Final Report

THE PEACE CORPS

A study by the

Colorado State University Research Foundation

Fort Collins, Colorado

May 1961

Prepared for The International Cooperation Administration

Washington 25, D. C.

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INTERNATIONAL COOPERATION ADMINISTRATION

OFFICE OF THE DIRECTOR

Washington 25, D. C.

JUN 5 1961

The Honorable J. W. Fulbright
Chairman
Committee on Foreign Relations
United States Senate
Washington 25, D. C.

Dear Mr. Chairman:

Section 307(b) of the Mutual Security Act of 1960 provided that the President shall arrange for a non-governmental research group, university or foundation to study the advisability and practicability of a program, to be known as the Point Four Youth Corps, under which young United States citizens would be trained and serve abroad in programs of technical cooperation. The responsibility for arranging for this study was delegated in the Executive Branch of the Government to the Director of the International Cooperation Administration.

In November of 1960 the International Cooperation Administration contracted with the Research Foundation of Colorado State University to prepare the study as required by the terms of the Mutual Security Act of 1960. The study which is transmitted herewith to the Chairman of the Foreign Relations Committee of the Senate and to the Chairman of the Foreign Affairs Committee of the House of Representatives represents the views of the Colorado State University Research Foundation and does not necessarily represent the views of the International Cooperation Administration.

The study has been produced under the supervision and direction of Dr. Maurice L. Albertson. As explained in his letter of transmittal to the International Cooperation Administration, he has entitled the report "The Peace Corps" in view of the fact that President Kennedy had set up an organization bearing that title which has created world-wide interest and which is now a going concern.

Sincerely yours,

Henry R. Labouisse

Henry R. Labouisse

Enclosure

INTERNATIONAL COOPERATION ADMINISTRATION

OFFICE OF THE DIRECTOR

Washington 25, D. C.

JUN 5 1961

The Honorable Thomas E. Morgan
Chairman
Committee on Foreign Affairs
House of Representatives
Washington 25, D. C.

Dear Mr. Chairman:

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Sincerely yours,

Henry R. Labouisse

Henry R. Labouisse

Enclosure

COLORADO STATE UNIVERSITY

RESEARCH FOUNDATION

FORT COLLINS, COLORADO

May 15, 1961

The Honorable Henry R. Labouisse
Director
International Cooperation Administration
Washington 25, D. C.

Dear Mr. Labouisse:

I am pleased to submit herewith the report of the study of the advisability and practicability of a Point Four Youth Corps (Peace Corps) undertaken by the Colorado State University Research Foundation under contract with the International Cooperation Administration.

Throughout our study, officials of the International Cooperation Administration have been of great assistance. I wish to commend specifically Glenn B. McClelland, Special Assistant to the Deputy Director for Management, and Karl F. Bode, Assistant Deputy Director for Planning.

We look forward to further cooperation with members of your staff in the publication and distribution of the report.

Sincerely yours,

Maurice L. Albertson
Director

MLA:mr
Attachment
(1) Report

Final Report

THE PEACE CORPS

a study by

Maurice L. Albertson
Pauline E. Birky
Andrew E. Rice

of the

Colorado State University Research Foundation
Fort Collins, Colorado

under contract with the
International Cooperation Administration

as requested by the

President of the United States

May 15, 1961

Dedicated to

the young men and women

who are pioneering new paths

toward a peaceful world

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PREFACE

Section 307 (b) of the Mutual Security Act of 1960 directed the President of the United States to "arrange for a non-governmental research group, university, or foundation to study the advisability and practicability of a program, to be known as the Point Four Youth Corps, under which young United States citizens would be trained and serve abroad in programs of technical cooperation." Responsibility for making the arrangements for this study was assigned by President Eisenhower to the International Cooperation Administration which, on November 30, 1960, contracted with the Colorado State University Research Foundation to undertake the investigation. A preliminary report was issued by CSURF in February 1961. The final report presented now is based on the results of the study from early December 1960 to mid-April 1961.

During the course of the study, on March 1, 1961, President Kennedy by Executive Order established in the Department of State a temporary Peace Corps. His order, which had been preceded by an endorsement of the Peace Corps idea in his campaign speeches and in his State of the Union Message to Congress, provided that the new organization should undertake pilot operations along the lines suggested in a separate report, made at the President's request, by R. Sargent Shriver, Jr. Mr. Shriver was subsequently appointed Director of the new agency and the Peace Corps is now engaged in developing a program aimed at placing 500 to 1,000 Americans in service abroad by the end of 1961.

In conducting its study, individuals from the Colorado State University group have met frequently with Mr. Shriver and his associates and have made available to them information from its research, both before and after the formal establishment of the Corps. The study group has in turn benefited greatly from discussion with the Peace Corps staff engaged in planning its initial operations. The Colorado State University study has remained, however, a completely independent investigation.

To avoid confusion, the name "Peace Corps" has been used throughout this report, rather than "Point Four Youth Corps," "International Youth Service," or any of the other terms which have been suggested for this sort of program. A number of individuals have expressed objections to the words "peace" and "corps" for various reasons. Despite this, however, the name given it by President Kennedy has been generally accepted by the American public and is therefore used herein.

Throughout the study, attention has been directed to the long range as well as to the immediate considerations which underlie policy decisions. Those who have prepared this report hope that the conclusions and recommendations will serve as valuable guideposts to Congress in enacting permanent legislation and to the Executive Branch in administering the program during the years ahead.

To undertake a study of this magnitude has cost considerable money. Congress provided "not to exceed $10,000," a sum clearly inadequate for the extensive investigations described in Chapter 2 of this report. Therefore, special thanks are due the Rockefeller Foundation and the Benjamin Rosenthal Foundation whose generosity has greatly contributed to the successful completion of the study. Despite these generous contributions, however, the study has been under-financed, which has necessitated heavy contributions of time by the Colorado State University staff and CSURF without adequate compensation. These contributions have been made for the good of the program and the world it is intended to serve.

A debt of gratitude is owed as well to the International Cooperation Administration which assisted in shaping the outline of the study and in facilitating the collection of data. Mr. Glenn B. McClelland, Special Assistant to the Deputy Director for Management, has been of constant assistance, and Miss Kay Snitehurst of his staff has rendered excellent secretarial aid. Other ICA personnel to whom we express special thanks are Dr. Karl F. Bode, Assistant Deputy Director for Planning; Mr. John J. Grady, Deputy Director for Management; and Mr. James P. Grant, Deputy Director for Program and Planning.

From the beginning of this study, both Congressman Henry S. Reuss, the initiator of the study idea, and Senator Hubert H. Humphrey have demonstrated by their helpful advice their continuing interest in the Peace Corps idea. A special debt is noted also to Dean Harlan Cleveland of the Maxwell Graduate School of Syracuse University (now Assistant Secretary of State for International Organization Affairs) and Professor Gilbert F. White, Chairman of the Department of Geography at the University of Chicago, who generously served as members of a special advisory committee.

Mr. James Scott, Vice President of the United States National Student Association, assisted greatly by making arrangements for the sampling of opinions of thousands of students in 11 colleges and universities; Dr. James E. Russell, Secretary of the Educational Policies Commission of the National Education Association, undertook the sampling of senior students in 10 teachers colleges; and Mr. Victor G. Reuther, Administrative Assistant to the President of the United Automobile Workers, arranged for sampling among trade union members.

Mr. R. Sargent Shriver, Jr., Director of the Peace Corps; Mr. Warren W. Wiggins, Associate Director for Program Development and Operations of the Peace Corps; and Mr. Harris Wofford, Jr., Special Assistant to President Kennedy, have been especially helpful and encouraging.

Additional hundreds of individuals and organizations at home and abroad have helped in providing the information on which this work is based. Their roles are described in Chapter 2 and in this report there is space only to make grateful acknowledgement for their indispensable assistance. In the Appendix are listed the names of some of those whose help has been of particular value.

Although many individuals have suggested that a domestic program should be developed in which American youth would be of assistance to the less developed areas of the United States, the nature of its original assignment has limited this study to consideration only of a program "under which young United States citizens would be trained and serve abroad . . . ."

The Colorado State University Research Foundation staff which has worked on this study has been directed by Dr. Maurice L. Albertson, Director of the Foundation. His principal associates have been Mrs. Pauline E. Birky and Mr. Andrew E. Rice. Other part-time professional staff members who have contributed unstintingly long hours of overtime in addition to their regular duties with Colorado State University, are Dr. J. Stanley Ahmann, Professor Carl W. Birky, Dr. Manuel M. Davenport, Dr. Rufus B. Hughes, and Mr. William W. Sayre, while special studies have been undertaken by Mrs. Alice Lacy, Miss Muriel B. Lechter, and Mr. David McGiffert. Assisting the senior staff throughout most of the period were Mr. Dean J. Bowman and Mr. E. Walter Coward, while Mr. Alfred E. Dziuk and Mr. Frank P. Land in Washington, and Dr. J. Harrison Belknap, Mr. Edward T. Anderson, and Mr. James B. Guyer in Fort Collins, contributed to various phases of the study. Administrative, secretarial and statistical support have been provided by a group under the supervision of Mrs. Martha Doak, consisting of Gean McEwen, Leona Ford, Elaine Dugan, Margaret Banse, Judith Pfeffer, and Linda Deschamps, assisted by Mrs. Marie Rice.

Chapter 1

THE BACKGROUND OF THE PEACE CORPS

During the decade and one half since World War II, the United States has created a series of new instruments through which we have sought to achieve our national goals of peace, freedom, and a world where man's ancient enemies of hunger, pestilence, and despair will lie vanquished forever. Believing in the peaceful settlement of disputes and in international cooperation in meeting human needs, we have joined in the great enterprises of the United Nations, and the Organization of American States and their specialized agencies. Searching for security, we have formed bonds of military association with friendly nations and provided assistance to their armed forces. Desirous of promoting understanding among the peoples of the world, we have built programs of educational and cultural exchange with all countries.

One question, however, challenges us above all others: How can we best assist the underprivileged two-thirds of mankind in its irresistible drive to a life of dignity and sufficiency? On the success of this great effort, to which the peoples of Latin America, Asia, and Africa are wholly committed, hangs our own fate. We must dedicate ourselves to share in their commitment.

Much has been done. In the years since the ravages of a war-torn world were restored, our energies have turned from reconstruction to development, emphasizing the sharing of technical skills and the provision of capital resources necessary to foster economic and social development. Thus the "Point Four" concept of technical cooperation, as carried on through the International Cooperation Administration, stands today as a basic mechanism for aid to the developing lands. So, too, do the Export-Import Bank and the Development Loan Fund as channels for long-term capital investment. Special grant assistance, incentives to private investment, and utilization of surplus agricultural stocks serve also as instruments to promote progress and growth.

Nor has the United States been alone in its recognition of the great demands of this era of development. Other economically advanced countries have undertaken bi-lateral aid programs. International institutions, some world-wide, some regional, have gradually enlarged their efforts so that today the United Nations Expanded Technical Assistance Program, the United Nations Special Fund, the International Bank, the International Finance Corporation, the International Development Association, the

Organization for Economic Cooperation and Development, the Colombo Plan, the Inter-American Development Bank, and still others are each engaged in aspects of this continuing campaign.[1]

It is wholly typical of the American approach to this new dimension of our national life, moreover, that side by side with government programs there has flourished a growing number of non-governmental ventures rooted in our voluntary organizations and private enterprise. Indeed, until this generation, American concern with the aspirations and well-being of the rest of mankind has been expressed almost wholly through the missions, schools, and hospitals of religious organizations and, indirectly, through the pioneering ventures of American private capital. If these two approaches have not always been wholly compatible in the past, today they appear to be growing more similar, with American business increasingly engaged in meeting its social responsibilities abroad and American voluntary organizations directing their efforts to helping build the permanent institutions of indigenous society.

The feelings of many people associated with the voluntary agencies are expressed by Frank Laubach (1951:109, 133), who has said,

> "We must offer our technical skills, asking neither favor nor profit in return. We must show them how to get ten times or a hundred times as much from their land as they get now. We must show them how to conquer those diseases and insects that kill their crops and animals and children. We must show them how to conquer malaria and hookworm and dysentery and venereal disease and plague. We must help them as they struggle up out of their hell. We must go to their sides and help them. There is no substitute for the real, living, loving person rubbing elbow to elbow with the people who toil . . . . . We must have 100,000 technically trained men of unimpeachable integrity over the world, to help people help themselves. We must give or loan money when these technicians call for it . . . ."

It is in this atmosphere that the idea of the Peace Corps has been nurtured. The specific needs it is designed to fill and the objectives it hopes to achieve are discussed in Chapter 3. Like every idea whose time has come, however, the concept of utilizing the skills and idealism

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[1] One of the recent devices, the United Nations OPEX program through which high level personnel are assigned to government operational posts in countries seeking to improve their public services, offers a precedent in some respects for Peace Corps operations.

of young Americans in programs of peaceful service - the essence of the Peace Corps idea - has deep roots in American thought and practice, and indeed, in philosophies reaching back to societies very different from our own.

In this century, the example of the Thomasites teaching English in the Philippines after the Spanish-American War, stands out as an early instance of dedicated service abroad, see Pecson and Racelis (1959).[2] William James (1911) in his essay The Moral Equivalent of War appealed for an "army enlisted against Nature," an army of young people who would move out to alleviate the burdens of those who "have a life of nothing else but toil and pain and hardness and inferiority imposed upon them." The young men who worked along the Labrador Coast with Sir Wilfred Grenfell and the volunteers who served with the American Friends Service Committee in relief work after World War I were examples of a small but persistent thread of concern which found a far fuller expression in the 1930's.

During those depression years an opportunity for civilian service to preserve our national resources came with the Civilian Conservation Corps. Simultaneously the development of voluntary "work camps" in the United States brought to this country a form of service which had originated with Pierre Ceresole in Europe in the 1920's as the International Voluntary Service (Service Civil Internationale). World War II added the experience of Civilain Public Service camps for conscientious objectors. With the continuation of Selective Service in the post-war years, conscientious objectors have undertaken many forms of alternative service, including working overseas in some of the private assistance programs mentioned in this chapter.

It was not until the post-World War II years, however, that opportunities for Americans to volunteer for constructive work abroad became relatively numerous. Today well over 50 private organizations undertake programs of educational and technical assistance overseas in which young men and women can take part and to these must be added the many groups with programs of educational and family living exchange.[3] Meanwhile, the international work camp movement has flourished; in 1960 the UNESCO Coordination Committee listed at least 133 work camp opportunities in 32 countries sponsored by 80 different organizations.

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[2] Throughout this report parenthetical citations are made to works listed in the bibliography. The style is to give first the author (if not previously identified in the text) followed by the year of publication and, where necessary, the page references.

[3] All of these organizations provided valuable information for this study and will be found listed in Appendix F of this report.

These voluntary assistance programs have embraced an enormous variety of projects ranging from agricultural extension work in Laos to elementary school teaching in Nigeria to medical services in Haiti. Characteristically, they have offered opportunities for service at a "grass-roots" level under relatively simple living conditions and for very modest (if any) reimbursement. In a very real sense, they have been prototypes of the Peace Corps as conceived in this report. Table 1-1 summarizes the principal characteristics of eight of the best known programs.

The success of the projects carried out by these agencies is, of course, extremely difficult to measure tangibly, but most observers agree that not only are material gains evident (new crops introduced, tractor drivers trained, illiteracy decreased, etc.) but a spirit of mutual respect and understanding prevails. One indication of satisfaction is that these voluntary groups by and large have constantly growing demands for assistance, far greater than their limited resources make it possible for them to provide.

