Corps countries, or when reduction in the number of PCVs or projects reaches a point where continued presence can no longer be justified on a cost-effectiveness basis.

RECOMMENDATIONS: Peace Corps should remain in Costa Rica until 1983, which is the end of the Carazo administration, with a re-evaluation of the program status at that time. An exit of the Peace Corps from Costa Rica before 1983 might be considered under the following conditions: (1) Peace Corps establishes a capability for making comparative project effectiveness and relevance measurements across countries; (2) these measurements demonstrate absolutely lower Costa Rica project effectiveness and relevance related to other Peace Corps country projects; and (3) budget constraints require exit from a few countries in which Peace Corps is now working.

But for such measurements to be made, an inexpensive methodology is required for making routine (perhaps annual) project effectiveness comparisons between countries. The resultant assessment system would have to be plugged into the trainee recruitment and budgeting systems such that PCV resources would be channeled on a priority basis to those projects measured most effective and relevant. A specific proposal for the design and trial of such an effectiveness/need measurement methodology in the 14 Peace Corps programs of Latin America is included in Annex F of this report.

SECTION IV

S U M M A R Y O F R E C O M M E N D A T I O N S

Programming Recommendations

1. PRESENCE

Peace Corps should remain in Costa Rica until 1983, which is the end of the Carazo administration, with a re-evaluation of the program status at that time. An exit of the Peace Corps from Costa Rica before 1983 might be considered under the following conditions: (1) Peace Corps establishes a capability for making comparative project effectiveness and relevance measurements across countries; (2) these measurements demonstrate absolutely lower Costa Rica project effectiveness and relevance relative to other Peace Corps country projects; and (3) budget constraints require exit from a few countries in which Peace Corps is now working.

2. PHASE-DOWN

The program should implement a reduction in force from its present level of about 120 volunteers to a level of 60 to 80 volunteers by 1981. By the end of 1979 the education program manager staff position should be eliminated, and, by the end of 1980, the health program manager staff position should be phased out.

3. PROJECT EFFECTIVENESS/RELEVANCE MEASURES ACROSS COUNTRIES

Country exit decisions should be considered not only on a country-by-country basis but also on a project-by-project basis across countries in accordance with measurement of relative project effectiveness and relevance to country development needs.

4. PROJECT SIZE

The percentage of PCVs in small projects, i.e., projects with less than five volunteers, should be limited to less than 25 percent of total PCV strength; conversely the program should seek to maintain an average project size of 10 PCVs or more in order to enhance overall efficiency.

5. POLICY STATEMENT

A clear Peace Corps policy from Peace Corps/Washington is needed emphasizing that volunteer activities be programmed so as to enhance the self-help capability of the host country. This policy would stipulate that available PCV resources be allocated on a priority basis to those projects in which volunteers (1) will transfer practical skills and knowledge to host national counterparts, (2) will work with established groups of beneficiaries or will organize beneficiaries into new groups, and (3) will leave one or more trained host country nationals to replace the PCV. Under such a policy, projects would be discouraged in which volunteers, working alone and without an immediate counterpart, provide services directly to beneficiaries on an individual basis.

6. CMP REVIEW PROCESS: WASHINGTON

A two-staged CMP process is suggested wherein the field will first submit tentative project documents. These will be reviewed in relation to existing programming criteria, assigned a score for each prerequisite or indicator, and deficiencies or requests for clarification made known to the field. Desk officers should send feedback to the field regarding project appropriateness, design, feasibility, and emphasis on skill and knowledge transfers to host nationals. Six months later projects would be resubmitted in improved final form. If a project attains a

sufficient score it will be approved; if not, it will be selected out or designated for reprogramming in a subsequent cycle. In this fashion, Peace Corps not only puts teeth into its programming criteria, but gives field staff time to improve poorly designed projects. Over time, with instruments for measuring project effectiveness/relevance, combined with intensive training of Washington and field staff in programming skills, better programming will emerge.

7. CMP REVIEW PROCESS: COSTA RICA

All projects developed by program managers should be reviewed by the Program and Training Officer for their ability to facilitate transfers of skills and knowledge to host nationals, and this review should be completed before the project is submitted to Washington. A brief one paragraph supporting statement should be attached to each project included in the annual CMP to point out how the project will enable such transfers to occur.

8. COUNTRY STAFF REPORTS

Staff monthly reports to the country director should indicate, for each volunteer visited in the field, the degree to which the volunteer is transferring skills and knowledge to host nationals in order to ensure that staff program managers are monitoring volunteer activities in this aspect of their service.

9. MONITORSHIP OF PROGRAM MANAGERS

The Programming and Training Officer needs to allocate more time to working with and monitoring program managers in problem definition, project design with regard to Peace Corps' goals, and in assessing project feasi-

bility. This would probably require that the P&T officer reassess his work tasks, reprioritize his responsibilities and, perhaps, delegate more administrative responsibilities to others on the staff.

10. PRE-SERVICE AND IN-SERVICE TRAINING OF FIELD STAFF IN PROGRAMMING

Pre-service staff training in Washington should give these methodologies to meeting Peace Corps' goals. Program managers and especially programming and training officers should be given in-service workshops periodically for reinforcing and improving programming skills to enable them to design projects that will help volunteers to meet the goals of the Peace Corps. An evaluator(s) from OPP/E or PC/Washington in cooperation with the desk officer at the time of the desk officer's country visit, should work with project program managers in a three member team to assess each project's compliance to programming criteria and volunteer performance and, as a team, make recommendations for improvements.

Training Recommendations

1. IN-SERVICE TRAINING FOR FIELD STAFF

To improve the development of more effective and relevant projects, in-service training for country staff should be provided to reinforce programming skills in project design, assessing project feasibility and in preparation of volunteer task analyses. This is a Peace Corps/Washington responsibility which should be conducted on a country-by-country basis. Program and training officers should be given special training in project design to maximize final and process benefits so that they are qualified to provide in-service training and supervision to their program managers. In turn, program managers should

be trained sufficiently in the principles of self-help, institution building, and process benefits so they are qualified to counsel and support PCVs in this area.

2. SENSITIVITY WORKSHOPS FOR FIELD STAFF

Peace Corps field staff should participate in an annual in-country workshops on sensitivity and counseling skills. The workshop would be conducted by a professional trainer/counselor provided by Peace Corps/Washington. The counselor would remain in-country for 1-2 weeks depending on its size, severity of problems, etc. The first few days would be spent in interviews and or site visits to PCVs recommended by staff and/or requesting appointment voluntarily. The counselor would spend the last days discussing the types of problems detected among PCVs with program staff. Preliminary proposals for such a support system have already been drafted. It is estimated that the service would more than pay for itself through a reduction in the volunteer early termination rate.

3. IN-SERVICE TRAINING FOR COUNTRY DESK OFFICERS AND AREA DIRECTORS.

Country Desk Officers and Area Directors should be given initial and followup training in programming skills which permit them to identify deficiencies in projects submitted by the field which do not promote process benefits or meet the Peace Corps emphasis on institution building and local self-help. Each desk office and area representative should be sufficiently skilled in programming so that he or she can participate and guide in project design, monitoring, and evaluation with the field staffs of the different country programs within their responsibility. Each officer should visit their countries at least once every six months, and these visits should include a detailed programming review with each program manager.