One of the significant developments of the last 10 years has been to relate more closely government and private operations in underdeveloped areas. This is true not only with respect to capital aid but also technical assistance. While for many years ICA has turned to private groups and universities to provide training for junior technicians brought to the United States under the foreign aid program, today it looks to these same sources to undertake, under contract, a large number of technical and advisory services overseas. To a modest extent also, ICA has contracted with non-profit groups, such as those described in the foregoing paragraphs, to undertake the kinds of "grass-roots" operational programs to which these organizations are committed. With one or two exceptions (such as the ICA junior officer program, now temporarily suspended, to recruit relatively inexperienced technicians for a career service with ICA, or the current ICA contract with Columbia University Teachers College to provide 150 young Americans as teachers in East Africa), these voluntary organization contract operations are the only government-supported programs in which young United States citizens can now participate in overseas development.[4]

The experience which has lighted the way for the Peace Corps has by no means been restricted to the United States. In the United Kingdom, Australia, and Germany, modest but successful programs have sent abroad several hundred young men and women for service in less developed areas.

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[4] The Federal Government does support, of course, the Fulbright and other overseas educational programs and many young Americans have taken part in them. They are not, however, primarily programs of assistance to the host countries. Another government program which has recruited relatively young Americans for work abroad is the United States Information Agency Junior Officer Program.

Table 1 - 1

PERTINENT INFORMATION FROM SELECTED RELATED AGENCIES

Colorado State University, Fort Collins

Selected Agencies	Selected Information: Approx. No. of overseas participants since beginning.	Year of beginning.	Approx. No. of countries visited since beginning.	Types of projects *	Participant length of service	Training given participants	Agency supported by. **
American Friends Service Committee	3080	1918	17	A, B, C, F, I, K	1-2 years		2, 3, 6
Brethren Service Committee	71 this year	1941	14	A, B, C, F, I, K	2 years	2 months	2, 4, 6, 7
Crossroads Africa	700+	1958	10	B, C, E	5 weeks summer	1 month	5, 6
The Experiment in International Living	12,000+	1932	29	E	8-10 weeks	6-9 days	1, 3, 5, 6
International Farm Youth Exchange	1200	1948	60	E	6 months	lang. orient. 4-6 mo.	1, 2, 3, 7, 8
International Voluntary Service	200	1953	9	C, H, J A, B,	2 years		1, 3, 6, 7
Mennonite Central	7000	1920	30	A, B, C, L	2 years		2, 5, 6, 7, 9
Board of Missions of Methodist Church	500 since 1948		30	F, I	3 years		2, 6 in U. S &Host

* See Explanation of Code next page

** See Explanation of Code next page

Table 1-1 (Continued)

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* Type of Project Coded

A. Agricultural Improvement
B. Community Development
C. Construction
D. Cottage Industry
E. Cultural Exchange
F. Education
G. Flood Control
H. Forestry
I. Health and Sanitation
J. Reconstruction and Reclamation
K. Recreation
L. Refugee Work

** Agency Support Coded

1. Business
2. Churches
3. Foundation
4. Host Government
5. Participants
6. Private
7. United States Government
8. Farm Youth Organizations
9. Other

The British venture, Voluntary Service Overseas, organized privately in 1958, has provided more than 160 volunteers for teaching, youth work, agricultural extension, and community development in British territories and Commonwealth countries. The local government or private agency assumes responsibility for the maintenance and supervision of the volunteer; VSO selects the worker and provides transportation and insurance. Volunteers receive no pay; most are under 20 and serve one year before beginning university study. Supported by contributions from foundations and businesses and by the underwriting of individual volunteers by private organizations, firms, and church groups, VSO has also received a modest grant from the British Government.[5]

In Australia, the Volunteer Graduate Association for Indonesia was founded in 1950. Sponsored by the National Union of Australian University Students, VGAI recruits graduates for employment by the Indonesian Government at Indonesian rates of pay. Transportation and an initial clothing allowance are paid for by the Australian Government. A "pegawai" (Indonesian for "government employee" but also the abbreviation for "Plan for the Employment of Graduates from Australia to Work As Indonesians") is usually in his mid-20's and serves for two or three years, living and working side-by-side with Indonesian counterparts. Some 30 Australians (and a few New Zealanders) have taken part during the past 10 years in such fields as teaching, public health, and engineering.[6]

West Germany has several private groups. Typical of them is the Council for Development Aid, a Roman Catholic organization, formed two years ago. Last year about 50 persons were sent abroad for three year terms, most of them at least 25 years old and with backgrounds in agriculture, skilled trades, public health, and social work. Working in various underdeveloped lands, they receive $50 a month ($25 of which is paid into a bank account at home), plus food, medical care, and lodging at Catholic missions. Each worker receives a 6-months training course, including an 8-weeks stay with a French or British family to perfect language competence for those going to French or English speaking areas. See New York Times (April 18, 1961).

Another plan to use relatively young technicians for employment in less developed areas has been worked out by the Dutch Government in cooperation with the United Nations Expanded Technical Assistance Program. Under this agreement, the Netherlands Bureau for International Technical Assistance, a government agency, has provided (since 1954) 62 junior specialists

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[5] Information from VSO, c/o Royal Commonwealth Society, Northumberland Avenue, London, W. C. 2, England.

[6] Information from VGAI, Union House, University of Melbourne, Melbourne, Australia.

for assignment with senior United Nations technical assistance experts, most of them with the FAO. These "associate experts," who are generally without prior work experience but have completed academic training in their professions, serve from one to three years and have their travel and living expenses paid by the Dutch Government, including a $25 monthly "salary" paid into a blocked account and available at the termination of their assignment.[7]

The roots of the Peace Corps idea thus stretch wide and deep, and it is not surprising that during the 1950's occasional voices were heard in the United States suggesting a national program of service abroad. Only in 1959, however, did the proposal first receive serious attention in Washington when Congressman Henry S. Reuss of Wisconsin advanced the idea of a "Point Four Youth Corps." In 1960, he and the late Senator Richard L. Neuberger of Oregon introduced identical measures calling for a non-governmental study of the "advisability and practicability" of such a venture. Both the House Foreign Affairs Committee and the Senate Foreign Relations Committee endorsed the idea of a study, the latter writing the Reuss proposal into the Mutual Security legislation then pending before it. In this form it became law in June 1960. In August the Mutual Security Appropriations Act was enacted, making available $10,000 for the study, and in November ICA contracted with the Colorado State University Research Foundation to make the study.

Meanwhile, Senator Hubert H. Humphrey had introduced at the same session a bill actually to establish a Peace Corps. The Humphrey measure received no formal consideration but attracted wide attention from interested groups. It proposed a separate government agency, a three-year enlistment (one for training and two of actual work) and an initial size of 500 growing to 5,000 by the fourth year.

During the fall of 1960, Senator Kennedy endorsed the Peace Corps idea in campaign speeches, notably in an address at San Francisco on November 2. His proposal received warm public response and, coupled with the Colorado State University study then getting under way, led to a number of public and private statements endorsing the idea. Among the most comprehensive of these was a report in January (requested by the President-elect) by Professor Max M. Millikan (1961), Director of the Center for International Studies of the Massachusetts Institute of Technology; a privately-circulated (later published) study by Professor Samuel P. Hayes (1961) of the University of Michigan; and a report by the Committee on Educational Interchange Policy sponsored by the Institute of International Education (1960). About the same time

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[7] A program carried out by the West German Government is similar except that the personnel involved are generally considerably older than the Dutch and receive salaries comparable to those they would earn in a domestic assignment. The U. N. also has one Swiss and one British national assigned in similar "junior" capacities. Information from U. N. sources.

President Eisenhower's Committee on Information Activities Abroad, headed by Mansfield D. Sprague (1961), recommended a program of long-term aid to foreign educational development including service by young Americans in teaching and community development work overseas.

On February 27, 1961, CSURF issued a preliminary report on its study, A Youth Corps For Service Abroad, which gave strong affirmation to the advisability and practicability of a Peace Corps.

In his State of the Union message on January 30, President Kennedy (1961a) reiterated his belief in a Peace Corps, declaring,

> "An even more valuable national asset is our reservoir of dedicated men and women -- not only on our college campuses but in every age group -- who have indicated their desire to contribute their skills, their efforts, and a part of their lives to the fight for world order. We can mobilize this talent through the formation of a National Peace Corps, enlisting the services of all those with the desire and capacity to help foreign lands meet their urgent needs for trained personnel."

To carry forward this commitment, the President asked Harris Wofford Jr. (now a Special Assistant to the President) and R. Sargent Shriver, Jr. (now Director of the Peace Corps) to undertake a survey of the feasibility of an early start for Peace Corps operations. This survey, conducted by a small temporary staff drawn from both inside and outside the government, led to a favorable report to the President by Mr. Shriver on February 28 and on March 1 to an Executive Order creating the Peace Corps as a new agency within the Department of State. President Kennedy at the same time sent a message to Congress, requesting the enactment of permanent legislation.

Since March 1, the Peace Corps, financed by funds appropriated for the Mutual Security Program, has moved rapidly ahead. Its able staff has prepared policy and plans for overseas operations, developed recruitment and selection procedures, and established working relationships with other government and private organizations.

The rapid development of the Peace Corps from a little known idea scarcely a year ago to a vigorous operational pilot program today is probably the most dramatic testimonial to the unusual appeal of the concept. The favorable reaction of Congress and the enthusiastic backing of the President, in fact, appear to reflect an unusually high measure of public support, the Gallup Poll reporting as early as January that 71 per cent of the American people favored the idea, with only 18 per cent opposing it.

But the very speed by which the idea has been translated into reality has raised with special urgency persistent questions relating to objectives and methods. It was to answer precisely these questions that the CSURF study was designed and its intensive and extensive investigations undertaken. The procedures which produced the data on which its recommendations are based are described in the chapter which follows.

Summary

In the past few years, it has become increasingly evident that if there is to be lasting peace and freedom, the "have" nations must vigorously assist the "have nots" to achieve a life of dignity, opportunity, and economic well-being for their people. The Peace Corps is intended to be a new method to give such help.

The idea of the Peace Corps is not new, however. It springs from solid roots in American democratic philosophy, religious faiths, and ethical value systems. For generations many of our church missionaries have set an example of dedicated service and sharing in foreign lands. A great American philosopher, William James, wrote at the turn of the century of the "moral equivalent of war." In the deep depression of the 1930's the Civilian Conservation Corps demonstrated that young Americans could build both their country and themselves in a program of national service. And in the internationally-minded United States of the post-World War II years, new and experimental programs of voluntary service at home and abroad have charted new ways of personal participation in programs of social progress.

These programs have given heartening evidence of the basic soundness of the Peace Corps idea. Congressman Henry S. Reuss, observing them in operation, was struck by the possibility of a national "Point Four Youth Corps" and together with the late Senator Richard L. Neuberger and Senator Hubert H. Humphrey brought Congressional attention to the matter. The Mutual Security Act of 1960 provided for a study of the "advisability and practicability" of the plan and this study has been carried out by the Colorado State University Research Foundation. The CSURF Preliminary Report was issued in February 1961.

Strong support for the Peace Corps idea was given by President Kennedy in his campaign speeches and official addresses. Shortly after his inauguration he initiated planning within the government which led to the issuing of an Executive Order on March 1 establishing a temporary Peace Corps in the Department of State.

Wide public endorsement of the Peace Corps concept has been revealed in opinion polls which in January showed 71 per cent of American adults favoring it.

Chapter 2

PROCEDURE OF STUDY

The procedure for this study, which began informally in April 1960, has consisted essentially of:

1. The formulation and testing of study questions and hypotheses,
2. The selection of data collection methods and the actual collection of data,
3. The processing of the data, and
4. The analysis of data and recommendations.

This chapter of the report is concerned with the first three of these steps. The analysis of the data and the recommendations are presented in subsequent chapters.

Formulation and Testing of Questions and Hypotheses

Before setting up a procedure for the study it was necessary to develop a set of specific questions for study, which in turn depended upon the adoption of certain hypotheses concerning the broad objectives and characteristics of the Peace Corps. This process of formulation was initiated during the preparation of the proposal, Proposed Study of a Point-Four Youth Corps, submitted by Colorado State University Research Foundation in May 1960 in response to the Reuss-Neuberger bill.

During the succeeding months these original questions and hypotheses were modified and expanded as a result of:

1. Numerous interviews with experts in various areas associated with the problems of developing countries,
2. The study of pertinent literature, and
3. Committee meetings involving interested and experienced Colorado State University staff.

Immediately following the award of the contract for the study, as provided in the Mutual Security Act of 1960, a new study outline was prepared by members of the research staff assigned to the project. This document, Tentative Outline for the Study of a Point Four Youth Corps, see CSURF (1960), together with the document, Guidance Outline for Study of a Point Four Youth Corps, see International Cooperation Administration (1960), both of which set forth in detail the objectives of and the questions to be considered in the study,

defined the basic framework of the research program. The latter document was provided by the ICA, as the agency administering the contract.

The questions and hypotheses thus formulated were tested in a series of three all-day conferences held in Yellow Springs, Ohio, New York and Washington, D. C. The Yellow Springs conference at Antioch College was held on December 12; the New York conference, sponsored by the Rockefeller Foundation, was held on December 15; and the Washington conference at the Brookings Institution was on December 19. Groups of experts in areas concerning the problems of developing countries were assembled at each of these conferences. The conferees were drawn from private and government agencies involved in overseas development programs, educational institutions, the executive and legislative branches of government, business, and the professions. The purposes of these conferences were:

1. To obtain from knowledgeable persons, advice and criticism pertaining to the proposed scope and conduct of the study,
2. To obtain the opinion of a number of experts on the practicability of the Peace Corps, and
3. To obtain specific recommendations on how the problems of setting up a Peace Corps should be approached.

The proceedings of the conferences were recorded on tape.

The testing and subsequent modifications of questions and hypotheses by means of interviews, correspondence, and small conferences was continued on a smaller scale throughout the project.

The various questions for study as finally formulated were grouped under the following topical headings:

1. Objectives of Peace Corps
2. Organizational structure
3. Projects
4. Qualification and selection of volunteers and supervisory personnel
5. Orientation and training of volunteers and supervisory personnel
6. Program implementation
7. Terms and conditions of service (e. g., pay, length of service, relation to selective service, standard of living, etc.)
8. Public opinion with respect to a Peace Corps
9. Research and evaluation (both prior to and concurrent with an established program)

The working hypotheses which were used in conducting the study are summarized in Exhibit 2-1, Orientation Statement for Youth Corps Study Project Questionnaires.

Exhibit 2-1

ORIENTATION STATEMENT FOR YOUTH CORPS STUDY PROJECT QUESTIONNAIRES

When responding to the following questionnaire it is important that you keep in mind the objectives of the Youth Corps Program and some of its major characteristics with regard to the participants and field leaders in such a program.

The overall objective of a Youth Corps Program would be to assist the developing countries in achieving their development goals, particularly at the grass-roots level, based on the realization that such achievement is also in the best interests of the United States, and at the same time, to increase understanding between the people of the United States and the people of developing nations. This will be accomplished by:

A. Providing a means for transmitting technical information and skills from higher policy and technical levels to the level of practical application in those developing countries which lack an adequate corps of trained junior technicians.

B. Assisting the developing countries in an institution-building program within a total program of development.

C. Enabling young United States adults to apply their ideals of democracy, brotherhood of man, and the dignity of labor in a program which stresses personal contact with people in the developing countries.

D. Developing in young United States adults and the people of developing countries a mutual appreciation for the culture, motivations, attitudes, and problems of their respective nations.

E. Providing for young United States adults an opportunity for personal fulfillment through mutual participation with people around the world in solving the problems of developing nations.

It is expected that the participants and field leaders in the program will be carefully selected volunteers who have received appropriate orientation and training for their tasks. It is assumed that they will be about 20 to 30 years of age, unmarried, and both men and women. They will possess skills useful to the host country to which they are sent, and will be expected to live and work among the people of the host country while engaged in projects of a practical nature. It is assumed that living facilities for participants and field leaders will be similar to those of the people with whom they are working, but that minimum standards for maintaining health and effectiveness will be met. It is assumed that the salary received by each participant will be small, about $80 per month. It is further assumed that the entire program will be carried out under mature and responsible leadership.