4. CONTENT RECOMMENDATIONS FOR PCV TRAINING

In future contracts with its training contractors, Peace Corps should insist that a community development (CD) and socratic teaching methods component be included in all training programs. As a precondition for PCV placement, trainees should demonstrate acceptable familiarity with CD principles and, where appropriate, several or all of the following skills: (1) community resource surveying; (2) type of community organization; (3) simple group management skills (planning, budgeting, bookkeeping, reporting, keeping minutes, etc.); (4) group dynamics, (5) basic audio visual, teaching and communication techniques, and (6) simple monitoring-evaluation procedures. Above all, volunteers should be familiar with the Peace Corps emphasis on process benefits and also have a clear idea of the programming criteria by which their performance will be evaluated.

5. IN-SERVICE TECHNICAL TRAINING

PCV training should be programmed in two or more stages. The first or pre-service stage should emphasize language and community entry skills, with perhaps a relatively brief skills orientation. This stage can be conducted entirely in the U.S. if necessary.

The PCV would then be given a site assignment, and for the first 2 to 3 months asked not to teach anything but only learn about his or her site. For example, during this time an agricultural PCV would participate in farm tasks with small farmers to learn about their traditional practices and their rationale. A co-op volunteer might conduct a socio-economic survey of cooperative membership, while a nurse might survey community health problems, and a special education PCV might make home visits to identify children in need of special assistance, etc.

Each PCV would be asked to determine (1) what problems exist to which he or she can apply their existing skills, (2) what new skills will be needed to address these or additional problems, (3) what local counter-part resources exist to whom these skills can be taught, (4) what physical resources exist that can facilitate the solution of existing problems, and (5) what would be the volunteer's strategy or plan of action, if any.

The second or in-service training stage should begin after the PCVs have been in their sites no less than 2 months and should stress technical skills. The curriculum for this training would be partly organized by the PCVs themselves, with inputs from project managers, other Peace Corps staff, host-country nationals, and appropriate guidance by training contractors. Follow-up technical skills workshops should be held for each project after PCVs have been in their sites for a year, if not sooner.

Recommendations Regarding Women in Development

1. SEED MULTIPLICATION PROJECT

In the Seed Multiplication Project, the volunteer should encourage and include interested female students to assist them grow seeds and, thus, teach them agriculture related skills. Secondly, the PCVs should work with interested wives of near-landless farm workers teaching them skills for growing home gardens in order to improve the family diet.

2. COOPERATIVE DEVELOPMENT PROJECT

PCVs in the Cooperative Development project should teach women employees simple accounting skills to facilitate the development of record keeping systems in cooperatives and incorporate the participation of wo-

men in cooperative decision-making.

3. SENSITIVITY TRAINING

In-service training is needed to sensitize Peace Corps staff to the needs of women in development and reinforce staff programming skills for promoting women in development in traditional and new Peace Corps projects when appropriate and feasible.

4. SINGLE PROGRAM MANAGERS FOR MALE AND FEMALE PCVs WORKING WITH COOPERATIVES AND SMALL FARMS

A single program manager for all volunteers working with cooperatives and small businesses is suggested which does not preclude female PCVs from being assigned to work with women's groups developing small businesses and cooperatives when the PCV skill matches the needs of the group.

5. TRAINING TO DEAL WITH THE SPECIAL PROBLEMS OF FEMALE PCVs

In-service staff workshops should be conducted to (1) introduce and sensitize staff to the emotional needs of female PCVs and improve individual staff capability for assisting female PCVs to work out socially acceptable solutions to their adjustment difficulties.

6. FEMALE PROGRAM AND TRAINING OFFICER

The new programming and training officer for Costa Rica should be an American female qualified to support volunteers, especially female volunteers, who experience adjustment problems.

Recommendations Regarding Future Programming

1. 4-H CLUBS

This project should not have been approved by Peace Corps/Washington for trainee recruitment because it places PCVs in gap-filling positions

85

of very low development priority within the agricultural sectors. If it is too late to cancel this project or reprogram it, then Peace Corps/ Costa Rica should require that MAG assign one of its own 4-H promoters to each PCV assigned to the project; or conversely, Peace Corps would only assign PCVs to areas of acute need, where additional technical assistance functions directly with small farmers can be assumed by the PCVs in addition to their 4-H club duties.

The most desirable reprogramming options, however, would be to assign the 4-H PCVs to the National Bank of Costa Rica (Agricultural Technical Assistance Project) or to the Fabio Baudit Experiment Station to expand the Seed Multiplication Project, putting it on a national basis.

2. PUBLIC HEALTH NURSING

This project should be immediately cancelled for Costa Rica, and its trainees reassigned to another Peace Corps country with greater need. If this cannot be arranged, then this must be absolutely the last nursing program sent by Peace Corps to Costa Rica. Its participants should be assigned only to health posts serving the most isolated remaining populations. The role of the PCVs should not be to provide basic nursing services, but to train community level paramedical personnel in providing basic health services.

If Peace Corps can reassign the already recruited nurses to another country, then the project manager for nursing in Costa Rica is a position that should be eliminated by mid-1979.

3. WOMEN'S SMALL BUSINESSES AND COOPERATIVES

The Women's Small Business and Cooperative project is highly recommended by the evaluators and should be programmed. The project should be designed and operated in coordination with the two AID projects that also provide resources to women and, as much as possible, the three projects should be focused on the same target population in order to provide the full complement of resources necessary for initiating and successfully operating economic activities in communities.

The project should be managed by Eduardo Zuniga, program manager of the Cooperative Development project, who can ensure technical assistance to the PCVs and facilitate the exchange of technical assistance among like-skilled volunteers.

4. WATER AND SANITATION

There is insufficient need for a Peace Corps water and sanitation project in Costa Rica. If Peace Corps insists on becoming involved in water and sanitation, the PCV activities should be coordinated with AID's project in water and sanitation.

A N N E X A

PEACE CORPS VOLUNTEERS CONTACTED

Cooperatives

Mitchell Tracy, La Suiza
Lynn Luben, Puejibaye
Richard Dillen, Ciudad Quesada
Dennis Noonan, Zarcerro
Victor Jeffreys, Sardinal
Kevin O'Connor, Golfito
Henry Karczynski, Cartago
Martin Bell, Puntarenas
Rigdon Woods, Puntarenas
Howard Claycombe, Llano Verde
William Romenius, San Jose
Danny Cruz, San Jose

Seed Diversification

Danna Hamm, Siquirres
Gary Wessel, Bataan
Keith Murray, Estrada
Robert Unchur, Parismina

Agricultural Technical Assistance

Phillip Faucett III, Sara de Bataan
Robert Moriarty, Piadades de San Ramon
Ronald Byars, Paquera
Tracy White, San Ignacio de Acosta

Multiple Crops

James French, Turrialba
Kevin Miles, Turrialba

Conservation and Natural Resources

Denis Glick, Turrialba
Loren Ford, Turrialba

Dispensary Nurses

David Briant, Siquirres
Shirley Bayham, Ciudad Quesada
Kathy Whealan, Naranjo
Jean Brazgul, Palmares
Virginia Spinner, Palmar Sur

Hospital Nurses

Paula Termini, Limon
Suzanne Nicoly, Liberia
Ruby Fischer, San Isidro General
Karen Silbernagel, Coto 47

Public Health Nurses

Barbara Dixon, Limon
Leslie Balch, San Isidro General
Victoria Knowles, Parismina

Special Education

Yollette Rios de Madera, Cartago
Jose Madera, Cartago
Joan Briant, Siquirres
Karen Myers, Limon
Mary Jane Mucerino, Ciudad Quesada
Lilian Orcutt, Liberia
Grace Malone, San Isidro General
Michael Castenelli, San Jose
Edward Nolin, San Jose
Gail Nystrom, San Jose
Catherine Spigel, Puntarenas
Mary Langevin, San Isidro General

Appropriate Technology

John De Clue, Cartago
Kent Smith, Cartago
Jonathan Mechlin, Cartago
Don Peterson, Cartago

88

PEACE CORPS VOLUNTEERS CONTACTED
(Continued)

Community Gardens

William Herblin, Guapiles
Susan Berenston, San Miguel de Sarapiqui
Daniel Berentson, San Miguel de Sarapiqui
Kristen Johnsrud, Juntas de Abangares
Mathew Romanelli, Hojancha

Others

Jonathan Spigel, Puntarenas
Beverly Marston, San Jose
Rebecca Backer, San Jose

A N N E X B

AMERICANS AND COSTA RICANS CONTACTED

WASHINGTON, D.C.

ACTION

Dennis Derryck, Deputy Director for Policy and Planning
Michael Wargo, Director of Evaluation
Rick Williams Peace Corps Evaluation Coordinator
Joseph Beausoleil, DO Evaluation Coordinator

PEACE CORPS

Paul Bell, Director of Latin American Programs
Sandy Shapleigh, Deputy Director (Acting)
Mario Carr, Area Director for Central America
Karen Mitchell, Desk Officer for Costa Rica,

San Jose

PEACE CORPS

Guido del Prado, Country Director
Sonny Low, Program and Training Officer
Juan Coward, Program Manager for Agriculture
Barney Hopewell, Program Manger for Education
Edwardo Zuniga, Program Manger for Cooperatives and Multi-Sector Activities
Mary Helen Biales, Program Manager for Health
Manuel Rodriguez, Administrative Officer
Raquel Korn, Medical Officer
Margarita Murillo, Secretary/Receptionist
Claudia Skol, Temporary Secretary
Elena Steward, Secretary

CENTER FOR HUMAN POTENTIAL

Peter Harris, Director of Peace Corps Training Center, Tibas
David Kitson, Instructor

AGENCY FOR INTERNATIONAL DEVELOPMENT

Steve Knaeble, Director
Bastiaan Schouten, Loan Officer and Project Manager for Nutrition
Virginia de Ramirez, Assistant Loan Officer
Mary Kilgore, Program Officer
David Straley, Director of Special Projects
Flora Ruis, Women in Development Officer
Paul McGuire, Deputy Director for PVO Programs, AID/W
Sandy del Prado, Consultant to USAID
John Fasullo, USAID Advisor to Ministry of Agriculture

AMERICAN EMBASSY

Lowell Kilday, Charge d'Affaires

CARE

Justine Jackson, Director

San Jose (Continued)

SAPECO (Programa de Salud, Pensiones, y Comedores)

Guillermo Odio, Asesor Presidencial

Fernado Borge, Promotor Zona Sur

Elsa de Monge, Promotor Zona Norte

Mariela Acevedo, Promotor Zona Guanacaste

Manuel Rodriguez, Promotor Zona Norte, San Carlos

CAF (Comedores y Asignaciones Familiares)

Guillermo Echeverri, Director

Sara White Solano, Directora, Div. de Planificacion

John Ris, Asesor y Sub-Director del CAF

MAG (Ministry of Agriculture)

Willie Loria, Vice Minister of Agriculture

FABIO BAUDRIT AGRICULTURAL RESEARCH STATION

Primo Luis Chavarria

BANCO NACIONAL DE COSTA RICA

Jorge Sauma, Sub-Jefe de Proyectos, BNCR

Carlos Wong, Director, Seccion de Estudios Economicos

LA GUACIMA AGRICULTURAL TRAINING CENTER

Rolando Mendoza, Coordinator of Technical Training

MINISTRY OF EDUCATION (Huertas)

Fernando Machena, Asistente del Programa de Huertas

Cecilia Arias Calvo, Nutricionista

Alexis Varga, Director, Departamento de Asignaciones Familiares

MINISTRY OF PUBLIC HEALTH

Carlos Valerin, Director, Programa de Salud Rural

Cristina Garrita, Coordinadora de Educacion, Dept. de Enfermeria

CAJA DE SEGURO SOCIAL

Elizabeth de Gonzales, Asesora de Enfermeria

INFOCOOP (Instituto de Fomento Cooperative)

Joaquin Granados, Jefe del Departamento de Asistencia Tecnica

Wilber Wright, Manager of TA Contract AID-025, PCI/INFOCOOP

ITCO (Instituto de Tierras y Colonizacion)

Ing. Manuel Maria San Roman, Asesor de la Junta Directiva

CNP (Consejo Nacional de Produccion)

Hugo Matamoros Guerrero, Sub-Gerente

MINISTRY OF EDUCATION (Special Education)

Teresa de Wheeler, Directora del Programa de Retardados Mentales

La Suiza de Turrialba

Manuel Vasquez, Gerente COPESUIZO y Presidente Union Reg.de Coop (URCOFA)

Nicho Sandoval, Administrador del Beneficio COPESUIZO

El Humo de Pejibaye

Odilia de Trejos, housewife

Enrique Mora, Gerente COPEHUMO

Armando Acuna, Asistente Tecnico, INFOCOOP

CATIE, Turrialba

Geraldo Budowski, Director, Programa de Recursos Naturales Removables

Joseph Saunders, AID/ROCAP

Siquirres

Baudillo Mora Castillo, Jefe Administrativo de la CCSS

Sara de Bataan

Rainer Perez Villalobos, Small Farmer
Isidro Moya Arroyo, Small Farmer
Alvin Camadera, Transportista del Burro-Carro
Lorenzo Rosales, Asistente de Salud, Area de Bataan
Olman Mayorga, Supervisor, Centro de Salud

Bataan

Saul Castanera, Agente de Extension, MAG
Geraldo Bustamante, Director Colegio Agropecuario

Estrada

Kerry , PCV counterpart y Obrero Ocasional
Jorge Von Storen, Resident
Ernest Von Storen, Landowner

Limon

Dr. Umana Gil, Director de Servicio Medical, Ona "A", CCSS
Odette Gourzang, Directora de la Infancia, Aldea de Moin
Estella Dixon, Enfermera Jefe del Centro de Salud
Domingo Arguiya, Director, Hospital CCSS
Dan Sutton, Gerente, Hotel Park
Robert BEckford, Dentist

Fortuna de Limon

Diego Umana, Medico y Jefe del Dispensario CCSS

Puerto Viejo

marco Venicio Renes, Asistente del Puesto de Salud

Bambu

Alvaro Lizano Rodrigues, Supervisor del Campo del Dept.Rural, Min. de Salud
Harry Miller, Minnonite Volunteer in Shirorles
Angel Lallan, Asistente del Puestode Salude de Banbu
Jorge Navarro, Asistente del Puesto de Salud de Cahuita

Bri-Bri

Geraldo Aguero Quiroz, Coordinador de Trabajos de Campo, Calegio Agropecuario
Armondo Morris, Eleventh Year Student

Zarcero

Jesus Quiros, Gerente COOPECAR y Presidente CCOPAGRIMAR
Margo Lidia Solano, Asistente Administrativa, COOPAGRIMAR
Vilma Maria Solano, Jefe, Planta de Beneficio, COOPAGRIMAR

Narango

Anna Maria Corrales, Auxiliar de Enfermeria de C C
Marina Alarcon Rojas, Auxiliar de Enfermeria de SS

92

Palmares

Rosalba Castro, Auxiliar de Enfermeria del CCSS

Piedades Sur

Alvaro Rojas, Delegado del BNCR
Alfredo Hernandez Carvajal, Small Farmer

Las Juntas de Abangares

Francisco Chevaria, Director de la Escuela Primaria
Hilda Maria Bonilla, Maestro
Tito Watson, Maestro
Carmen Marenko, Supervisor de Nutricion