Methods of Collecting Data

Several methods or techniques for obtaining data were employed during the course of the study. These are classified as:

1. Questionnaires,
2. Interviews,
3. Conferences,
4. Special studies,
5. Position papers, and
6. Miscellaneous surveys.

Questionnaires: - Questionnaires were constructed for each of 11 different groups as indicated in Table 2-1. In structuring each of these questionnaires, consideration was given to the qualifications of the various groups of respondents for answering questions relating to particular phases of the Peace Corps, and the content and central emphases in each questionnaire were weighted accordingly. As one example, since several of the related voluntary agencies (e. g., International Voluntary Services and American Friends Service Committee) are considered as possible prototypes for the Peace Corps, they have had relevant experience in nearly all of the question areas relating to the Peace Corps. Consequently, a comprehensive 69-page questionnaire, covering the entire range of questions with no particular emphasis on any one question area, was constructed for these agencies. With a few exceptions (e. g., the deletion of questions relating to size and cost of programs) the same approach guided the construction of the participant questionnaires.

Considering another example, it was recognized that the foreign students, as a group, would not have had this broad range of relevant experience. However, many foreign students, having some knowledge of development problems in their own country in addition to an acquaintance with the characteristics and capabilities of American young people, are in a special position to assess such factors as the potential effectiveness of American young people in the field, and the cultural impact incident to the presence of significant numbers of young Americans in grass-roots situations in their respective countries. Consequently, the foreign-student questionnaire was much briefer, and was rather heavily weighted toward questions relating to matters such as those indicated in the preceding sentence.

In order to facilitate tabulation of data and the use of IBM sorting and data-processing techniques, the questionnaires were constructed with a view toward obtaining objective responses whenever possible. This was accomplished through the use of such techniques as multiple-choice questions and questions requiring only one-word answers.

In order to obtain reasonably large samples of the groups of informed persons whose opinions were to be obtained, the cooperation of other agencies was solicited. For example, the National Student Association, the Management Section of ICA, and the Economic Development Office of the Ford Foundation provided lists of names which were used as mailing lists

Table 2-1

SUMMARY OF QUESTIONNAIRES

Colorado State University, Fort Collins

Questionnaire	Number Responses	Distributed by	Principal Subject Matter of Questionnaire
1. Related Voluntary Agency Part I	24	CSURF	Experience of agency with and recommendations for Peace Corps, in a general sense, concerning the following factors: Objectives - general and specific. Operational policies. Organizational structure. Size and cost of program. Relationship to U.S. Govt., U.N., other agencies, etc. Orientation and training for volunteers and leaders. Terms and conditions of service. Miscellaneous factors contributing toward successful programs.
2. Related Voluntary Agency Part II	27	CSURF	Experience of agency with and recommendations for Peace Corps in relation to particular types of projects (e.g., agricultural extension, cottage industry, literacy, etc.) concerning the following factors: Objectives of specific projects. Cost and size of program. Operational policies of specific projects. Qualification and selection criteria for volunteers and leaders. Effectiveness of host country counterparts. Terms and conditions of service. Relationship to U.S. agencies, U.N. agencies, host country agencies, etc.

Table 2-1 (Continued)

Colorado State University, Fort Collins

Questionnaire	Number Responses	Distributed by	Principal Subject Matter of Questionnaire
3. Former Participants in Related Voluntary Agency Programs	620	Parent Agencies	Part I: Background information (e. g., education; background, agency, type of project and countries in which served; age when served, etc.). Impact of experience on life of participant. Objectives of Peace Corps. Personal experience of participant in a general sense with respect to the following factors: Effectiveness of counterparts. Orientation and training. Terms and conditions of service. Part II: Experience of participant and his recommendations for Peace Corps as related to particular types of projects, concerning the following factors: Objectives of specific projects. Operational policies of specific projects. Qualification and selection criteria for volunteers and leaders. Effectiveness of host country counterparts. Terms and conditions of service. Relationship to U. S. agencies, U. N. agencies, host country agencies, etc.
4. Former Participants in U. N. Projects (operational and administrative)	25	CSURF	Part I: Same as in No. 3, with the following additions: Value of assistance of young American adults. Relation of Youth Corps to: a. U. S. Government. b. United Nations. c. Private agencies.

Table 2-1 (Continued)

Colorado State University, Fort Collins

Questionnaire	Number Responses	Distributed by	Principal Subject Matter of Questionnaire
4. (Continued)			Research and Evaluation of Youth Corps on following points: a. Whether it should be undertaken. b. Technical assistance activities. c. How should it be institutionalized. Part II: Same as Part II in No. 3.
5. Former Participants in ICA Projects (operational and administrative)	16	CSURF	Same as in No. 4.
6. American Students (in 10 universities and colleges)	2948	National Student Assoc. in cooperation with appropriate university officials.	Background information (e.g., field of study, background, work experience, overseas experience, etc.). Extent of interest in Peace Corps. Terms and conditions of service as related to willingness to serve in Peace Corps. Motivations for serving in Peace Corps. Probable parental reactions.
7. Labor (young members of 6 labor unions)	25	United Auto Workers	Same as No. 6 except for slight modifications in types of background information requested.

Table 2-1 (Continued)

Colorado State University, Fort Collins

Questionnaire	Number Responses	Distributed by	Principal Subject Matter of Questionnaires
8. Foreign Students (students from Africa, Asia, and Latin America in 10 U.S. universities and colleges)	325	CSURF in cooperation with foreign student advisors in the 10 universities and colleges.	Background information (e.g., nationality, background, field of study, work experience, etc.). Objectives of Peace Corps. Organizational structure in host country. Impact of Peace Corps on host country. Desirability of and willingness to serve as counterparts. Effective utilization of U.S. young people. Qualification and selection of volunteers with emphasis on personality characteristics. Participation of host country personnel in planning, administration and operation, etc. of projects. Orientation and training. Factors contributing toward effective communication. Comparative effectiveness of various forms of aid programs.
9. Experts (persons experienced in areas relating to the problems of developing countries)	22	CSURF	Organizational Structure of Peace Corps with emphasis on following specific aspects: I. Relationship to U.S. Govt. a. Within the United States. b. In the host country. II. Relationship to United Nations.
10. The Educational Policies Commission Poll of Seniors in 10 Teachers Colleges	1081	EPC of N.E.A.	Essentially the same as No. 6 (American Students) with the inclusion of teaching level and the exclusion of overseas experience.

Table 2-1 (Continued)

Colorado State University, Fort Collins

Questionnaire	Number Responses	Distributed by	Principal Subject Matter of Questionnaires
11. American Council on Education* (member colleges and universities)	468	American Council on Education	Survey of proposed International Youth Service Corps Attitude toward. Student interest. Special international programs now in effect. Membership. Administration and recommended specialist training.

* This questionnaire was prepared and distributed by the ACE, which kindly made the results available to this study.

for the distribution of questionnaires. The number of respondents are shown in Table 2-1.

Each questionnaire was prefaced by an orientation statement (Exhibit 2-1) which described briefly the suggested objectives and essential characteristics of the proposed Peace Corps. Respondents were instructed to use this statement as a basis for answering the questions.

Interviews: - Data concerning all phases of the Peace Corps have been collected through a large number of interviews, both in the United States and overseas, with individuals and groups who are concerned with the problems of developing countries or who are in some other way engaged in activities which have a bearing on questions relating to the Peace Corps.

A. In the United States. More than 350 persons representing various levels of government, private industry, labor, foundations, educational institutions, voluntary agencies, as well as private individuals with overseas experience, have been interviewed on questions pertaining to the Peace Corps. These interviews have not followed any set pattern, but have varied according to the background, experience and particular areas of knowledge of the interviewees. These interviews were held throughout the project.

B. Overseas. Three members of the CSURF team were sent individually to Mexico, Colombia, Chile and Haiti in Latin America; Nigeria and Gabon in Africa; Pakistan, Thailand, India and the Philippines in Asia to conduct interviews with a view toward:

1. Assessing the reaction of people in these countries to the Peace Corps concept,
2. Identifying types of projects which are relevant to their needs and can be integrated into total-country development plans,
3. Determining the feasibility of establishing Peace Corps projects in the countries being investigated, and
4. Establishing contacts for use in evaluating and developing specific projects.

In order that the maximum amount of information could be derived from the brief four-week period allotted to the overseas studies, and in order to obtain some uniformity of coverage of the 10 countries, the subject areas to be considered and the types of people to be interviewed were set up according to a predetermined plan. This pattern, which was used in all 10 countries, is outlined in Table 2-2.

Standard interview forms were made up for each of three different

Table 2-2

SUMMARY OF INTERVIEW PLAN USED IN COUNTRY STUDIES

Colorado State University, Fort Collins

Group	Types of People Interviewed	Question Areas Considered in Interviews
1. Nationals of host country.	Government officials including both high-level and local officials. People associated with development projects including high- and project-level administrators and technical personnel. Educators. Representatives of industry and commerce. Representatives of organized labor. Spiritual leaders. People at grass-roots level. Students.	General questions (e. g., effectiveness of young Americans as transmitters of technical knowledge, cultural and human impact, international understanding). Organizational structure (particular emphasis on relation to host country government and institutions). Types of projects. Effective utilization of volunteers. Terms and conditions of service as related to public-relations considerations in host country. Cooperation and support from host country. Comparative effectiveness of various forms of aid.
2. U. S. Nationals in host country.	Foreign-service personnel. ICA and other U. S. Govt. agency personnel at both administrative and project levels. Representatives of private agencies engaged in development programs. U. S. nationals in U. N. programs. Educators. Missionaries. Representatives of business and commercial interests. U. S. participants in voluntary agency programs.	Objectives of Peace Corps. Organizational structure in U. S. and in host country. Types of projects. Effective utilization of volunteers. Qualification and selection of volunteers and leaders. Orientation and training of volunteers and leaders. Terms and conditions of service for volunteers and leaders including living conditions, pay scales, relationship to Selective Service, etc.

Table 2-2 (Continued)

Colorado State University, Fort Collins

Group	Types of People Interviewed	Question Areas Considered in Interviews
3. Third-Country Nationals in host country.	U.N. personnel at both administrative and project levels. Representatives of other agencies engaged in development programs. Educators. Foreign-service personnel. Missionaries. Representatives of business and commercial interests.	Same as No. 2 except that certain questions pertaining to U.S. domestic affairs (e.g., relation to Selective Service) were deleted.

groups of interviewees. These groups were:

1. Nationals of the host country,
2. U. S. nationals in the host country, and
3. Third-country nationals in the host country.

The interviewer drew upon the questions listed on the standard forms at his discretion depending on the background, experience and knowledge of the person being interviewed, and the time available and conditions surrounding the interview.

The pattern of setting up interviews varied somewhat from country to country, depending on such factors as the number of pre-existing contacts, and the extent to which ICA and other U. S. government and host country officials were able to assist in arranging itineraries.

Additional information pertaining to the conduct of the overseas-country studies is presented in Appendix B.

Conferences: - In addition to their value in helping to formulate and test the study questions and hypotheses used in implementing the study, the conferences served as an important source of data.

As indicated earlier, the proceedings of the Antioch, New York and Washington conferences were recorded on tape. Portions of the tapes pertaining to the study questions listed in the study outline were extracted and transcribed. The transcripts were then coded and filed under the appropriate subject headings for future reference.

Special studies: - A number of special supplementary studies dealing with topics relating to the Peace Corps were carried on for one or more of the following reasons:

1. To add additional depth of insight to certain key questions,
2. To obtain information on questions not covered adequately elsewhere in the study, and
3. To investigate selected questions that relate indirectly to the Peace Corps.

From a procedural standpoint the special studies are classified as:

1. Those conducted by study groups at Colorado State University,
2. Those undertaken by other institutions or agencies, and
3. Miscellaneous studies.

Special studies at Colorado State University. Two committees composed primarily of volunteer faculty members were formed to undertake studies on:

1. Selection, orientation, and training of volunteers and supervisory personnel, and
2. Recommendations for incorporating facilities and procedures for research and evaluation into the Peace Corps program.

The committees compiled reports on these subjects which together with the data from other sources have been incorporated into the body of the report.

Special studies undertaken by other institutions. At the request of CSURF, special independent studies on orientation and training problems were conducted by International Programs, Michigan State University; the International Cooperation Center, Montana State College; School of International Service, American University; and Koinonia Foundation. The reports resulting from these studies are included as Appendix C.

Miscellaneous special studies. Various techniques including small conferences, interviews, and the review of existing documentation were utilized in conducting special studies on:

1. Relationship of the Peace Corps to the United Nations.
2. Overseas youth programs of other nations.
3. Reciprocal use of host country counterparts in projects in the United States.
4. Organizational structure.
5. Existing and former governmental and international programs operating in the area of youth work.
6. Constitutional aspects of contracting Peace Corps projects to private religious groups.
7. Utilization of volunteers following service in the Peace Corps.

The results of these studies are incorporated into the body of the report in the appropriate chapters.

Position papers: - A number of agencies, institutions, and individuals were requested by CSURF to prepare statements setting forth their observations and recommendations pertaining to one or more of the various study questions. In addition to these solicited statements, a large number of unsolicited statements or position papers were submitted spontaneously by interested groups and individuals. Articles and editorials containing relevant information which were published in magazines and newspapers comprised a third category of position papers.

The portions of these papers which were pertinent to the specific study questions were extracted and filed under the appropriate subject headings.

Miscellaneous surveys: - At the request of CSURF, the following additional surveys were made:

1. A survey by ICA of U. S. Operations Missions staffs in 11 countries to locate work opportunities for Peace Corps volunteers.

2. A survey by ICA of their office directors in Washington, D. C. to locate overseas work opportunities for Peace Corps volunteers.

The results of these surveys are incorporated with the country reports compiled by the Colorado State University overseas research team in Appendix B.

Processing of Data

Various techniques of data processing were required in order to accomplish such objectives as tabulation of questionnaire data, and the breakdown and classification of the large volume of additional data (e. g., tape recordings, overseas interviews, position papers) into the subject areas defined by the study questions.

Questionnaires: - Both manual handling and machine handling techniques were utilized in processing the questionnaire data. The choice of whether to use manual or machine techniques with a particular questionnaire depended upon the population of the group sample and the degree of objectivity of the questions. In the case of the agency questionnaires, for example, the relatively small population of the sample coupled with the inclusion of some subjective questions in the questionnaire indicated that manual sorting and tabulation techniques should be applied. On the other hand, the large population of the American student and foreign student sample groups, plus the object nature of the questions, dictated the use of machine-processing techniques for these questionnaires. Accordingly these questionnaires were coded, the responses punched on IBM cards, and the results sorted and tabulated by an IBM-082 sorter, and an IBM-402 accounting machine.

Due to lack of funds, only those portions of the questionnaire results considered essential to the completion of the report could be processed and tabulated. This necessitated both leaving data resulting from some portions of some of the questionnaires unprocessed, and the arbitrary fractioning of some group populations. The complete data are available, however, for follow-up and future studies.

The processed and tabulated data were fed into a central data pool, separated according to subject headings, and made available to the personnel analysing the data and compiling the various sections of the report.

Other data: - The processing of data contained in the overseas-interview reports, the conference tape-recordings, and the position papers, consisted of coding the material according to the subject headings of the study outline, and extracting the pertinent information. The extracts, with the source identified, were then separated according to subject headings, and fed into the central data pool along with the processed questionnaire data, where they were also made available for analysis and incorporation into the report.

The special studies and miscellaneous surveys, since they were a priori concerned with or oriented toward specific study questions, required no particular processing other than editing, and were incorporated into the report, either in part or in total.

Summary of Procedure

In summary the procedure of the study involved:

1. The formulation and testing of study questions and hypotheses by the preparation of the project proposal, interviews, committee meetings, review of literature, and conferences,
2. The obtaining of data by means of questionnaires, interviews in the United States and overseas, conferences, special studies, position papers prepared by interested groups and individuals, and miscellaneous surveys, and
3. The processing of data which consisted essentially of sorting and tabulating the questionnaire results, and coding, classifying and separating the remaining data under the appropriate subject headings.

Chapter 3

OBJECTIVES OF THE PEACE CORPS

Why a Peace Corps?