Liberia

Elsa Morales, Auxiliar de Laboratorio del Hospital del CCSS
Eduardo _____, husband of PCV Suzanne Nicole

Sardinal

Jose Joaquin Lios, Gerente de COPEARDINAL
Jose Angel Gallego, Employee of Input Supply Store, COPEARDINAL

Hojancha

Juan Alvarex, Agente de Extension MAG
Campos Elias Duque, Coordinador, Prog. Desarrollo Rural Integral, IFAM/AITEC
Elba Nidia Marchen Pinar, Auxiliar del Puesto de Salud
FRancisco Corsillo, Supervisor, Prog. de Salud Rural, MinSalud
Berena Garcia Mendoza, MAestra de Pre-kinder, Centro de Educacion y Nutrici
Sonia Castillo, Cocinera, CEN
Napoleon Parrales, Delegado de la Guardia de Asistencia Rural

San Rafel

Ramon Arraya Molina, Presidente de la Junta de Educacion
Sulema Sequeira, maestra de la Escuela Primaria
Rosa Granados, maestra de la Escuela Primaria
Leonor Villalobos, Asistente CEN
Trinidad Arraya Mendez, Cocinera, Comedor Escolar
Frederico Madrigal, Small Farmer
Isabel Arraya, Housewife

Upala

Jose Benigno Granodos, Funcionario de la Guardia de Asistencia Rural
Fermin Silvas, Guardia Rural
Jose Alberto Rivera Gonzales, Centro de Salud, Medico Director
Claudio Morera, Jefe del Programa de Salud Rural
Rafael Cortez, Delegado, BNCR
Jose Fredy Ramirez Willalobos, Encargadodel Proyecto Llano Azul, ITCO
Jose Louis Cantante Rojas, Agricultor, Zona Guatemala, Asoc, Parceleros de

Bijagua

Elmer Gonzalez, Cortador de Madera

93

Golfito

Roberto Mora, Maquinista de la Cia Bananera de Costa Rica
Jose Luis Montero, Pescador y Socio de COOPESCADERO
Edwin Arias Flores, Empleado COOPESCADERO

Coto 47

Rodolfo Mora, Medijo Jefe, Hospital del CCSS
Roger Quiros, Enfermero del CCSS

San Isidro de El General

Sergio Benegas, Medico Director del Centro de Salud, Buenos Aires
Jose Retana, Alfarero

A N N E X C

RECORD OF INTERVIEWS AND FIELD VISITS

<u>DATE</u>	<u>LOCATION, ACTIVITY, AND CONTACTS</u>
October 24-25	-Washington, D.C.: meetings with Williams, Boseley, Wargo, Derrick, Bell, Shapleigh, and Carr at ACTION/Peace Corps
25	--Travel to Costa Rica -San Jose: meeting with del Prado, Low, Mitchell, Rogriguez
26	-San Jose: meeting with del Prado; meeting with Harris, Kitson, and del Prado at CHP in Tibas: PM meeting with Coward
27	-San Jose: AM meeting the PCV nurses; lunch with Hopewell: PM meeting with Low, PCVs Claycombe, Bell, and Woods; supper at del Prado residence with Mitchell and PCV Rebecca Baker.
28	-San Jose: preparation of evaluation methodology for field visits
29	-San Jose: Bethune breakfast with Low
30	-San Jose: meeting with entire PC staff; meeting at Casa Presidencial with SAPECO promoters and Odio, Echeverri, White, and Vallerin -Cartago: supper and meeting with PCVs De Clue, Smith, Mechlin, Peterson, Rios, and Madera
31	-Siquirres (Bethune): meetings with PCVs Hamm, J. Briant, D. Briant, and 1 HCN counterpart -La Suiza (Hatch): meetings with PCV Tracy and 2 HCNs (1 counterpart) -Pejibaye-El Humo (Hatch) meetings with PCVs Tracy, Luben, and 3 HCNs (1 counterpart) -Turrialba (Hatch); meetings with PCVs Glick, Ford, French, Miles, and 2 CATIE counterparts Budowski and Saunders
November	
1	-Limon (Bethune): meetings with PCVs Termini, Dixon, Myers, and 3 HCN counterparts -Bataan (Hatch): meetings with PCVs Faucett, Wessel, and 5 HCNs (1 counterpart) -Estrada (Hatch): meetings with PCVs Murray, Wesel, and 3 HCNs
2	-LaFortuna: meeting with 1 HCN counterpart -Puerto Viego and Bri-Bri: no PCVs encountered
3	-Puerto Viego: meeting with 1 HCN -Bri-Bri: meeting with 2 HCNs -Bambu: Meetings with 3 HCNs and a Mennonite volunteer -Limon: supper with PCVs Dixon, Knowles, and 2 HCNs (Umana and Beckford)

95

November

- 4 -Guapiles: lunch with PCV Herblin
-Turrialba: supper with PCVs French and Miles
- 5 -San Jose: rest; supper with PCVs Malone, Castenell, Nolin,
Nystrom, and Mucerino
- 6 -San Jose: Meeting with entire PC staff
-Ciudad Quesada: meeting and supper with PCVs Dillen and Bayham
- 7 -Zarcelero (Hatch): meeting with PCV Noonan and 3 HCN counterparts
-Grecia: (Bethune) PCV not encountered
-Naranjo: Bethune meeting with PCV Whalen and two HCN counterparts;
Bethune and Hatch lunch with PCVs Noonan, Whealan, and 1 HCN counter-
part
-Palmares: meeting with 1 HCN counterpart and PCV Burzugul
-Piedades Sur: meeting with PCV Moriarty and 2 HCN counterparts
-San Ramon: supper with PCVs Bruzugul and Moriarty
- 8 -Las Juntas de Abangares: meeting with 4 HCNs
-Liberia: lunch with PCV Nicole and husband (HCN)
-Sardinal: meeting with PCV Jeffreys and 2 HCN counterparts
-Liberia: supper with PCVs Orcutt and Jeffreys
- 9 -Hojancha: no PCVs encountered: meeting with 7 HCNs (1 counterpart)
-San Rafael: meetings with 7 HCNs (3 counterparts)
-Paquera: supper with PC Byars
- 10 -Upala: meetings with 7 HCNs
-Las Juntas de Abangares: supper with PCV Johnsrud
- 11 -Palmar Sur: meeting with PCV Spinner
- Golfito: meeting with PCV O'Connor and 2 HCN counterparts
- 12 -Coto 47: meeting with PCV Silbernagel and 2 HCN counterparts
-San Isidro General: lunch with PCVs Malone, Langevin, Fischer,
and 2 HCNs (1 counterpart)
- 13 -San Jose: meeting with entire PC staff; meeting at MAG with Loria
-Heredia: meeting with Chavarria at Fabio Baudrit Experiment Station
-LaGuacima: meeting with Mendoza at Training Center
-San Jose: meeting with Sauma and Wong at BNCR; supper with del Prado,
Kilgore
- 14 -San Jose: meeting with Schouten, Straley & Flora at USAID; meetings with
Machena, Arias, and Vargas at Ministry of Education; meeting with
Echeverri and White at CAF; PM meeting with PCV Karczynski
- 15 -San Jose: meeting with Matamoros at CNP; lunch with S. del Prado;
meeting with Knaeble and Kilgore at USAID; meeting with Jackson at
CARE