There is no single answer to this fundamental question since the Peace Corps means many things to many people. This report will try to clarify this confusion by setting down the major aims or objectives which developed during the study.

The Peace Corps has many objectives. Yet objectives have a way of themselves becoming stepping stones to larger goals. Ends become means to to greater purposes. The Peace Corps is no exception for if it can achieve its own objectives, it will have lessened the frustrations and misunderstandings that underlie conflict among men. In this sense, "peace" may quite legitimately be considered the overriding objective of the Peace Corps.

But if the Peace Corps is to be recognized as one of the effective instruments in the extraordinarily complex business of fashioning a warless world, it must also be remembered that the contribution which it makes represents a combination of beneficial effects. It is not difficult to itemize the ways in which the Peace Corps can serve mankind's aspirations for a peaceful world. As stated in the congressional legislation, this study was intended to consider how young U. S. citizens could serve abroad "... in programs of technical cooperation." It would be wrong, however, to isolate any single purpose as the justification for the new venture. Some objectives are more immediate, some longer range, some are tangible, others difficult to measure -- but all are important. One of the great strengths of the Peace Corps lies in the multiplicity of purposes it can serve. To these objectives, this report first turns, because only in their light can the Peace Corps be examined and evaluated as an operating entity.

To Accelerate Economic and Social Development in the Less Developed Areas of the World

This objective stands out clearly in every discussion of the Peace Corps. It does so no doubt because in working toward this goal, the Peace Corps will be serving a unique function: providing young men and women to fill jobs requiring low and medium levels of skill and experience for which trained manpower is lacking in the economically underdeveloped lands. By thus performing duties otherwise undone, Peace Corps volunteers will be supplying one of the essential ingredients for economic growth.

The complex process by which an economically less developed country moves ahead to a more productive economy is by no means thoroughly

understood. But certain elements are clear and among them are the need for both greater capital resources and greater human resources to dedicate to the development job. Government-to-government grants and loans have been the major way in which the more economically advanced countries have provided material wealth; technical assistance by experts and advisers has been the major way through which skills and "know-how" have been transmitted to enrich human resources.

Paul Hoffman (1960:46) and many others have pointed out that a substantial increase in the transfer of capital is needed if the less developed countries are going to be able to raise their per capita national income above the one percent annual growth achieved during the 1950's:

> "All in all, it seems reasonable to proceed on the assumption that something in the neighborhood of $3 billion a year -- $30 billion over the decade -- from outside sources will be required to maintain an extra one percent per annum of growth per person as compared with the 1950's."

But it is only relatively recently that another bottleneck to economic progress has become alarmingly evident: the comparative lack of moderately-skilled manpower available to carry out the jobs recommended by the experts as essential for a developing nation. The report of the Ashby Commission in Nigeria, citing a probable shortage of 7000 man-years of teachers over the next 10 years in Nigerian schools, is only one dramatic example of a serious problem in scores of new countries. Chapter 5 of this report makes clear the many types of positions presently unfilled. As Millikan (1961:2) has put it:

> "Many of the underdeveloped countries engaged in active programs of modernizing their political, social, and economic life confront over the next two or three decades serious shortages of educated and trained people to carry out programs of education, improvement of health, reform of agriculture, promotion of industry, improvement of government, administration, expansion of technical training, development of programs of social welfare and community development, and the like. Most of these countries are developing plans for the training of suitable numbers of their own citizens to fulfill these functions but because training and education are inherently slow processes with long lead times the flow of indigenous personnel will be grossly inadequate in the early years."

The importance of trained human resources in the developing countries is stressed by Schultz (1961) who has made a statement regarding the development of "human wealth" as part of:

"... assistance to underdeveloped countries to help them achieve economic growth. Here, even more than in domestic affairs, investment in human beings is likely to be underrated and neglected. It is inherent in the intellectual climate in which leaders and spokesmen of many of these countries find themselves. Our export of growth doctrines has contributed. These typically assign the stellar role to the formation of nonhuman capital, and take as an obvious fact the superabundance of human resources. Steel mills are the real symbol of industrialization.... This one-sided effort is under way in spite of the fact that the knowledge and skills required to take on and use efficiently the superior techniques of production, the most valuable resource that we could make available to them, is in very short supply in these underdeveloped countries. Some growth of course can be had from the increase in more conventional capital even though the labor that is available is lacking both in skill and knowledge. But the rate of growth will be seriously limited. It simply is not possible to have the fruits of a modern agriculture and the abundance of modern industry without making large investments in human beings."

Peace Corps volunteers can supply some of the skills and fill some of the jobs which now are lacking and undone. In so doing they will help to solve a temporary but very critical problem. But the contribution they make can be much more than as stop-gap workers until local personnel are prepared to fill the posts. In at least three other ways Peace Corps members can assist in economic and social development.

Transmitting technical skills: - First, in their work they will be demonstrating the techniques of getting a skilled job done. Although not themselves experts or advisers, by their example they will be transmitting the skills and standards of the engineer, the agriculturalist, the teacher, and the like to their counterparts and associates among host country nationals, who will be learning by observation and side-by-side participation.

Providing organizational ability: - Second, Peace Corps volunteers will be transmitting something perhaps even more important than technical skills. They will be carrying with them a typically American quality of knowing how to organize for effective action. And this too by their example they will share with citizens of the new country where local conditions make it appropriate.

The American emphasis on "do-it-yourself" is not a mere fad of this generation. Rather it represents a deep and lasting current in American life. Our people have a tradition of being "self starters", people who know how to size up a situation and organize effectively to handle it. We absorb this

"organizational ability" in our school and community life from an early age and even young Americans normally have had experience in organizing to get a job done. Yet this quality is one which may often be lacking from peoples emerging from other culture patterns and paternalistic outside rule. The desire for the fruits of change is there but the ability to face a situation, analyze it, formulate a plan of action, and follow through is poorly developed. This ability constitutes much of the art of successful "institution building"--the creation of the governmental, educational and industrial institutions on which the continuing progress of the new society will depend.

Demonstrating the Dignity of Labor:- There is a third contribution which the Peace Corps can make. Although in some areas - - notably many of the new African countries - almost every skill is in short supply, in other parts of the world there is no significant shortage of potential technicians. What is lacking is a willingness of the educated young man or woman to tackle the less glamorous and more isolated tasks which a sound development program requires.

Where labor has for centuries been menial and degrading, it is not surprising that those who have succeeded in acquiring an education should have scant appreciation of the "dignity of labor" when it involves working with farmers in fields, with children in rural schools, or with the diseased in village clinics. In many new countries - - even where the aspiration of youth for public service may be higher than in the U. S. - - there is a tension between the aspirations of national progress and the individual aspirations of those best prepared by education to set the standards of service and sacrifice without which national development will be an almost insuperable task. Most young Americans, who have grown up in an environment where hard work of all kinds, including physical labor, is respected, by their example may stimulate indigenous nationals to meet their country's needs by demonstrating that dedicated service can yield both national and personal rewards.

To Foster Mutual Understanding

The Peace Corps can do more than serve as an operational resource in development programs overseas; it can also provide a major way of fostering mutual understanding between the United States and the countries in which Peace Corps volunteers will work. Speaking of the Australian "Pegawai" program for Indoneasia, a high Indoneasian official declared: "The fact that for the first time in our experience --and our experience, I remind you, includes many long years of European rule --white people have been ready and eager to live among us on our own standards of salary and living, to share family life with us, to become in truth real members of our community, is striking. Such a contribution is worth immeasurably more to us than the rupiahs which it saves our treasury. It is a demonstration of good-will and understanding which has moved our hearts greatly and which we feel can do

more than all the speeches of people in high positions to cement friendly relations between our two nations."

The opportunity to widen the channels of international communication and to eliminate the stereotypes and distortions which clog them is one of the Peace Corps' finest prospects. The value of closer "people-to-people" contacts is that by and large (although not necessarily) people get to know each other better -- and such knowledge tends to make them more tolerant and even friendly. By the same token, the lack of personal contact helps preserve the misconceptions which most of us carry in our heads about people we see only at a distance. Most Americans, even when abroad, see most non-Americans only at a distance -- and vice-versa.

Peace Corps volunteers on the other hand will by the very nature of their assignment be associating closely and regularly with citizens of the host country and, moreover, with citizens who by their own youth and by their concern for the needs of national development are probably the most politically and socially aware element of the population. To these people -- sensitive, often suspicious, seeking to move swiftly yet independently, acutely conscious of race and nationality -- the opportunity to get to know dedicated, modest, relatively unprejudiced Americans with intelligence and idealism and ability may prove an extremely effective way to break down barriers of mutual suspicion and misunderstanding. The Peace Corps might make brighter an image of America -too often hidden behind the mists of ideology and inadequate information.

For the Peace Corps volunteers as well, a new level of international and intercultural understanding can result. At an age still especially responsive to unfamiliar ideas and values, these young Americans will be immersed deeply in societies unknown to all but a tiny handful of their elders. They will learn what other cultures have to teach -- philosophies, ways of self expression, ethical systems, patterns of social behavior.

To Increase United States Understanding of World Affairs

As the Peace Corps volunteers return to their careers at home, their experiences will not only add a significant element to their professional preparation but will leave them better prepared as citizens to respond intelligently to the continuing demands of the United States' world responsibilities.

More than this, however, the Peace Corps can assist in raising the level of United States citizen understanding of world affairs -- if its members gain a sound understanding of other cultures. The personal involvement of family members and friends will help bring into truer focus for all Americans the dimensions of the turbulent forces directly shaping the future of two-thirds of mankind.

Foreign affairs, as many observers have noted, normally lack a "constituency" of interested, informed and articulate citizens. The Peace Corps by "personalizing" foreign operations for an ever growing group of American citizens and by enlisting the energies of citizen organizations, can help build up this constituency.

To Prepare for Future Service Overseas

The deep and inevitable involvement of the United States in the rapid-change and persistent tension which characterize our age, demands not only an informed citizenry but a highly skilled corps of men and women to whom service abroad is a continuing professional commitment. Most Americans today, as Cleveland, Mangone, and Adams (1960) have demonstrated in The Overseas Americans, are poorly prepared by training and experience to perform very effectively in societies other than our own. For young would-be "overseas Americans" -- potential businessmen, educators, diplomats, newsmen-- one of the finest types of training would be service in the Peace Corps. Exposure in depth to any foreign society is, most experts agree, the most effective way of preparing for subsequent understanding of other unfamiliar societies. Our country badly needs more representatives abroad who are culturally appreciative, politically sophisticated, linguistically facile, and technically skillful. All these qualities can be enhanced by service in the Peace Corps.

To Provide an Opportunity For Personal Fulfillment

The Peace Corps can do even more: it can provide for its members an opportunity for personal fulfillment -- an answer to the recurring question, "What can I do?" to help make the world a better place in which to live. The idealism of which William James spoke still animates the generation coming of age in the 60's. The belief in the brotherhood of man and in the dignity of the individual -- these great American ideals -- still stirs the blood of those who look upon the world with fresh eyes and fresh hope. We are seeking "national goals" to lift us above cynicism and conformity and frustration in an affluent society; the Peace Corps can make these goals more than slogans. "The old admonition against the Two Cities is worrying us anew," wrote Harris Wofford (1961), "and the inherent human yearning for the one City of Man is inside us. We do not want to stay at home in our safe suburbs while the city is burning and being rebuilt. We cannot rest content with giving charity. It is truly our need and our desire to Go West and East and South -- to participate in the great human adventure of world development -- to teach or to build or to put our skills to work -- to invest part of our lives in the work underway on the new frontiers."

It would be folly to suggest, however, that the Peace Corps can in any way replace the other instruments of American foreign policy. It is not a panacea.

It is not a glamorous substitute for diplomatic negotiation, capital investment, intelligent trade policies, or military strength. Keeping the peace is too complex a business to entrust to any one channel. Indeed, there are certain elements of foreign policy which those consulted in this study feel strongly must not be the responsibility of the Peace Corps, for if they are they will vitiate the special contributions for which it is particularly fitted.

In summary, the Peace Corps:

1. Must not be identified as a "propaganda" tool of the United States Government,
2. Must not be an army of young enthusiasts come to preach the American way of life,
3. Must not be an intelligence arm seeking to gather information in secret ways, and
4. Must not be a mere "Cold War" weapon, a skillful device to win allies and combat totalitarianism.

It must be none of these things.

Moreover, because of its multiplicity of purposes, the Peace Corps can look differently from differing viewpoints. How its several objectives looked to various groups of people was examined at an early stage in this study, using three hypothetical goals which it might achieve. Respondents were asked to indicate the feasibility, desirability, and acceptability to a host government of these objectives:

1. Providing a means for transmitting technical information and skills from higher policy and technical levels to the level of practical application in those developing countries which lack an adequate corps of trained junior technicians;
2. Enabling young United States adults to apply their ideals of democracy, brotherhood of man, and the dignity of labor in a program which stresses personal contact with people in the developing countries;
3. Developing in young United States adults and the people of developing countries a mutual appreciation for the culture, motivations, attitudes, and problems of their respective nations.

As Table 3-1 shows, there was a distinct difference between the views of two groups of Americans (one a group of former technicians with International Cooperation Administration and the United Nations, the other former participants in related voluntary agencies programs) and a group of students from underdeveloped countries now studying in the United States. The Americans considered purposes 2 and 3 the most feasible and the most desirable, with very little difference between their rankings. The foreign students also rated 3 the highest, but followed it closely with goal 1, with goal 2 lagging far behind.

Table 3-1

OBJECTIVES

Summary of Questionnaire Results

Colorado State University, Fort Collins

Objectives	Former American ICA and UN technicians			Former American participants in related private agency program			Foreign Students in the United States		
	% a	% b	% c	% a	% b	% c	% a	% b	% c
1	46	51	20	56	61	29	56	52	42
2	54	59	2	63	69	20	29	31	20
3	63	68	24	64	77	46	60	57	33

Feasibility, desirability, and anticipated host government reaction coded:

a. Feasible*
b. Very desirable
c. Very positive reaction of host government

Objectives coded:

1. Providing a means for transmitting information and skills from higher policy and technical levels to the level of practical application in those developing countries which lack an adequate corps of trained junior technicians.

2. Enabling young United States adults to apply their ideals of democracy, brotherhood of man, and the dignity of labor in a program which stresses personal contact with people in the developing countries.

3. Developing in young United States adults and the people of developing countries a mutual appreciation for the culture, motivations, attitudes, and problems of their respective nations.

*Note: In each case respondents were asked whether they considered an objective to be feasible, probably feasible, or not feasible; very desirable, desirable, or not desirable; and the reaction of host governments to be very positive, positive, doubtful, or negative. Only the most affirmative opinions are reported in this table.

In judging the reaction of host governments, the Americans again rated purpose 3 as likely to bring the most positive reaction, but the foreign students felt that goal 1 would be most valued. All three groups agreed that relatively speaking goal 2 would not excite a very positive reaction among host country government.

This difference in emphasis suggests that it may be difficult to undertake Peace Corps projects which will always serve equally well all the various objectives to which it is directed. In the practical business of selecting projects we may have to subordinate one goal to another. The jobs that need doing may not be the ones which provide the greatest opportunity for establishing ties of friendship; a sense of personal fulfillment may be overshadowed by the frustrations of tedious effort whose fruits appear tiny against the immensity of tasks yet to be done.

It is perfectly conceivable, of course, that the Peace Corps could fail to reach any of its objectives. The means used to attain ends determine the success or failure of any program, and if the Peace Corps neglects certain fundamental principles in its operation and organization, it could easily fall short of its potential. It could, indeed, even hamper economic development, foster ill-will and disullusion its participants. To the fundamentals which are requirements for a successful Peace Corps -- those on which there has been the widest consensus throughout this study -- the next chapter turns.