96

November

- 16 -San Jose: meeting with Zuniga; meeting with Kilday at Embassy; meeting with Granados and White at INFOCOOP; meeting with San Roman at ITCO
- 17 -Meetings with Biales and Hopewell; lunch with PCVs Berentson and Romanelli; evaluation feedback meeting to entire staff of PC/CR; PM meeting with Skol, Fasullo, del Prado, Low, and Hopewell
- 18 -San Jose: summarizing evaluation notes
- 19 -San Jose: continued summarizing: PM meeting with del Prados and McGuire (AID/W)
- 20 -Departure from Costa Rica

A N N E X D

REFERENCES CONSULTED

1. Briefing Book for Peace Corps/Costa Rica, 9/26/78
2. Guidelines for Peace Corps Country Program Evaluations, ACTION, 1977
3. Costa Rica: Extension de los Servicios de Salud, MinSalud, Sept. 1978
4. Costa Rica: Nutrition Program Project Paper, USAID, Dec. 1975
5. Jim Pines and Robert Pratt, Costa Rica Nutrition Loan Review, Transcentury Foundation, Sept. 1978
6. Annual Budget Submission FY 1980, USAID/Costa Rica, May 1978
7. Jeffrey Ashe, Rural Development in Costa Rica, ACCION/AITEC, 1978
8. Memorandum AA/LA from USAID/Costa Rica, Subject: Loan 515-T-026 Nutrition Program: request for Approval of Changes in Loan Allocations and Execution Term, October 20, 1978
9. Project Paper, Costa Rica Commodity Systems, Loan 515-0134
10. Informe Anual de Labores. 1977, Estacion Experimental Agricola Fabio Baudrit Moreno, University of Costa Rica
11. Manual de Contabilidad INFOCOOP, Plan Experimental de Capacitacion, 1978
12. Memoria 1975-76, Consejo National de Produccion
13. Economic and Social Progress in Latin America, 1977 Report, Inter-American Development Bank
14. Memoria 1977, Ministerio de Agricultura y Ganaderia
15. Memoria Anual 1975, Banco Nacional de Costa Rica
16. Manual de procedimientos para Comedores Escolares, CAF, Agostos 1978
17. Howard CLaycombe, PCV, "Cooperatives with Problems: Suggestions Concerning Common Problems.
18. Mathis Shinnick and Martin Bell, "Status Report and Recommendations Concerning Cooperativa Naval Industrial R.L. COOPENAIN, Puntarenas", Oct. 16, 1978
19. DAP Amendment, USAID/COSTA Rica, April 28, 1977
20. Paul Bell, Memorandum to OD, PCD, et.al, "Peace Corps Review--Exit/Entry, March 23, 1978

METHODOLOGY ANNEX E

A. Introduction

In conducting an evaluation of the Peace Corps/Costa Rica program, the evaluators were asked to determine what the volunteers were doing, how well they were functioning as volunteers and how well the volunteer activities addressed the development needs of Costa Rica. In order to address these questions, while providing for consistency to allow for comparison between volunteers and projects, three scoring instruments were developed to determine volunteer and project effectiveness. A fourth instrument was designed in the write-up phase of the evaluation to demonstrate project relevance to the development needs of Costa Rica. Together these four instruments measure the level of program effectiveness and relevance. The instruments do not quantify effectiveness and relevance but measure factors that indicate potential effectiveness and relevance. The instruments were also useful in identifying project weaknesses and facilitated development of specific recommendations for project improvement. The scores assigned each instrument were assigned independently by each of the two evaluators based on the results of interviews, field observation, and review of available relevant information and documents.

The remainder of this annex outlines how each instrument was administered and resulting data applied within the context of the evaluation. For a fuller explanation of other considerations pertaining to the methodological approach, the reader is referred to Annex F. Copies of the four respective instruments are included for cross reference.

B. Application of the Instruments

1. INSTRUMENT TO MEASURE COMPLIANCE TO PROGRAMMING CRITERIA

Each project evaluated was scored against a set of criteria outlining project design priorities, project feasibility and number of beneficiaries reached. These criteria are indicators of project effectiveness because good project design and feasibility provide volunteers the foundation essential for effective service and for reaching a significant number of the poor.

The maximum score for most of the twelve criterion is one point; however, a project may score fractions of a point if it partially complies with a particular programming criteria. The total score possible per project is 16. Each project was scored jointly by the evaluators on the basis of information and impressions from interviews with host nationals, volunteers and staff and on the basis of actual volunteer activity as observed by the evaluators in the course of conducting the evaluation. In the case of one project in which the volunteers were still in training, the project was assessed for its potential effectiveness by scoring it on the basis of information in the Project Plan and Project Summary Sheet.

The programming criteria are listed in ANNEX F, page 6 and the format for scoring projects against the programming criteria is shown in Table 1

2. INSTRUMENT TO MEASURE FINAL BENEFITS

This instrument measures each, PCVs capacity within the context of his or her project to generate "final" benefits in the form of increased productivity, income, health, welfare or knowledge

100

that accrue to the urban or rural poor. The measurement is made on the basis of type (maximum score of 2) and longevity (maximum score of 2) of the benefit and percentage of the beneficiaries who are poor (maximum score of 3).

To obtain the total final benefit score per volunteer interviewed, the sum of the scores for type and longevity of the benefit generated per volunteer is multiplied by the score for the percent of beneficiaries reached by the volunteer who are poor. The rationale for multiplying rather than adding the latter score is to demonstrate and emphasize the importance of the receipt by the target population of the benefits generated. Hence, the maximum score possible per volunteer is 12.

The final benefit criteria are listed in ANNEX F, Page 4 and the format for scoring final benefits is shown on Table 2. The total scores of all the volunteers evaluated per project are then summed to achieve an average project score. This score is indicative of the level of potential final benefits achieved by each project.

3. INSTRUMENT TO MEASURE PROCESS BENEFIT:

As another measurement of effectiveness, volunteer activities were assessed in terms of whether actual transfers of skills and knowledge to host national counterparts were occurring. Volunteers can easily provide services directly to the poor and thus generate final benefits; however, teaching others to develop and use their own skills to generate benefits in their own behalf is an additional

measure of effectiveness. Process benefits, therefore, serve as investments in the development process to assure that a continual flow of final benefits will be forthcoming in the future.

The instrument measures the occurrence of transfers of information and knowledge concerning mobilization of material resources and development of administrative, organizational, management and technical skills. These skills, which are necessary for development, can be transferred to individuals or groups at the community, regional or national level. Within a single project, in order to accomplish project objectives, some volunteers may serve at the community level and others at regional or national levels. Occasionally a volunteer may work at more than one level. To indicate the importance of these comprehensive, coordinated efforts, the instrument was designed to show and give credit for skill transfers at more than one level.

Each volunteer was given a score of 2 for transferring skills to host nationals related to either resource mobilization, administration, management or organization, or a technical body of knowledge. A score of 2 for each of these three categories of skills makes possible a total score of 6 per volunteer. If the PCV transfers skills and knowledge to a host national(s) who, in turn, will continue the process of transferring these skills and knowledge to others after the departure of the volunteer, the total score of the volunteer is multiplied by two. This credits the volunteer for creating a multiplier effect or the continual development of a

capacity for self-reliance. Hence, the total score per volunteer could potentially be a 12.

Because some volunteers may serve at more than one level (community, regional and national) there is a possibility for scoring higher than 12. Although highly unlikely, the maximum possible score per volunteer is 24; however, most volunteers can only be expected to work at one level. A good optimal score, therefore, is 12 (a score of six multiplied by two).

The total score of all the volunteers evaluated per project are then summed to achieve an average project score which is indicative of the level of process benefits achieved by each project.