Summary and Conclusions

The objectives of the Peace Corps should be:

- to help provide technical and organizational skills and respect for the dignity of labor where their lack serves to constrict economic and social progress in less developed lands;

- to break through barriers of mutual suspicion and misinformation by personal associations in constructive work -- and thus to foster a better understanding of the United States abroad, and a deeper awareness in our own people of the urgency and complexity of the "revolution of rising expectations" now animating the great majority of the human race;

- to give excellent preparation to a carefully selected group of young Americans for future overseas work;

- to provide an opportunity for personal expression of American ideals.

The Peace Corps should supplement, not replace, other elements of United States foreign operations. Its several objectives may be valued differently by varying groups and it may be difficult to achieve all of them in each project. Yet one of the great strengths of the Peace Corps lies in the multiplicity of purposes it can serve.

Chapter 4

FUNDAMENTAL CHARACTERISTICS OF THE PEACE CORPS

It is difficult to separate the essential qualities of any enterprise from the non-essential. From the many hundreds of interviews, questionnaires and proposals which the Colorado State University study has examined, however, there has emerged evidence which shows that certain characteristics are essential to attaining the stated aims of the Peace Corps. These elements are described briefly in this chaper, and are discussed in greater detail in later chapters. An understanding of these fundamental characteristics is necessary for a clear comprehension of the potentialities of the Peace Corps.

Relationship of Projects to Overall Host Country Plans

The Peace Corps should be concerned with projects related to overall country plans and programs for economic and social development in the less developed areas of the world, with emphasis on institution building. Only by a comprehensive approach to the varied elements of economic growth-such as more savings and investment, greater educational opportunities, improved techniques, more effective public services, - can the most efficient use of an underdeveloped country's meagre resources be achieved. A country with a per capita income of $100 a year has little margin for waste, for error, for peripheral uses of scarce money and manpower; progress demands the maximum rational utilization of every factor consistent with social values. Development moves by stages and the Peace Corps must move at the same pace, making its unique contribution in those parts of the economy and society where it is acceptable and most needed.

Like all effective assistance, moreover, the ultimate aim of every Peace Corps Project must be to foster the creation of the permanent institutions of an advancing society. A Peace Corps volunteer should quite literally work himself out of his job by helping to make viable the school, the community center, the agricultural experiment station, the laboratory--whatever is needed to carry on in a systematic fashion, without outside aid, society's continuing technical tasks. (Further discussion in Chapter 5)

How Projects Initiated in Host Country

Peace Corps projects must be requested by the host country and jointly planned by the United States, the host country, and any third country or organization involved in the projects. It is essential in the Peace Corps, as in all forms of foreign assistance, that the aid we give be directed to meet the felt needs of the recipient country. America cannot be a "Big Brother" to the

rest of the world telling others what they should and should not do. This is not to say that we cannot assist in planning; indeed in the less developed lands one of the major contributions we may be able to make is to develop effective administrative skills for a changing society.

Some Peace Corps projects may place United States personnel in positions of actual operational responsibility in a nation's government and private programs. Because of this deep involvement in a country's internal affairs, it is particularly important that all planning be carried out mutually. Moreover, since both public and non-governmental agencies will be taking part, there will be danger of competition and duplication if a joint approach is not made from the beginning. (Further discussion in Chapter 6)

Use of Government and Private Agencies

The Peace Corps program should involve both government and private agencies, both in the United States and the host country. One of the strengths of American life is the rich diversity of ways in which we meet our social responsibilities. Public and private agencies work side by side, each with certain assets, duplicating at times, competing at others, but most often supplementing and supporting each other. Some experts have held that this pluralistic approach is responsible in large part for the stability, rapid growth, and high standard of living of the United States. Our energies may be diffused but they are never frustrated by being restricted to a single channel.

This dual pattern is clearly evident in our foreign operations. The pioneering approach of private agencies to Peace Corps-type programs alone would warrant them a part in the new effort. But there are stronger reasons why this should be so. For one thing, private agencies can frequently operate more effectively than can the government directly. A government official carries with him willy-nilly an identification with everything his government does. Particularly in those sensitive parts of the world where the spirit of neutralism runs high, a U. S. Government program may be looked upon with suspicion or even hostility. In such circumstances, only a non-governmental group may find acceptance.

Moreover, a private United States group can frequently work more easily than a government with private organizations in the host country and thus can add impetus to the development of the indigenous voluntary associations which strengthen the democratic fabric. This also provides a greater freedom to venture and experiment and in a program as new as the Peace Corps much experimentation is and will be needed. It is imperative that the new program not ossify into a few standard patterns early in its career. (Further discussion in Chapter 6)

Coordination with Other Development Assistant Programs

Peace Corps projects should supplement and not replace other forms of United States aid. The Peace Corps can supply a new dimension to United States foreign aid programs - a "people-to-people" element whose influence may be far greater than the value of the immediate work performed. It can be particularly helpful in the new emphasis being placed on social development; it can provide a link often missing in an all-round plan for growth. But it cannot substitute for the other elements of a well-rounded aid program. (Further discussion in Chapter 5)

A Working Program

The Peace Corps must be fundamentally a "doing" not an advisory program, aimed at providing manpower to fill temporarily moderately skilled jobs now unfilled in the host country. Much of the criticism of the Peace Corps has been due to an impression that "callow youth" will be sent abroad to advise other governments and people how to run things better - and to do this in societies where age, not youth, is a particularly respected source of wisdom. Another fear is that Peace Corps volunteers will be depriving local youth of jobs. Neither impression need be true. (Further discussion in Chapter 5)

Standard of Living

Peace Corps volunteers should work with, and live as nearly as possible at the level of, their counterparts in the host country. In other words, the Peace Corps volunteer should not be appreciably "above" his colleagues of the country where he is working, either in status or in economic livelihood. The legacy of Western attitudes of national and racial "superiority" is a bitter one throughout much of the less developed world. Taking their cue from the few Americans -- largely missionaries and their lay associates -- who have lived as fellow human beings, Peace Corps volunteers should demonstrate by their way of life that they do not claim by right the prerequisites of wealth in a poor country. Deeds of this kind can offset a thousand words by irresponsible orators.

Not that Americans should normally be living in "mud huts". The emphasis is on sharing with those undertaking like tasks. Junior technicians abroad may live on little compared to United States standards, but it should not be at a purely subsistence level. Moreover, volunteers may sometimes be able by their ingenuity and technical know-how to demonstrate a better way of living even on a meagre income. (Further discussion in Chapter 10)

Selection, Orientation, and Training

Volunteers must be carefully selected and well oriented and trained. This may be the most important sentence in this report. It would be far better

to send no Peace Corps at all than to send one ill-prepared for its assignment. No amount of "good will" or idealism can counteract the mistakes of the volunteer who is ill-fitted by personality or ability for the role he must play. (Further discussion in Chapters 7 and 8)

A Reciprocal Program

As soon as possible an element of reciprocity should be built specifically into the Peace Corps. By "reciprocity" is meant an opportunity for nationals of host countries to participate in work and study programs in the United States. The belief that the Peace Corps should be a two-way street was widely encountered during this study, particularly overseas.

A truly reciprocal relationship, in which the United States would benefit from the rich educational and cultural resources of other lands, would eliminate the strictly "donor" quality of much American Aid. On a very modest scale, British young men and women have come to the United States for a summer's work in a New York settlement house. Moreover, many foreign technicians who come here under International Cooperation Administration auspices now spend some time actually "interning" in United States government agencies and private businesses and organizations. President Kennedy's suggestion that there might be a domestic "Peace Corps" also raises possibilities for using volunteers from other lands in service programs in this country. A United Nations sponsored program offers one way of facilitating reciprocal activities.(Further discussion in Chapter 5)

Research and Evaluation

The Peace Corps should have constant systematic evaluation and further research. We know far too little about what our foreign aid and visitor exchange programs are really accomplishing abroad. We move ahead from year to year trusting that our basic hypotheses are true: that increasing productivity abroad will buy stability, that rising living standards will promote democracy, or that exchange will build understanding -- and yet we are uncertain about the right criteria for determining the amount, the kinds, the proper mix of our assistance. Unless, from the very beginning, systematic research and analysis of all that the Peace Corps undertakes is included, there will be great danger that much of the enthusiasm and hope will be dissipated in mediocre or injurious efforts. The government cannot afford to rely upon guesses and casual observations regarding the impacts and results of its pioneering venture. The selection process offers a particularly challenging field for research since the qualities which make for effective performance overseas are still difficult to identify and to measure. (Further discussion in Chapter 13)

Summary and Conclusions

The Peace Corps should be concerned with projects related to overall country plans and programs for economic and social development in the less

developed areas of the world, with emphasis on institution building. Peace Corps projects must be requested by the host country and jointly planned by the United States, the host country, and any third country or organization involved in the projects. The total program should include both government and private agencies, both in the United States and the host country, It should supplement and not replace other forms of United States aid.

The Peace Corps must be fundamentally a "doing" not an advisory program, aimed at providing manpower to fill temporarily moderately skilled jobs now unfilled in the host country. Its volunteers should work with, and live as nearly as possible at the level of, their counterparts in the host country. They must be carefully selected and well oriented and trained. As soon as possible an element of reciprocity should be built specifically into the Peace Corps. In all that it does, it should have constant systematic evaluation and research.

Chapter 5

PROGRAM AND PROJECTS

Basic to the success of the Peace Corps concept are the careful selection and planning of the programs and projects in which Peace Corps Volunteers will work in the host countries. A well-planned country program, consonant with the objectives of the Peace Corps, both in terms of philosophy and operation, can lend an exciting new dimension to our present overseas aid program, providing the proper precautions are observed. The essential factors of host country interest, criteria for project selection, and types of projects are discussed in this chapter.

Host Country Interest

Of primary concern to those responsible for Peace Corps legislation and implementation will be the interest of the potential host countries in having young Americans coming to live and work in their country. Do these countries really want this type of program? Does their concern go deeper than an interest in using an offer of free technical labor? These are questions that have been asked over and over again. Could young Americans, lacking in experience, be effective in a people-to-people program? What kinds of skills and qualifications would the host countries want young Peace Corps Volunteers to have? What would they need in terms of assistance, and how could they use young Americans? Would these developing countries be willing to help support the program in one way or another? It was to answer these and many other questions that Colorado State University sent three staff members individually to visit Nigeria and Gabon in Africa; Thailand, Pakistan, India, and the Philippines in South and Southeast Asia; and Mexico, Haiti, Colombia, and Chile in Latin America. Additional evidence of country needs and receptivity was supplied by reports from International Cooperation Administration Country Directors in 12 countries. To give a summary picture of host country response, the results of this overseas research are presented at this point in the report, although most of the substantive questions are treated at greater length in later chapters.

In general, there was a high degree of receptivity to the idea of a Peace Corps in the countries surveyed. This interest was noticeable among government officials, representatives of private industry, religious leaders, educators, and other individuals interviewed -- both host

country nationals and United States nationals, see Appendix B. In most cases, however, in answer to a question regarding the possible need for and effectiveness of a Peace Corps, respondents would answer, "Yes, it is needed and it could be effective provided the young people are very carefully selected and oriented, judiciously placed and carefully supervised in the country, and provided they fill a real need. Also, they must play a legitimate and acceptable role which is recognized by the people as needed and desired, and the program must be carefully planned before they come."

Orientation and training: - Individuals interviewed, both Americans and host country nationals, specified that Peace Corps Volunteers should have at least a working knowledge of the language before they are put in the field, and that they should be given well-planned orientation and training in host country culture, customs, history, and government; in the foreign aid policies and economic and political structure of the U. S.; in the objectives and program of the Peace Corps; and in additional related areas.

Plan of implementation: - Most of those interviewed overseas were of the opinion that the Peace Corps program should be bi-national, with both the planning and implementation to be carried out cooperatively. As one government official stated, "If the program is going to be effective in our country, it must be a part of both countries."

Host country support: - There was a considerable variance of opinion regarding the manner in which the various host governments could help support a Peace Corps program. Interviewers found a general agreement that the host country would be willing (and able) to assist in program planning and in orientation of the participants, but at this point agreement ceased and there was a notable variation with regard to possible host country participation in the matter of providing counterparts, living conditions, financial assistance, equipment and facilities, and an exchange program.

Size of program: - Interviewers found a substantial unaminity, among both U. S. nationals and host country nationals, concerning the policy that Peace Corps programs should be initiated in the countries as pilot projects, with limited numbers of participants. There was caution to "start slowly and plan carefully."

Small teams or large groups?: - With one or two exceptions, the country studies and foreign student respondents pointed up the importance of having volunteers serve as individuals or in small teams, rather than in large groups. The outstanding argument offered in favor of this position was stated thus: "Only as individuals or as members of small teams can the young Americans actually work on a people-to-people basis and

help to develop a mutual understanding. If you have them living and working together in large numbers, then you'll foster another American ghetto -- the very thing you are trying to get away from." This opinion was further substantiated by the response from the foreign students in the U. S., of whom a high percentage recommended that the Peace Corps Volunteers work in their countries as individuals or in small teams, and not in large work-camp groups. Where working in large groups may be necessary due to the nature of the project, it was suggested that counterparts from the host country should live with the young Americans.

Importance of counterparts: - It was generally believed to be highly desirable for counterparts to work with Peace Corps Volunteers. Although this is clearly considered to be a goal toward which to work, often such trained counterparts are not available. Persons interviewed in the countries suggested that in such cases the Peace Corps Volunteers could help to train counterparts, both in training centers and in field situations. In a relatively small number of programs, Peace Corps Volunteers might be working alone while indigenous personnel were being trained elsewhere to fill the position.

Reciprocal program: - The desire to have the Peace Corps as a program of mutual exchange was observed in all of the countries visited. Time and again interviewers were told, "A two-way flow of young people will bring about the best understanding between our countries." This, of course, is not a new idea, considering the large number of participants already in the U. S. in work programs, intern programs, or educational institutions. Host country nationals, however, felt that this number should be increased considerably, either through the present particpant programs or through Peace Corps channels.

There was a notable dissimilarity in the suggested methods for such reciprocity. In countries where the reservoir of trained personnel for counterparts is practically non-existent, or the training is of a very low level, the thought was often expressed that bringing their young people to the U. S. at the present time would do more harm than good. Standards of living and working in the U. S. would only bring frustration to such persons. "Instead," said persons in charge of country programs, "send them to a mid-way point for training, such as Puerto Rico or Costa Rica for Latin America, and the Philippines for Asia. In these countries they will be able to train for attainable goals, and in a few years, when our own developmental standards are higher, we will send them to the U. S."

In other countries, however, the desire for an immediate reciprocal program was expressed, in which young counterparts would be sent to the U. S. to live and work in rural communities, industry or government, or in our own less-developed areas, or to attend vocational schools or universities. This variation of response indicates the need for a built-in

Table 5-1

THE VALUE OF A COUNTERPART

Results from Questionnaires

Colorado State University, Fort Collins

Source	If you had a counterpart, did he make your work more or less effective?			If you had no counterpart, would one have made your work more effective?		Should Peace Corps Volunteers & Leaders be provided counterparts?	
	More Effective	No Difference	Less Effective	Yes	No	Yes	No
United Nations	60%	4%	0%	16%	20%	66%	12%
ICA	69%	6%	0%	6%	13%	87%	0%
Participants of Agencies*	62%	5%	1%	23%	12%		
Foreign Students						98%	1.5%

* This totals more than 100 percent because some respondents answered both questions indicating experience with and without counterparts.

flexibility in the country programs to permit a Peace Corps reciprocal program tailor-made for each country. It is only in such a manner that the needs of the countries can be met.

Living conditions and pay: - Persons interviewed in the country studies, both U. S. nationals and nationals of host countries, were agreed that the living conditions and pay scales of Peace Corps Volunteers should be adequate for the maintenance of health and morale, but not greatly inconsistent with that of the host country people with whom they would be working. There was a consensus that some extra precautions, such as vitamins and perhaps certain dietary additions (more fruits, milk, and vegetables, for example), might be advisable and would not be a source of friction or a barrier between Peace Corps Volunteers and the people with whom they were working. On the contrary, it was thought that such precautions would in some cases serve as an incentive to the nutritionally-deficient, low-income populations in most countries.

Types of Projects by Subject

As Hayes (1961:27) points out, the critical need of the developing countries for "middle manpower,"[1] such as could be supplied by Peace Corps Volunteers, covers a wide variety of subject areas. "We need this kind of assistance in almost any field you could mention," said an interviewee in one country. "We have an over-supply of trained technicians and of unskilled labor, but our technicians won't work in the villages or rural areas -- they haven't yet learned the dignity of labor -- and so there is no one to bridge the chasm between the people who know and the people who need to know." Another said, "We need to learn your 'method of invention' and techniques of problem solving, and it is quite possible that working side by side with young Americans may be the very best way of doing it."

The greatest need for Peace Corps Volunteers was found to be in the areas of Education, Community and Rural Development, and Health and Sanitation. In some countries, especially those in Africa and Southeast Asia, more than 50 per cent of the requests were for teachers. In the Latin American countries, more highly developed in most respects, the felt need for teachers was relatively small, but there was a greater need for young Americans to work in Community Development projects.

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[1] "Middle manpower -- men and women with enough education and training to undertake the wide range of operational tasks between the heads of organizations and their unskilled and semi-skilled laborers."

The following specific kinds of jobs which young Peace Corps Volunteers could perform, as determined by country studies and from other sources, give some indication of the potential variety and scope of activities for a Peace Corps program.

Principal project needs: -

1. Education (teaching English, science, literacy; adult education, vocational training, etc.)
2. Community and Rural Development (agriculture programs, problems of the home, building schools and roads, cottage industries, adult and youth clubs, etc.)
3. Health and Sanitation (nursing, laboratory assistants, mother and child care, mass vaccination, first aid, wells, latrines, malaria control, etc.)

Other project needs: - Other needs pointed out during the country surveys are as follows:

1. Agriculture (livestock improvement, improved garden and field crops, irrigation, tool care and maintenance, 4-H clubs, cooperatives, marketing, grain storage)
2. Engineering (irrigation, community water supply, flood control, roads, surveying, bridges)
3. Building and Industrial Trades (masonry, carpentry, electricians, machinists)
4. Home Demonstration (nutrition, food handling and preparation, sewing, food preservation)
5. Home Industries (weaving, handicrafts, pottery)
6. Public Administration and Industrial Management (government interns, administrative assistants, statisticians, accountants)
7. Secretarial (clerical, office organization)
8. Social Welfare (orphanages, welfare agencies, community centers)
9. Recreation and Leisure Time Activities (youth organizations -- such as Boy Scouts and 4-H, physical fitness, sports training)
10. Fisheries (marketing and handling of fish)
11. Forestry (reforestation, forest management)
12. Surveys and Research (social and economic, community, geological, topographical, hydrological, industrial)
13. Planning (municipal government, urban)
14. Community Planning and Development (schools, living units, community centers, developing water supplies)

Specific examples of the types of projects and the service which Peace Corps Volunteers could perform will illustrate how these young people could be fitted into existing country institutions, and how they could fill an existing manpower need.

The Artibonite Valley Development Project (ODVA) is Haiti's version of our own Tennessee Valley Authority (TVA). Already 55,000 acres of land are under irrigation, and will eventually total 80,000. The total Artibonite Valley project is a coordinated effort, with the Haitian government, own own ICA, and many private organizations working together to build self-help houses, reclaim land, dig wells, and improve crops and livestock. ICA technicians in the Artibonite cannot adequately reach the people with technical help, and they need young men with farm experience (with or without a college degree) to assist the people with all forms of community and rural development, including livestock improvement, better farming practices, digging wells, building houses, surveying, and organizing youth clubs. They also need young women to help the Haitian women with sewing, gardening, mother and child care, and sanitation. Young Haitian counterparts could work alongside the Americans, and learn by doing and through training schools.

In the same Valley of Artibonite is the Albert Schweitzer Hospital, operated by Dr. William Larimer Mellon and his wife. The Mellons operate the hospital with a small staff that daily cares for several hundred patients. Dr. Mellon realizes the acute need for preventive health education among the rural people, and feels that young Peace Corps Volunteers, carefully selected and carefully trained, could work in rural health clinics, teaching first aid and mother and child care, and assisting in mass vaccination projects. He is now using young Mennonite volunteers in the hospital.

In India, U. S. technicians working in the Block Development Program need Peace Corps Volunteers to act as assistants in matters of irrigation practices, vegetable production, fertilizers, use and repair of tools, pesticides, and similar projects. Young men with a farm background could fill a real need in this program by acting as the "middle manpower" and enabling technicians to give much more extensive assistance than is now possible, due to the limited number of technicians available.

In West Pakistan, the Pakistani advisor for the Village Aid project needs Peace Corps Volunteer women with Home Economics training to live and work with Pakistani supervisors in a pilot project for village women, assisting with programs of home improvement, sanitation, child care, cottage industries, recreational activities, and even grain storage and animal care.

The foregoing examples simply illustrate the types of projects which can be developed. There are many other projects which also can be developed in each of these and other countries.

Types of Projects: Technical Direction

Responsibility for the technical direction of the activities of Peace Corps Volunteers overseas may be exercised in several alternative ways. In some cases, volunteers may work directly in public or private institutions of the host country; in other cases they may be under the direction of U. S. or U. N. agencies, serving as helpers to technical assistance personnel; in still others, U. S. private agencies may be responsible for directing their work.

Through host country institutions: - Host country governmental institutions in the developing countries, such as Ministries of Education, Public Works, or Agriculture, are often the most critical areas of personnel shortage. An outstanding example of this is the teacher shortage in Nigeria. Peace Corps participants could be assigned directly to the Ministry of Education in Nigeria to teach in Nigerian schools, thus filling an urgent need for teachers while the Nigerian Government is training its own personnel. In Chile, to give another example, the Development Bank lacks trained researchers to carry out socio-economic surveys needed for regional planning. Young Americans could be assigned directly to the Development Bank to assist in these surveys and also to help train young Chileans as surveyors and researchers.

Through U. S. or U. N. agencies: - Our own ICA overseas program often finds itself blocked from progress in technical assistance programs by a lack of personnel to assist in taking technical knowledge to the level of the people. Where such a need exists, as for example in the extension Block Development Program in India, Peace Corps Volunteers could be assigned as helpers to U. S. technicians. Such an assignment would be particularly valuable in preparing Peace Corps Volunteers for possible future technical service with ICA, thus helping to meet an ever-present need for trained personnel in that organization. The limited funds and limited personnel of the U. N. confront it with a similar problem, and U. N. officials in some of the countries studied expressed a desire for young Peace Corps Volunteers to act as helpers to U. N. technicians.

Through voluntary agencies: - Many precedents have already been established for the use of young Americans in private voluntary agencies, as pointed out in Chapter 1. Because of their broad base of experience, it is probable that Peace Corps Volunteers could initially be utilized in the projects of such organizations more smoothly and efficiently than through other channels.

In many cases, projects carried out by voluntary agencies are undertaken in close cooperation with host country institutions; thus, for example, a team of International Voluntary Services workers might be attached

to a government agricultural experiment station. Private groups might also operate their own institutions -- such as schools or hospitals. Peace Corps Volunteers would fit into either arrangement.

Needless to say,the program of any group undertaking Peace Corps projects must be in agreement, objectively and operationally, with Peace Corps principles and goals, and should give assurance that such projects will meet the rigid restrictions established by the Peace Corps administration, including the prohibition of religious proselytizing.

Work camps or short-term projects: - Is there a place for short-term or work-camp projects, in contrast to the generally accepted concept of long-term projects for Peace Corps operations? It was the initial reaction, in the countries visited, that there was little or no place for work-camp projects. Most respondents, however, readily admitted that the privately-sponsored work-camp projects of the American Friends Service Committee, Crossroads Africa, Service Civil Internationale, and similar groups have been successful, and it is entirely possible that the objections to such projects could be met by establishing short-term projects only through private agencies such as AFSC, who have the background and demonstrated ability to handle them.

Such short-term projects might fill a real need by fitting into a country plan where a long-term project was unsuitable. Summer projects also provide an opportunity for participation by those who have not yet reached a terminal point in their education. It has also been suggested that short-term projects could serve as training grounds and as a basis for selecting volunteers who might wish later to participate in long-term projects. For example, Dr. J. S. Noffsinger, Executive Director of International Voluntary Services has said that some of the best qualified and most successful IVS participants have been recruited from the International Farm Youth Exchange program, a six-months exchange program of farm youth.

Project and Country Selection Factors

There are a number of established factors which should be considered in the selection of both the host countries for Peace Corps programs and the projects within those countries. Such consideration will enable the Peace Corps administration to maximize the potential for achieving Peace Corps objectives, and to minimize the possible failures. A certain percentage of failures or near-failures should be expected -- this is inevitable in the establishment of a new and dynamic action program -- but these can be minimized by careful planning and selection of the initial projects in the pilot countries. These factors, as brought out through interviews overseas, through the past experiences of the voluntary agencies studied, and through the opinions of individuals with overseas experience who were queried, are of such importance as to warrant careful enumeration:

1 An evidence of need is naturally basic to the choice of both host countries and projects within countries, as discussed earlier in this report. It is important to note that in some cases it may appear to the outside observer that what is wanted may not coincide with what seems to him to be needed. Large discrepancies of this nature may make it difficult to plan effective projects.

2. The level of the host country's economic and social development is of primary importance in the selection of both the country and the projects within the country. The ease of program implementation and potential program success will be influenced notably by the level of country development.

   a. Having the necessary established institutions within the country through which to work was ranked high in importance as a factor of success by the voluntary agencies. The newly-born countries of Africa, for example, will lack such organizations and institutions, and Peace Corps projects in these countries will require special planning and handling, thereby making program implementation more difficult. In such countries, however, well-planned Peace Corps projects with a strong "self-help" or local participation element, could give real impetus to creating new institutions. Harlan Cleveland (1960: 167), in advocating institution-building as an essential characteristic of country development, described it as "to build a government agency or a money-making firm or a school or a church that does not depend for its survival on a single personality . . . . The self-sustaining growth of institutions may prove to be the best available measure of effective performance by overseas Americans."

   b. The existence of sufficient locally trained personnel or counterparts is another important factor for success. The voluntary agencies, as well as the participants, considered the availability of counterparts an essential element to the success of both their own programs and that of the Peace Corps, see Table 5-1. A caution was given by most respondents, however, that Peace Corps Volunteers must not take jobs which are or could be filled by indigenous personnel, see Appendix B.

3. Another major factor to be considered in project selection is its relation to the country's total development plan and to existing U. S. aid in the country. It is obvious that to be successful a project must be in agreement with (and if possible an integral part of) the host country's plans for development, and that it must also not be in conflict with other U. S. aid programs in the country.

4. The attitude of the host country government and people toward a Peace Corps ranks high in the factors which will maximize or minimize program success. Trying to establish a Peace Corps program in a country where there is a high proportion of anti-American feeling is putting two strikes against its chances of success. Individuals interviewed and questionnaire respondents felt that initial projects, at least during the period when the Peace Corps is being established, should avoid such situations. Voluntary agencies gave top rating to the cooperation and support by the host country government and people as a factor of success or failure.

5. Government stability must also be carefully considered in terms of country selection. A Peace Corps program which must continually be revised to meet the changing policies of a new government will be inefficient and ineffective. For the Peace Corps to be the most effective, host country governments should be stable enough to permit long-range program planning and implementation.

6. An adequate project should have the potential of reciprocity. This was the consensus of persons interviewed abroad and at home, and has been discussed earlier under Host Country Interest. This factor will not be difficult to find in potential projects, due to the prevalent interest of young people in coming to the U. S. Because of the probable effect of a reciprocity program element in terms of good will, the Peace Corps should give this factor careful consideration now. A discussion of the need for a reciprocal program with individuals from other countries will disclose what an impact the inclusion or omission of some form of reciprocity will have on the Peace Corps image overseas. The lack of both time and finances has not permitted more than a superficial study of this aspect of the Peace Corps by Colorado State University, but a further intensive study should be made of possibilities in this area at once.

7. The possible living conditions and health hazards for Peace Corps volunteers is yet another element that will affect the potential success of a program. Living conditions will vary greatly from country to country, and even within countries. The overseas studies, however, brought out the fact that adequate living and health conditions are possible in most places with careful planning.

8. Language requirements are an essential part of country and project selection. This requirement, as mentioned in Host Country Interest, was considered in all the countries visited to be a necessary factor for program success.

Whether young Peace Corps Volunteers need to learn Swahili or Urdu or the Mapuchi Indian dialect, or whether they will be working in a country where much of the population speaks English (or even French or Spanish), will make a considerable difference in ease of implementation of a project. Difficult language requirements involve additional costs and time, and reduce the possible number of Peace Corps participants. Those in charge of project selection will need to decide whether the ultimate benefits will outweigh the immediate difficulties of such programs.

9. A major factor in country and project selection which will aid in maximizing the potential for achieving objectives is the impact or influence outside of the immediate group. It has been suggested by some persons that initial projects should have "visibility," or visible, tangible results, i.e., a school, a bridge, or a road, in order to have the most impact on the host country and its people -- and this approach has merit. In the middle of Kabul, capital city of Afghanistan, there is a section of paved street, given to the city by the Russian government. Anyone who has ever walked through the mud or the dust of the streets of Kabul, and who suddenly comes upon this delightful phenomenon, will never forget the impact of this very visible form of foreign aid.

   On the other hand, should you visit any one of dozens of villages in the Philippines, some Filipino is sure to ask if you knew "John Doe" -- a member of the Thomasite group who taught the villagers literacy after World War I. Harold Row (1960) has said, "The success of the Peace Youth Corps will depend not as much on the number of projects nor on the number of American youth involved, as on the solid achievements of the program. Growth of the Corps should come through experience and achievement rather than through popular recruitment programs and propaganda media."

10. A <u>foreseeable terminal point</u> for projects has been suggested by a significant number of interviewees, both in the U. S. and overseas, as a pertinent factor in project selection. This idea is inherent in the Peace Corps concept and objectives. The Nigerian secondary-teacher project, using Peace Corps Volunteers as secondary-school teachers, would terminate when Nigeria had trained indigenous teachers to supply the demand. On the other hand, Peace Corps programs must have continuity, and project activities should be planned (as parts of existing institutions) so as to continue beyond the termination of Peace Corps participation.

Pilot Programs

One of the principal points of agreement among interviewees and respondents to questionnaires -- U. S. and overseas -- was that the Peace Corps should be initiated through pilot projects. Since the future existence of the Peace Corps will no doubt hinge on their success, they will need to be especially carefully planned and carried out. In general, there was agreement that they should have the following characteristics:

1. Pilot projects should be small in size and more intensive than extensive.
2. Their general and detailed objectives must be clearly defined.
3. They should have observable, tangible effects.
4. Location of such projects should be in an area presenting manageable difficulties in terms of health hazards and living conditions.
5. All initial projects should be carried out through well-established country institutions.
6. Pilot projects should have a great degree of flexibility and adaptability built into them.
7. Continual research and evaluation on pilot projects is a necessity, in order to adjust the project where necessary and to insure future successes.

Summary and Conclusions

The following are summary and concluding statements based on both the studies in the host countries and the questionnaires completed by U. S. nationals and host country nationals:

1. The fact was established that host country nationals are very receptive to the Peace Corps, provided that the Peace Corps Volunteers and Supervisors are very carefully selected and trained, and that great care is taken in planning and operations.

2. The use of counterparts and the establishment of an element of reciprocity is important for attaining Peace Corps objectives of:

   a. Increasing mutual understanding and respect, and
   b. Building institutions and developing human resources.

3. The program should be initiated in terms of pilot projects, intensive and adaptable in nature and an integral part of existing country institutions. The need for continual evaluation and adjustment of these pilot projects was also emphasized.

4. Heavy emphasis was placed on the need for:

   a. Careful selection and orientation and training for Peace Corps Volunteers,
   b. A bi-national plan of implementation,
   c. Host country support in a variety of methods,
   d. Careful attention to institution building,
   e. Use of counterparts and an element of reciprocity, and
   f. Peace Corps Volunteers should live on a level not inconsistent with the people with whom they are working.