The process benefit criteria are listed in ANNEX F, Page 5. The format for scoring process benefits is shown in Table 3.

4. INSTRUMENT TO MEASURE PROJECT RELEVANCE/NEED TO HOST COUNTRY DEVELOPMENT

The fourth instrument measures the appropriateness or relevance of volunteer activities within projects to the current development needs and resource availability of the country involved. The instrument consists of five indicators of relevance. Four of these indicators have maximum possible scores of 3 points; one indicator has a maximum possible score of 4.

The first two indicators measure magnitude of need by (1) the percent of the total population defined as "poor" (target population), and (2) the percent of the target population experiencing the need

103

addressed by the project. A third indicator measure the severity of the need, which is the degree to which it threatens subsistence, and the fourth indicator measures the degree of host national commitment to alleviating the need by measuring either (1) host country government expenditures in the sector as a percentage of total central government expenditures or (2) host country counterpart agency budget allocated towards meeting need as a percentage of its total budget.

The fifth indicator measures the appropriateness of the project to the stage of sector development. The volunteer activity may address a severe need of the target population but the volunteer effort may be inappropriate relative to the spectrum and order of activities necessary for resolving a particular need. With limited resources, certain efforts may be more effective and efficient than others at a given point in time. To emphasize the importance of programming volunteer activities that are appropriate to the sector's stage of development, the project that addresses the most important need in the sector scores a 4; if it addresses a need at least as important as any other it receives a 2; and if there are more important needs in the sector it scores a 1.

The maximum score possible for each project is 13. The evaluators scored each project evaluated on the basis of background information regarding each sector in the country. The scoring required an analysis of information which included sector stage of development, number and location of target population, type and degree of basic needs, and resource availability.

104

The criteria for relevance are listed in ANNEX F, Page 3. The format for scoring projects on this instrument is shown on Table 4.

C. Manipulation and Interpretation of the Data

For each project, the total scores from each of the instruments measuring effectiveness were added together to obtain an accumulated project score for effectiveness. The total accumulated score possible is 40. The evaluators consider project relevance, (maximum total score of 13, as important as project effectiveness. To demonstrate the equal importance of both project effectiveness and relevance, the total score for project relevance (13) is pro-rated to the maximum possible score for project effectiveness which is to scale of 40. Hence, the relevance score of each project is multiplied by 3.08 to give it equal weight with the effectiveness score. Adding together project effectiveness and relevance total scores, the maximum possible total score per project is 80.

To more clearly demonstrate the higher from the lower scoring projects and the general level of total program effectiveness and relevance, each project's total score is also recorded as a percent of the maximum possible score of 80. If the majority of projects are scoring close to the highest total score possible, the Peace Corps' country program is regarded as being effective and relevant to the development needs of the host country. Presumably, the first goal of the Peace Corps, which many consider to be the primary means for achieving the remaining two goals, is being achieved.

TABLE 1

PEACE CORPS/COSTA RICA PROGRAMMING EFFECTIVENESS
1978

	Projects				
Programming Criteria**					
<u>Project Beneficiaries</u>					
o Potential high total number reached by end of service					
<u>Project Design Priorities</u>					
o Addresses development need: relevant useful					
o High PCV/beneficiary ratio/PCV activity					
o Principal reliance on local resources					
o Direct PCV contact with beneficiaries					
o Participation of host country women:					
As beneficiaries					
As decision makers					
o Requires similar use of multiple PCV's					
o Integrated or complementary to other Peace Corps, host national or other donor agency projects:					
Possible but not done (-1)					
Possible and exists (+1 bonus)					
Non-applicable, no score					
<u>SUBTOTAL (total score possible 8 + 1)</u>					
<u>Project Feasibility</u>					
o Uses generalists or has high skilled PCV to beneficiary ratio					
o PCV skill representative of applicant pool					
o Sufficient staff resources:					
Adequate staff/volunteer ratio					
Staff technical assistance capability					
o Adequate host country or other donor agency support:					
Cash/material support					
Field supervision					
Technical/training assistance					
<u>SUBTOTAL (total score possible 7)</u>					
<u>TOTAL (16 points possible)</u>					

** Each criterion worth one point unless otherwise indicated

TABLE 2
FINAL BENEFITS
 Measurement of Final Benefits Generated by
 the Project by Type and Longevity of Benefits
 and Percent Poor Receiving Benefits

Project	PCVs inter-viewed		Type of Benefits		Longevity of Benefits		Beneficiaries as % Poor	Total Final Benefits (a) + (b) x (c)
	No.	%	BHN (2)	(a)		(b)		
				Beyond Subsistence (1)	Long- Lasting (2)	Temp- orary (1)	75% = 3 50% = 2 50% = 1	

* * * *

TABLE 3
PROCESS BENEFITS
 Measurement of Process Benefits by Project

Project	COMMUNITY LEVEL (a)			BEYOND COMMUNITY (b)			Total (c)	Multi- plier (d)	Total Score (c) + (d)
	Resource Mobili- zation (2)	Human Developmt.		Resource Mobili- zation (2)	Human Developmt.				
		Admin. Organiz. Mgmt. Skills (2)	Tech. Skills (2)		Admin. Organiz. Mgmt. Skills (2)	Tech. Skills (2)			

107

Table 4

Relevance of the Peace Corps Program to Costa Rican Development

Projects by Program Sector (high=3; medium=2; low=1)	% of PCVs	Indicators of Relevance*				Total*** Score
		Magnitude of Need		Severity of Problem	Appro-** priate to Sector's Stage of Devel.	
		% of Pop Poor (target popula- lation)	% Target Pop. experien- ing need			
<u>Health</u> Hospital Nursing Dispensary Nursing Public Health Nursing Physical Therapy Hospital Maintenance <u>Nutrition</u> Community Gardens Seed Production <u>Agriculture</u> Agric. Tech. Assist. Appropriate Tech. Agric. Tec. Research Forage/Mineral Research Other Agric. Research Reforestation Conservation Smithsonian <u>Education</u> Special Education Adult Education <u>Cooperatives</u> <u>Others</u>						

* See ANNEX E for definitions of high, medium, and low for each indicator

** High = 4; Medium = 2; Low = 1

*** Maximum total score is 13.

A N N E X F

A PROPOSAL TO DESIGN AND IMPLEMENT A METHODOLOGY FOR MAKING COMPARATIVE MEASUREMENTS OF PROJECT EFFECTIVENESS BETWEEN COUNTRY PROGRAMS

Introduction

This proposal offers to design and implement on a pilot basis for the 14 Peace Corps countries of Latin America a methodology for making comparative measurements of project need, relevance, and effectiveness within and between country programs. The objectives of this methodology are: (1) to identify the strongest projects--which will be designated top priority in the assignment of scarce PCV, program support and training resources; and (2) to identify the weakest projects--which will subsequently be selected out or reprogrammed; and (3) to provide a means for in-country staff and Peace Corps/Washington to conduct periodic project monitoring and evaluation in the field. The methodology would be developed over a 12 month period, from mid-1979 to mid-1980. Its design and implementation would entail about 515 person-days of Peace Corps/Washington staff time (principally OPP/E and LA region CDOs)--at no increased cost to Peace Corps--and 125 days of external consultant(s). The project is estimated to cost the Agency some \$35,000 in additional expenditures, while maintenance cost of the measurement system is estimated at \$14,500 per year once it is operational. Implementation of the proposed methodology is expected to result in a 10 percent reduction in force of PCVs for the Latin American Region as a whole by the end of 1980 (approximately 140 volunteers) which is expected to generate operating budget economies of \$560,000--resources which can be redirected to strengthen the in-service training and program support of the remaining most effective projects.