5. The outstanding country needs for assistance are in education, community and rural development, and health and sanitation.

6. The factors to be considered in country and project selection should include:

   a. An evidence of need,
   b. The level of the country's social and economic development,
   c. A foreseeable terminal point,
   d. A cooperative attitude from the host country government and people,
   e. Host government stability,
   f. A potential for reciprocity,
   g. Health and living conditions,
   h. Language requirements,
   i. The possible impact on the host country and its people, and
   j. The relation of the project to the country's total development plan and existing U. S. country aid.

7. The guidance factors and recommendations presented in this chapter, in the final analysis, can be summarized, in terms of the responses of those interviewed, to "plan carefully, start slowly, select and train the volunteers judiciously, see that they fill a felt need, and, above all, keep the program <u>flexible</u> and <u>adaptable</u> and subject to constant evaluation and adjustment."

Chapter 6

ORGANIZATION AND OPERATING PROCEDURES

There are sharply differing views on the organization and operation of the Peace Corps. In the course of this study, extensive discussions were held with those experienced in organizational matters, both in and out of the Federal Government, at home and abroad. Unlike the general agreement on many other major aspects of the Corps, opinions on this matter fall widely along a continuum reaching from a wholly private program to a program completely integrated in the United States Government overseas aid operations. Table 6-1 indicates the great range of positions taken by those questioned regarding this point.

What follows in this report is a plan which embraces elements of many proposals. Although this hybrid may displease administrative purists, it should help insure success in achieving objectives by bringing together the resources and experience of both public and private groups here and overseas. It seeks to build into the structure of the Corps the fundamental characteristics described in Chapter 4 while providing the flexible form and procedure needed in a new program.

Relations of the Peace Corps to the United States Government

There are two principal questions: the financial relationship and the organizational relationship.

On the first point, there have been very few who have held that there should be no financial connection at all. Their argument is that any relationship of the Peace Corps to the United States Goverment will "contaminate" the Corps and make it ineffective abroad. This is because they feel it will be identified with Cold War politics and thus will be an object of suspicion among people in underdeveloped lands who are seeking to remain neutral.[1]

Most of those consulted in this study have agreed, however, that the Corps must be largely financed by the Federal Government. This is because no private resources are great enough to undertake a truly national program on a substantial scale. Serving a variety of objectives of benefit to the whole nation,

[1] Some argue that only the United Nations can use United States money and make it "pure". This matter is discussed in a later section of this chapter dealing with a United Nations Peace Corps.

Table 6-1

RELATIONSHIP OF PEACE CORPS TO THE U.S., THE U.N., AND PRIVATE AGENCIES *

Results from Questionnaires

Colorado State University, Fort Collins

	Percent Reported by Personnel of:			Percent Reported by Personnel of:			Percent Reported by Personnel of:		
	UN	ICA	Related agencies	UN	ICA	Related agencies	UN	ICA	Related agencies
	U.S. Government			United Nations			Private Agencies		
Should Peace Corps be related to?	64	94	78	56	13	48	40	44	78
Should an existing agency be utilized?	60	69	37	36	6	33	36	13	63
New agency?	0	31	37	0	6	11	0	0	11
Item to be furnished									
Transport	72	94	59	36	0	15	8	31	4
Money	64	94	74	32	0	18	12	37	11
Material & equipment	60	94	55	36	0	22	8	37	11
Personnel	64	94	33	36	0	18	16	44	48
Supervision	60	94	26	48	0	18	20	37	52
Advice	60	87	44	56	0	37	24	44	44
General expediting	60	83	37	44	0	18	16	37	37
Orientation & training	64	87	41	48	0	22	20	37	55
Other	4	13	7	0	0	0	0	6	11

* Table reports only affirmative responses.

it seems appropriate that the Peace Corps should be a responsibility of the nation and be supported by the public treasury.

This does not mean, of course, that Federal support need be direct or even overt. There are dozens of examples in our national life of Federal financial aid-- to states for highway building, to universities for curriculum improvement, to non-profit organizations for hospital construction -- where operational responsibility remains with the aid recipient. Nor does Federal support mean that support from other sources is in any way eliminated. Federal aid normally matches, not replaces, funds raised in other ways. The danger of vitiating the Peace Corps' effectiveness overseas by such Federal financial support can be largely obviated by non-governmental operating procedures, as described in the following section, and as demonstrated by the success of the International Voluntary Services, The Unitarian Service Committee, The Near East Foundation and the many others who have worked abroad under government contract. Moreover, since the Peace Corps is likely to be a fairly popular enterprise, why not let credit for it accrue to the United States Government, as well as to private groups?

There is far less agreement among the experts consulted in this study on the organizational relationship of the Peace Corps to the Federal Government, although a majority favored a connection of some kind. Those who did not argued generally along the lines of those who wanted no financial relationship: the distrust which an "official" label would tend to generate would offset whatever benefits might be achieved. Again, proponents of a government agency responded by emphasizing the national purposes which the Peace Corps could serve and the use of private organizations in actual operations.

The place of the Peace Corps within the organizational pattern of the Federal Government has also been widely debated. Some have argued for an independent agency reporting directly to the President, holding that this would dramatically identify the Corps as a new approach in United States foreign relations and give it the freedom to act imaginatively outside the traditional patterns of foreign policy. Others have suggested for somewhat the same reasons that the Corps belonged in an agency like the Department of Health, Education and Welfare, separated from the diplomatic bureaucracy.

The largest number, however, have favored placing the Corps within the complex of agencies now comprising our foreign aid program while preserving clearly its separate identity and mission.

The disagreement over the proper location of the Peace Corps is hardly surprising in view of the constant uncertainty regarding the proper locations of the other agencies aiding underdeveloped countries. The present International Cooperation Administration , for instance, may be traced back to two major predecessors -- the Mutual Security Administration, an independent agency, and the Technical Cooperation Administration, part of the Department of State. Ten years ago, both were coordinated by a Director for Mutual Security; in 1953 they were merged in an independent agency, the Foreign Operations Administration; in 1955 FOA became ICA and was placed within the Department of

State as an "autonomous" agency. In the meantime, new agencies have been created, such as the Development Loan Fund (which is now a government corporation), and new efforts have been made to bring about coordination at the White House level. Administratively, however, the aid program remains extraordinarily complicated.

At the time this report is made, the Kennedy Administration has not yet revealed in full its own plan for reorganizing the administration of the foreign aid program. It is expected, however, that the program will remain within the general policy direction of the Department of State and that much greater emphasis will be placed on an integrated approach to all forms of assistance for each country; that is, grants, loans, technical assistance, "Food for Peace", etc., will be drawn together into an individually tailored country program. The Peace Corps could be one of the resources on which such a coordinated program would call.

This report endorses this general approach as the soundest method by which the Peace Corps should ultimately be organized. It does so, because, on balance, it seems most important for Peace Corps undertakings to be closely related to all other aspects of development assistance operations. The job to be done is too big for either the United States or the host countries to waste any resources on efforts not clearly relevant to priority needs.

To be wholly effective, however, the Peace Corps must be more than a specialized personnel branch of the overall aid agency. It must have a voice in general policy planning and certain autonomy in operation at home and abroad. These features are described in the following sections.[2]

Organization of the Peace Corps in the United States

The Peace Corps should be established by law as an agency of the Federal Government within the overall framework of our foreign economic and technical assistance program. It should be headed by a Director of stature, appointed by the President with the advice and consent of the Senate. There should be an Advisory Board, composed of distinguished Americans drawn from all areas of public life (but not specifically representing agencies working on Peace Corps projects).

The principal alternative suggested for this administrative pattern is an agency headed by a board, rather than an individual. Such a board -- similar to the Board of Foreign Scholarships which administers the Fulbright Program, or the National Science Foundation -- would be composed of citizens identified

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[2] In its initial stages, there may be some merit in allowing the Peace Corps an even greater measure of autonomy. As an experimental program it should not be unnecessarily shackled in developing new operating methods. Once well established, however, the Peace Corps must clearly be closely related to overall U. S. development assistance operations abroad.

with all the major aspects of the Corps program. An administrative head of the agency would be appointed responsible to the Board.

The major argument in favor of such a board is that the operating procedures (described below) involve so many elements in American life that it is essential that they all be represented at a policy-making level. Moreover, it is argued that a board could have enough independence, even with the Peace Corps within the overall foreign aid agency, to prevent the possible absorption of the Corps and its loss of identity in the total aid program.

Against these views, however, is the constitutional fact that the President of the United States bears the responsibility for United States foreign policy and that a clear line of authority must run from him to his subordinate officers. Interposing a board with policy-making powers might deflect this authority in a program where very close coordination with other phases of U. S. foreign policy is essential. If the board should abdicate its responsibilities, as boards sometimes do, it would create a difficult situation for its executive officer while still hindering control from the top.

The Advisory Board provides both the representation and the means of preserving identity without sacrificing control. While such a board can become quiescent or can allow itself to be manipulated or can be made ineffective by filling it with second-rate members, the Peace Corps will have enough of a "constituency" to make it fairly certain that the Board will be kept alert. To keep it from being controlled by distinctly organizational interests who have a direct "client" relationship with it, however, its members should be drawn widely from among all parts of the population: business, labor, agriculture, education, religions, etc. A lower, operational level provision should be made for representation of specific participating groups in advisory capacities.

Substantive Divisions of the Peace Corps

The three major substantive divisions of the Peace Corps would be:

1. Field operations,

2. Long-range planning, research and evaluation, and

3. Selection, orientation and training.

Since the Peace Corps would be a unit of the overall aid agency, the first two of these divisions -- field operations and long-range planning, research and evaluation -- would be very closely related to the operations and planning-research divisions of the overall agency. These Peace Corps divisions would also be able to call on the advice and services of other specialists attached to the central office of the overall agency such as functional experts in agriculture,

public health, education, etc., and administrative personnel in budgeting, legal affairs, public information, etc.

The field operations branch of the Peace Corps would have two main divisions:

1. A series of regional and country "desks" which in a sense are merely "branch" offices of the central regional and country program units, and

2. Offices for handling the actual implementation of Peace Corps projects in several different ways.

These various channels represent the distinctive feature of the Peace Corps approach to overseas operations.

There are four principal ways in which the Peace Corps should carry on its programs:

1. By making grants to non-profit organizations and institutions to carry out approved projects;

2. By making contracts with non-profit organizations and institutions to carry out approved projects;

3. By assigning Peace Corps volunteers to work with ICA technical assistance experts and advisors;

4. By assigning Peace Corps volunteers to work with United Nations and other international organization technicians.

A fifth method which has been often suggested is that the Peace Corps itself should be a direct operating agency. Like many of the matters considered in this chapter, opinions differ on this point. One view holds that wholly indirect operations will deprive the Corps of its potential effectiveness as a new and different approach by identifying it with on-going programs. The other argues that the United States already has too many separate agencies engaged in foreign operations and that the Peace Corps' special role can be easily maintained without adding yet another organization with which a foreign government must deal. When direct government operations are considered desirable, Peace Corps Volunteers could usually be fitted into existing ICA programs without much difficulty; to start a new program might only intensify the antagonism which direct government programs might arouse. This report endorses in general the latter argument and recommends that, save in exceptional cases, the Peace Corps do not undertake direct operations.

Operational Use of Non-Governmental Organizations

The advantages of using non-governmental organizations, such as universities, relief organizations, religious groups, professional societies, etc., for Peace Corps operations are many, and it is the predominant view of those consulted in this study that the maximum possible use should be made of these groups. There are several reasons for this:

1. Some of these organizations have done essentially the only Peace Corps-type work yet undertaken by American citizens. Their know-how is a valuable asset in getting the new program going with a minimum of mistakes. They have machinery already established which can be expanded with considerably less difficulty and less expense than setting up brand new procedures. Government staff in Washington and overseas could be held to a minimum size.

2. In many of the less developed countries, non-governmental American organizations find a warmer response and a wider acceptance than do "official" American operations of any kind. This is particularly true in so-called "neutral" countries, yet these may be the very countries in which the Peace Corps could do the most good in breaking down barriers of mutual suspicion and misunderstanding.

3. One of the principal objectives of all our foreign assistive activities is to aid in the creation of permanent "institutions" for future self-sustaining development. In this endeavor U. S. non-governmental organizations have a major role to play since they themselves constitute some of the most important "institutions" of our own society. By their very nature they tend to carry with themselves and transmit to others the initiating and operational skills of individuals engaged in voluntary, non-compulsory, cooperative efforts. These are skills urgently needed in many less developed countries.

4. Non-governmental organizations can frequently act with more flexibility and less "red tape" in grasping opportunities, meeting emergencies, and adapting to changing conditions. The Peace Corps should always be experimenting with new approaches and voluntary groups can be used more easily than government as "guinea pigs".

5. In case a Peace Corps project proves unsuccessful for any reason, it will be less damaging to the reputation of the United States if it is not identified as a purely official one.

Participation of Religious Groups

One special problem arises in connection with Peace Corps funds being made available to religious organizations. Would such financing violate the constitutional line separating church and state? The best evidence, based

on existing practice and Supreme Court decisions, suggests that it would not, provided three relatively simple conditions were met:

1. That the religious group engage in no proselytizing;
2. That there be no discrimination by the Peace Corps among private groups on religious grounds; and
3. That no Peace Corps Volunteer be forced to take part in any Peace Corps project sponsored by a religious group against his will.[3]

In order that private organizations can operate effectively under the Peace Corps label there must be a clear agreement between the Peace Corps and the cooperating agency setting forth the conditions under which a project must operate. Normally grants would be made upon an exchange of letters of understanding and would be available only to well established organizations already engaged in Peace Corps-type work who desire to expand their existing operations. A contract should be the more usual relationship and would always be used for new organizations and new projects. There must be a clear delineation of the responsibilities of the participating voluntary agency under whichever relationship a project is carried on. Despite their many advantages, experience has shown that private groups may not always be sensitive to the changing needs of a total country program and may become overcommitted to particular operating principles.

Great care must be taken, however, not to let the Peace Corps contract system get enmeshed in the incredible amount of red tape which has handicapped university and non-profit organization relationships with the ICA. There are ample precedents throughout the Federal government for flexible and speedy contracts.

Assignments to ICA or International Organizations

In cases where the Peace Corps assigns personnel to the International Cooperation Administration (or to its successor technical assistance agency), ICA would assume operational responsibility for their utilization. The same would be true for assignments to the United Nations or any of its specialized agencies.

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[3] Nevertheless, some observers feel that for reasons of overall government policy, there should be no federal financial support to Peace Corps operations by religious groups. Consideration should therefore be given to the possibility of establishing a wholly privately financed Peace Corps Foundation to operate side by side with government programs and to support the Peace Corps activities of religious organizations. Unfortunately one precedent for such a foundation -- The People-to-People Foundation set up in 1955 -- failed to secure adequate resources to operate effectively and was abandoned.

There are strong reasons why some Peace Corps Volunteers should be made available to help in carrying out U. N. assistance programs. Doing so would strengthen the U. N. as an effective operating agency and thus generally build up its reputation. It would help the U. N. get experience for creating its own Peace Corps. It would encourage other economically advanced countries to make available volunteers also. And it would enable the Peace Corps to provide manpower in countries where direct U. S. operations might be difficult for political reasons.

Side-by-side with the operations part of the Peace Corps would be its long-range planning, research and evaluation and its selection, orientation and training divisions. The substantive questions to be handled by these divisions are discussed in Chapters 7, 8, and 13 of this report. As indicated in these chapters, a major part of this work too could best be undertaken by non-governmental organizations and institutions, operating on contract with the Peace Corps. Regional offices may be needed to handle some aspects of personnel selection.

Advisory Committees

The description of Peace Corps organization and operations would be seriously incomplete without including the lower level advisory committees which were widely recommended during this study.