Need for a Comparative Effectiveness/Relevance Methodology

The justification for this proposal primarily rests on two situations. On the one hand, Peace Corps is forced to live within ever more restrictive budget constraints, which makes it necessary to be increasingly selective in the choice of project activities in the field and general program size. On the other hand, Peace Corps programming is deficient in all fourteen of the Latin American country programs, and is assumed to be equally or more deficient in the other regions. Within individual country programs there are projects which are clearly more needed, more relevant to host country development, more effective in addressing needs, and more adequately administered by Peace Corps or host country counterpart agencies than other projects. Yet the less needed, less relevant, less effective, and less well supported projects continue to be initiated or extended by the field. What is worse, such projects continue to be approved uncritically by Washington staff. For one thing the project review process is not currently designed to be rigorously selective. Furthermore, the type of information presented in project descriptions submitted by the field is usually too brief and too general to permit rational selection decisions.

As a result of these problems, Peace Corps wastes a significant portion of its scarce available resources on poor projects. This is reflected in frequent PCV dissatisfaction with their assignments and fairly high early termination rates. A commitment to quality rather than quantity programming--to do better with less--is clearly desired by both Peace Corps and the U.S. Congress, not to mention the American taxpayer. However the instruments required to implement such a commitment are presently lacking.

Proposed Instruments

Three separate instruments are proposed for making effectiveness/relevance measurements of Peace Corps projects and for differentiating the stronger ones from the weaker. Tentative formats for each of these instruments are presented in Attachments 1 to 3. An example of how the individual projects of a country program might be scored--in this case Costa Rica--are presented in the Methodological Appendix (Annex E) of the country program evaluation report. A brief description of the indicators suggested for each instrument, and how they might be scored, are presented below.

1. INSTRUMENT TO MEASURE NEED/RELEVANCE OF SPECIFIC PROJECTS

This instrument measures the appropriateness or relevance of volunteer activities within projects to the current development needs and resource availability of the country involved. The instrument consist of 5 to 6 tentative indicators, each with a maximum possible score of 3 points, except one indicator with a maximum possible score of 6:

- a. Severity of Need: whether the problem addressed poses a significant threat to the subsistence or welfare of the target population. High Need=3 points, Moderate Need=2 points, and Low Need=1 point.
- b. Magnitude of Need: Population Defined as Poor as a Percentage of the Total Population. High (>75%)=3 points, Medium (50-75%) =2 points, and Low (<50%) =1 point.
- c. Magnitude of Need: Population experiencing High Need as a Percentage of the Total Population Defined as "Poor". The poor would refer to the population estimated to have per-capita incomes of less than \$150 per year. High (>50%)=3 points, Medium (25-50%) 2 points, Low (<25%)=1 point.

111

- d. Host-country Government Expenditures in Sector as a Percentage of Total Central Government Expenditures: High (>5%)=3 points, Medium (1-5%)=2 points, and Low (<1%)=1 point.

OR

Host-country Counterpart Agency Budget Addressed at Meeting Need as a Percentage of its Total Budget. High (>50%)=3 points, Medium (25-50%)=2 points, Low (<25%)= 1 point.

- e. Project Appropriateness to Sector Stage of Development. High (6 points) if project addresses most acute need relative to available resources and sector stage of development; Medium (2 points) if project addresses a need at least as serious as any other in sector; Low (1 point) if there exist more serious needs to be met that are more appropriate to that sector's stage of development.

2. INSTRUMENT TO MEASURE FINAL AND PRECESS BENEFITS

This instrument consists of two parts. The final benefits section measures a project's capacity to generate increased income, health, knowledge or welfare benefits on behalf of the urban or rural poor. The process section measures a project's capacity to transfer skill/knowledge from PCVs to counterparts or mobilize resources so that the provision of final benefits will be institutionalized and continue over time. The realistic maximum total score for this instrument is 24 points--12 points for each section.

FINAL BENEFITS

- a. Type of Benefits: if project meets basic human needs (BHN) it receives 2 points; if it meets needs beyond subsistence it receives only 1 point.
- b. Longevity of Benefits: If project generates benefits that are long-lasting it receives 2 points; if benefits are only temporary, it receives 1 point.
- c. Percentage of Project Beneficiaries Who are Poor: High (75%)= 3 points, Medium (50-75%)=2 points, Low (50%)=1 point. To emphasize the necessity of Peace Corps working with the poor, the score for this indicator will be multiplied against the total of indicators (a) + (b) to arrive at a final benefits score. Thus,

112

a project addressed predominately to the needs of the poor can score a maximum of 8-12 points, while a project which benefits predominantly non poor can score no higher than 4 points.

PROCESS BENEFITS

- a. Resource Mobilization: If the PCVs teach local counterparts to mobilize local or outside resources, the project receives 2 points.
- b. Transfer of Administrative, Organizational or Management Skills: If the PCVs teach any of these skills to local counterparts who belong to an organized group or institution the project receives 2 points.
- c. Technical Skill Transfers: If PCVs teach technical skills to host country nationals, as distinct from providing a direct service to beneficiaries, the project scores 2 points.
- d. Total and Multiplier: Indicators (a), (b), and (c) can be scored for activities conducted by PCVs at the community level or beyond (regional/national level) or both. Realistically, PCVs are expected to concentrate their activities at one level only, thereby collecting no more than 6 points. However, if PCVs are each assigned a host-country counterpart who acquires the ability to continue the transfer of skills and knowledge process after departure of the volunteer, the project can have its total score doubled (maximum 12 points) because of the continual replication of this process.

3. INSTRUMENT TO MEASURE PROJECT COMPLIANCE WITH PEACE CORPS PROGRAMMING CRITERIA

This instrument measures projects in relation to desired project design emphasis and project feasibility (resource availability). The maximum score for each indicator is 1 point, equivalent to YES, and the minimum score is zero, equivalent to NO. However, a project may score fractions of a point if it partially complies

with a particular programming criteria. Total possible points for this instrument is 16.

DESIRED PROJECT DESIGN EMPHASES

- a. Project addresses felt needs of the beneficiaries that are either or both relevant and useful to the development needs of the country.
- b. Project relies principally on local resources.
- c. PCVs are in direct contact with beneficiaries.
- d. Project activities are integrated with those of other PCVs, other host-country agencies, and private voluntary organizations or foreign donors (1 bonus point).
- e. Project promotes the participation of host country women as beneficiaries (1 point) and decision makers (1 point).
- f. Project requires similar use of multiple PCVs.

PROJECT FEASIBILITY

- g. Project requires PCVs with skills representative of the applicant pool.
- h. Project utilizes generalist PCVs who can be skill-trained.
- i. Project shows an acceptable staff/PCV ratio, i.e., Peace Corps program manager responsible for this project will not be covering more than 30 PCVs.
- j. Program manger has sufficient expertise to provide adequate technical support to PCVs in this project.
- k. Host-country counterpart agency provides significant resource contributions (equipment, funds, etc.) to PCVs (1 point), provides field supervision of PCVs (1 point), and provides adequate technical assistance to PCVS (1 point).

Proposed Use of the Instruments

1. DISCRIMINATING PROJECT EFFECTIVENESS AND RELEVANCE

The sum of the scores of the individual instruments would be added to obtain an overall effectiveness/relevance score for each project. If the indicators and scoring conventions suggested above were maintained, the maximum possible score would be 80 points. A cutoff point would be established to create a range of acceptable scores--say 50 or higher-- and any project below this point would be identified as unacceptable, requiring reprogramming or selection-out.

2. PROJECT REVIEW--FIRST STAGE

The instruments would be applied twice each year as part of a two-stage project submission and review process. Assuming that the final deadline for project submission is March 1980, the first or preliminary project submission would occur approximately six months earlier, or September 1979. At this time the Country Desk Officers, with the participation of a "neutral" observer such as the Deputy Regional Director or a representative from OPP/E, would apply the instruments to score the new projects which had been submitted. However, this first review and scoring would not be to reach definitive project selection decisions but rather to identify deficiencies in project design, determine which project components need strengthening, and make requests for additional information to substantiate the field's justification of the project.

3. FIELD GUIDANCE/DIRECT ASSISTANCE

Following this initial review, the CDOs would schedule 2-week visits to each country within their responsibility to discuss identified deficiencies in programming with field staff (especially Program and Training Officers and the respective program managers) and to provide personal assistance in

115

overcoming these deficiencies. During this visit the CDO would also accompany program managers in PCV site supervision, discuss project design improvement opportunities with them, and interview existing or potential host country agency counterparts. Finally, the CDO would assist the field staff to formulate the most critical project design changes and to lay out an implementation plan for the final submission of project documentation. In these field assessment tasks the CDO would be accompanied by an expert program evaluator.

4. PROJECT REVIEW--SECOND STAGE

Several months later, revised and strengthened project documentation would once again be submitted by field staff for final review. Here the proposed instruments would be applied a second time by the CDOs in Washington, this time more vigorously. Homogeneity in the scoring procedures for projects would be assured once more by the participation of neutral observers. Based on their scores, projects would first be ranked in priority order by individual country program. Similar projects--or those requiring PCVs with similar skills--would then be ranked in priority order across countries.

5. RESOURCE ALLOCATION DECISIONS

Once priorities have been determined, the Region would consult with its budget analysts to determine its financial resource availabilities--in PCV, program support, and training--for the forthcoming fiscal year. This estimate should provide an absolute target for the number of new PCVs the Region can recruit, or the total volunteer strength country programs can support, during that fiscal year. The Region would next consult with its recruiters to ascertain the number of qualified applicants available by skill grouping.

Once financial and applicant constraints have been determined, the Region would then elect to raise or lower the cut-off point suggested by its comparative project effectiveness/relevance analysis until a reasonable match is obtained. Recruitment orders would then be issued by skill-grouping, not individual projects. For example, assume that in the skill category "agricultural specialist" (with a BA or MS degree in agricultural sciences) there is a total demand from projects above the cut-off point for 35 PCVs, whereas the number of available agricultural specialist recruits is only 20. The Region would then rank all projects from all countries requiring such specialists in priority order beginning with the project(s) with the highest score(s). The requirements of the top priority project would be filled first, then the second, then the third and so on until the available supply of candidates is exhausted or the cut-off point is reached.

Obviously, such procedures would have to be consulted extensively with Peace Corps/Washington personnel specialized in budgeting or recruitment. A thorough review of current budgeting and recruitment practices and their respective rationale will be necessary as the first step of this proposal, even before the design of the effectiveness/relevance measurement instruments is finalized.

6. COMPLETION OF GUIDANCE MANUAL

Once demonstrated as a reliable methodology for determining relative project effectiveness/relevance, the Latin American Region would prepare a Guidance Manual on Programming which describes the proposed measurement instruments, defines each indicator and scoring convention in detail, and provides examples of well designed projects. This manual would guide field staff in the preparation of more effective project designs and in making

117

better program support decisions. Preparation of the manual--estimated for May 1980--would of course depend on an evaluation of the proposed methodology and include an estimate of its total costs relative to the total budget economies achieved by the system. Depending on the results of this evaluation, Peace Corps would elect whether or not to replicate the system on a world-wide basis, continue it only in the Latin American region, or discontinue its use entirely.

Required Human Resources for Design/Implementation of Methodology

To design and implement the proposed methodology for the 14 countries of the Latin American Region, a total of 515 person-days (210 in the field) of Washington staff will be required. An additional 125 days of outside consultant assistance (35 in the field) is recommended. The estimates of required Peace Corps staff and consultant participation, by separate task, is presented below:

118

T A S K S A N D P A R T I C I P A N T S

T A S K S	TOTAL PERSON-DAYS	
	Peace Corps	Consultants
1. <u>Survey of Current Procedures in Project Submission/ Review Process (June)--5 days</u>		
a. Representative of OPP/E	5	
b. Outside Consultant		5
2. <u>Survey of Current Budgeting and Recruitment Procedures (June)--5 days</u>		
a. Budget Specialist	2	
b. Recruiting Specialist	3	
c. Outside Consultant		5
3. <u>Instrument Design and Testing (July)--20 days</u>		
a. Representative of OPP/E	20	
b. Budget Specialist	5	
c. Recruiting Specialists	5	
d. Outside Consultants		20
4. <u>Train CDOs & Area Directors in Methodology of Measuring Comparative Project Effectiveness (August)--5 days</u>		
A. Representative of OPP/E	5	
b. Country Desk Officers (5) & Area Directors (2)	7	
C. Outside Consultant		5
5. <u>First Project Review (September)--10 days</u>		
a. Representative of OPP/E	10	
b. Deputy Regional Director	5	
c. Country Desk Officers (5)	50	
d. Outside Consultants		10
6. <u>Field Guidance/Technical Assistance (October)--35 days overseas</u>		
a. Representative of OPP/E	35	
b. Country Desk Officers (5)	175	
c. Outside Consultants		35
7. <u>Final Project Review (March)--20 days</u>		
a. Representative from OPP/E	20	
b. Deputy Regional Director	5	
c. Country Desk Officers (5)	100	
d. Outside Consultants		20

(continued)

	TOTAL PERSON-DAYS	
	Peace 1Corps	Consul- tants
8. <u>Resource Allocation Decision (April)--5 days</u>		
a. Representative from OPP/E	5	
b. Budget Specialist	5	
c. Recruitment Specialist	5	
d. Regional Directors	10	
e. Deputy Regional Director	5	
f. Country Desk Officers (5)	25	
g. Outside Consultant		5
9. <u>Final Evaluation of Methodology and Preparation of Guidance Manual (May)--20 days</u>		
a. Representative from OPP/E	20	
b. Outside Consultant		20
		<hr/>
	TOTAL	527 125

F. Estimated Additional Cost to Peace Corps to Implement the Proposal

The estimated additional costs for the first year are estimated at \$35,000, and the continuing annual maintenance cost of the measurement system at \$14,000, as follows:

E S T I M A T E D B U D G E T

<u>Cost Items</u>	<u>First Year Cost</u>	<u>Continuing Annual Cost</u>
1. SALARIES		
Outside consultant: 125 days x \$125/day	15,625	-
2. PER DIEM		
Washington Staff: 210 days x \$40/day	8,400	8,400
Outside Consultant		
-In Washington: 45 days x \$40/day	1,800	-
-In Field: 35 days x \$50/day	1,400	-
3. INTERNATIONAL TRAVEL		
WASHINGTON STAFF: 6 RTs x \$800	4,800	4,800
Outside consultant: 1 RT x \$800	800	-
4. DOMESTIC TRAVEL		
Outside Consultant: 5 RT x \$120	600	
	<hr/>	<hr/>
Subtotal	33,425	13,200
5. CONTINGENCIES (approx. 5%)	1,575	800
	<hr/>	<hr/>
TOTAL	35,000	14,000

Based on the 1978 budget for the Peace Corps program in Costa Rica, the cost per PCV (assuming 130) is slightly over \$4,000 per year. Thus, the proposed met

121