One such advisory committee might be composed of university representatives. Another committee would be composed of representatives of voluntary groups. Both committees could give advice on general standards and procedures and would serve as effective channels for handling complaints and transmitting information between the Peace Corps agency and the participating non-governmental institutions. Tapping the wisdom of these organizations in a systematic way could keep a fresh flow of ideas coming into Washington headquarters and would help build an informed "constituency" for the Peace Corps.

One technique found valuable in a number of government agencies (such as the National Institutes of Health and the National Science Foundation) is the use of smaller panels of outside experts who could give advice on how specific projects might be handled. This same approach might be feasible for the Peace Corps.

In addition to advisory groups on operational matters, there should be similar bodies, drawn from professional circles in and out of the government, on selection, orientation and training, and research and evaluation problems.

Organization and Operations Overseas

One of the essential characteristics of a successful Peace Corps which this study has identified is that its operations overseas must be planned and supervised jointly by the United States and by the host country. If other nations, or if international organizations, such as the United Nations, engage in Peace Corps activities, then they too should have a part in developing the total Peace Corps program and in guiding total Peace Corps operations in each country where they are involved.

It is a fundamental principle of the U. S. foreign aid programs that assistance is given only to those countries who request it and with whom we agree on certain conditions regarding its effective use. These conditions -- concerning, for instance, proper accountability for funds -- have been found widely acceptable and should be continued in the basic agreement regarding the Peace Corps to be signed initially between the United States Government and the government of each participating country. In no case, of course, should these agreements attach "political strings" -- that is, offer Peace Corps aid in return for support for some other element of United States foreign policy. It should remain, however, an easy matter for either country to terminate the agreement whenever it desires to do so.

Within the framework of this basic agreement, there needs to be established a mechanism for insuring that all Peace Corps projects, in planning and execution, are systematically related both to:

1. The total country aid program of the United States Government, and
2. The over-all economic and social development plans of the host country.

Neither side can afford to waste resources in projects which are not closely tied to a carefully designed step-by-step approach to the development job.

The Bi-National Commission

The very nature of such a comprehensive effort necessarily involves many agencies and organizations, public and private in the United States and host country. To insure the proper coordination in a spirit of mutual involvement, this report recommends as a general practice the creation of a permanent bi-national commission in each country, composed of an approximately equal number of U. S. and host country representatives, governmental and non-governmental. This commission would have two primary responsibilities:

1. To develop long-range and annual plans for the utilization of Peace Corps volunteers in the host country in relation to total country development and U. S. assistance programs;
2. To supervise Peace Corps operations in that country.

Serving the board in an administrative capacity would be a staff headed by a full-time executive director.

The members of the Commission would be appointed by their respective governments. Representing the United States there would be U. S. Embassy and Mission personnel, one of whom would be the Peace Corps official country representative, representatives of other aid agencies (such as ICA, Development Loan Fund, Food for Peace, etc.), agricultural, labor or other attaches and the U. S. Cultural Affairs officer; representatives of non-governmental organizations (such as relief agencies, foundations, religious organizations, etc.) operating in the host country; and representatives of the American business, industry, educational and journalistic communities not directly involved in Peace Corps work. Similarly, host country representatives would include government personnel from the central economic planning agency and from various ministries, such as education, public health, agriculture, industry and labor, etc.; and non-governmental members from educational, industry, labor, professional and other groups. The board should be representative of more than the capital city of the nation. In time, it should have members who have participated in Peace Corps projects, as volunteers or counterparts.

Proposals for Peace Corps projects in any country, no matter where or by whom initiated, would be submitted to the bi-national commission. The commission, taking into account the factors described above in Chapter 5 on project selection, would recommend a total Peace Corps program for the following year and secure the approval of the host country government. This recommendation, with projects listed in order of priority, would then be submitted to Peace Corps headquarters in Washington. Washington would consider the proposal in terms of total resources for the Peace Corps program, relative balance among various nations, relationship to other elements of the foreign aid program, availability of the type of manpower requested, etc.

The various country programs would then be fashioned into the Peace Corps budget request, processed through the Bureau of the Budget, and submitted to Congress. Any Congressional changes in the amount requested would necessitate adjustments in the country allocations in accordance with the project priority list.

Actual implementation of the approved project would then be initiated using the various operational methods described earlier in this chapter. While the bi-national commission would not directly negotiate the operational agreements, it would sign contracts (jointly with the Peace Corps and the operating agency) and would have general oversight of projects under way, making sure that they are being carried out as planned, taking part as appropriate in developing training and orientation programs for incoming volunteers, assisting in evaluation and research activities, and serving as a channel of public information.

The commission would be composed of individuals whose principal responsibilities lie elsewhere. In selecting its membership, care should be taken that men and women of sufficient stature are appointed to assure the board's independence and respect, but who are not so busy that their attendance is irregular and their interest superficial. The key to the board's successful functioning would be the quality of its staff, especially its top executive officer. He might be either an American or a national of the host country, and he should have adequate staff assistance. The commission's administrative expenses should be borne jointly by the two governments.

Attached to the United States Embassy, as a part of the foreign aid mission, should be a representative of the Peace Corps agency. He would normally be the principal U. S. representative on the bi-national board and might serve as its co-chairman. He would serve as liaison officer with the board's staff and would handle all its requests for administrative and logistical support from U. S. government sources for Peace Corps projects. This support might consist of such items as handling the disbursements of funds, the arranging of transportation, the providing of medical care, and so forth.

A bi-national board of the type here suggested is open to several weaknesses. It gives formal status to interests which tend to develop a vested stake in a relatively stable and inflexible program. It promotes bargaining and compromises which may not actually serve the best interests of the host country. In some countries with a severe shortage of high-level manpower it may not be feasible at all. In others, the Peace Corps program may be too small to justify it. Certainly it must not be considered the only possible method of Peace Corps operations overseas.

Yet, its potential drawbacks are offset by certain strengths. Peace Corps Volunteers, unlike all other U. S. aid personnel, are going to be in jobs which are clearly "internal affairs" of the host country. This deep involvement in a country's domestic activities suggests the importance of having an institutionalized method to insure mutual planning and oversight from the very beginning. As noted earlier, the board also would make possible the representation of the many elements concerned with the Corps and would facilitate the development of a coordinated plan for the most efficient use of volunteers. It would help build a "constituency" for the Peace Corps, it would assist in strengthening the capacity of the host government to plan and carry out development projects, and it would encourage larger contributions from the host country. The whole program would benefit from the full participation of host country personnel in all its aspects.

The general success of the bi-national approach in administering the Fulbright program of educational exchange serves to strengthen the case for such a joint board. United States Information Agency bi-national cultural centers have also worked well. The experience in Latin America with a somewhat different instrument -- the "servicio," a joint U. S. -host country technical service -- also demonstrates that such an approach can operate with unusual efficiency.

Supervision of Peace Corps Activities

The importance of proper supervision of Peace Corps Volunteers in the field has been stressed by almost every respondent. While the bi-national commission would have general oversight over all operations, direct supervisory responsibility would be exercised in two principal ways:

1. Technical supervision, as explained in Chapter 5, would be provided by the agency to which a Peace Corps Volunteer was assigned for actual work -- a host government agency, a U. N. mission, a private U. S. relief organization, a university, etc.

2. Personnel supervision would be the leadership which carried on the continuing on-the-job orientation program for volunteers; which arranged morale-boosting activities (weekends, vacations, etc.); which helped Peace Corps Volunteers with personal, health, and housing problems. This would be the responsibility of the actual operating agency - a voluntary agency, a university, the ICA mission, etc. This leadership would be one of the most important elements in determining the success of any project. The Peace Corps representative in the U. S. aid mission would be the contact point for certain logistical support when needed: transportation, medical care, etc.

A Sample Project

To clarify the organization and operation of the Peace Corps as here proposed, the following section will describe a purely hypothetical project from its inception to its completion. Because of the Peace Corps' many operating channels and great variety of projects, this case cannot be called "typical"; it is merely illustrative of one of several ways in which the program might operate.

The demand for vocational teachers in the high schools of the newly independent country of Tropicana is mounting rapidly, as the country is expanding its school system to meet the need for better trained workers in agriculture and industry. It is apparent that it will be some years before Tropicana has an adequate supply of such teachers.

The Tropicana Ministry of Education therefore considers the possibility of securing 25 young Americans to teach vocational education in secondary schools and submits a detailed request to the Tropicana-United States Peace Corps Commission for this assistance.

The Commission staff examines the proposal in the light of the general educational development plan for the country, its relationship to other forms of aid, and all the other factors mentioned elsewhere in this report, and

after certain modifications, recommends Commission approval. The Commission submits the modified project to the Tropicana Ministry of Education for formal approval by the host government, and then forwards it as part of the country Peace Corps plan through the U. S. Embassy to the Tropicana "desk" of the overall U. S. Aid Agency. This desk, in turn, forwards it to the Peace Corps office which handles Tropicana matters.

Peace Corps headquarters will probably already have heard of the project informally both because of a preliminary report directly from the Peace Corps liaison officer in Tropicana and because a representative of the University of West Dakota who has recently been in Tropicana has talked it over unofficially with the Peace Corps University Relations Office in Washington and suggested that the University of West Dakota receive a Peace Corps contract to do the job. Intra-governmental discussions follow: with the overall aid agency Tropicana Desk to make plans for the setting up of a training program for indigenous personnel to parallel the Peace Corps project; with Vocational Educational specialists of the aid agency to make sure that the proposal is technically sound; with State Department political specialists. The University Peace Corps Advisory Committee also considers the proposal along with all the others involving possible University participation to make sure it meets the standards it has developed for effective performance. Finally, it is determined to offer the project to the University of West Dakota under contract. The project is then submitted to the central country desk of the overall aid agency for final approval and for inclusion in the country program which, along with all other country programs, goes into making up the budget request to Congress.

Assuming that an adequate appropriation is made, the project is referred back to the U. S. -Tropicana Bi-national Commission for final approval, particularly to make sure that the Tropicana Government has appropriated enough funds in its budget to carry out its share, if any, of the project. The Peace Corps and the U. S. -Tropicana bi-national board then jointly sign a contract with the University of West Dakota to undertake the project. The contract stipulates that the University may select its own volunteers from among its own graduates, in accordance with Peace Corps standard criteria, and if it cannot locate enough qualified people then the Peace Corps' own application files will be available to it. The contract further specifies that the University must carry out at least one month of special brush-up training in vocational education and then must send its volunteers to a 3-month general orientation program run by the neighboring University of East Dakota under contract with the Peace Corps.

At the request of the University of West Dakota, the Peace Corps Transportation Office makes arrangements for government transportation to Tropicana. Upon arrival, the volunteers are housed at the Tropicana National University for two months while they receive an intensive orientation to life in the country

carried out under the direction of the bi-national Peace Corps Commission. They are then sent in groups of two or three to eight of 10 secondary schools in various parts of the country to begin teaching.

While teaching, they are under direct technical guidance of the principal of the high school where they teach. They receive their maintenance from the Tropicana Government as its share of the project cost. A representative of the University of West Dakota is their supervisor for all personal matters, while the staff of the bi-national board provides over-all administration. Regular reports on the project are submitted by the University of West Dakota representative to the bi-national commission so that it may evaluate the work being accomplished. Similar reports are submitted to Peace Corps headquarters in Washington through the U. S. Embassy.

The Role of Other Economically Advanced Nations

From the beginning of this study, many voices have held that the Peace Corps should not be solely a United States venture. The United States Government is presently encouraging other economically advanced nations to increase their assistance to underdeveloped areas; should not these nations also be urged to establish Peace Corps of their own?

To this question the answer has generally been "yes". The United States alone clearly cannot meet all the needs of the less developed lands for junior skilled personnel and in some areas -- where special language competence is needed, for example -- its supply of potential qualified Corpsmen may be very small. There is ample evidence that in many ex-colonial territories, now independent, the former metropolitan powers are genuinely popular. Young Britons or Frenchmen may fit more easily than Americans into the new countries of the British Commonwealth or the French Community. Certainly the experience of the British, Australian, Dutch and German programs described in Chapter 1 suggests that other countries have a supply of interested volunteers to take part in individual National Peace Corps. Several Western European governments in fact have already expressed an interest in such an effort, while private groups, such as the Koerner Foundation in Austria and the Canadian Overseas Volunteers in Canada, have also planned new programs.

The Peace Corps and the United Nations

Most endorsers of the Peace Corps idea, however, believe that it is not enough merely to encourage other countries to set up their own bilateral version. What is needed, they maintain, is a truly international Corps, organized and operated under the aegis of the United Nations. A respectable minority of opinion goes even further and suggests that the entire operation be multilateral, with no individual national programs at all.

The arguments in favor of an international Peace Corps under United Nations auspices include those briefly advanced earlier in this chapter in

discussing the assignment of U. S. Peace Corps Volunteers to work with existing U. N. technical assistance programs. They fall in three categories.

The first reason for favoring a multilateral Peace Corps is that it would give additional strength to the United Nations and its specialized agencies. U. N. efforts in the economic and social field stand out as notably successful in contrast to the failure of the organization to solve some of the political problems before it. Adding a Peace Corps element to existing programs aimed at aiding underdeveloped countries would make U. N. assistance more effective and thus help raise the prestige of the organization in all its activities. Moreover, membership in a U. N. Peace Corps could imbue those taking part with a special appreciation of the organization and develop through them a wide public understanding of it.

Secondly, a U. N. program would avoid the dangers put forward this year by a United States church group:

> "To initiate a United States Program at this moment of history, without the fullest possible cooperation and participation by other nations to which young people might go, could well be interpreted.... as 'intervention' or an expression, either naive or subtle, of 'a more sophisticated sort of imperialism' ... The less unilateral initiation and pressure by the United States, the better. In every instance, a program must be as fully THEIR program as OUR program."

The United Nations simply because it is an international organization in which all countries have an equal voice can avoid the stigma of a "donor-recipient" relationship which even the most carefully planned bilateral program finds difficult to escape entirely. For the same reason the U. N. can usually get more deeply involved in a sovereign government's "internal affairs" than can the United States -- and it is in internal government programs that many Peace Corps members will be working. In short, for many new countries, the U. N. is a more acceptable method of providing assistance.

A third benefit of a U. N. approach is that it can encourage financial support and individual participation from many countries, thus widening the source of talent and sharing the financial cost. Moreover, it would provide a ready-made mechanism for developing the kind of reciprocity which must in due time characterize the Peace Corps. The United Nations and its associated agencies already epitomize the concept of mutual help and thus it should be relatively easy to work out a plan through which the economically less advanced nations could offer their contributions to the more developed countries.

Yet this evidence of the United Nations utility in promoting the Peace Corps idea is not wholly convincing to some observers. As one of these, Professor John Useem, wrote recently (1961):

> "The UN type of enterprise may seem on the surface more 'international' in spirit, but by this very character the administrative problems generated for these so engaged are immense... UN agencies lag far behind the U. S. agencies in organizational planning, staff training, field support and leadership. From the standpoint of the receiving country, an American is identified as one whether or not he comes under the sponsorship of the UN or U. S. enterprise and thus this is not a decisive factor in appraising the indirect benefit to the United States or the political gain of an international undertaking in contrast to a bilateral program."

Actually, the question of U. N. participation need not be decided on an "either-or" basis. There is ample precedent for a "both-and" approach which can capitalize on the virtues of both bilateral and multilateral programs. There is no reason to sacrifice one for the other.

During this study an unofficial survey was made of the opinions of 29 representative U. N. delegations (from all parts of the world) and of nine key U. N. Secretariat members on their general reactions to the idea of an international Peace Corps. The survey showed:

	U. N. Delegations	Secretariat
Enthusiastic	6	2
Interested	13	3
Mildly interested	7	4
Not interested	3	0

These same people were also asked what organizational form such an international enterprise should take. The responses were as follows:

	U. N. Delegations	Secretariat
An international non-governmental organization	4	1
Incorporation in existing U. N. and specialized agency programs	18	6
A new autonomous agency in the U. N. family	2	1
Other	5	1

Summary and Conclusions

Opinion varies widely on the proper organization of the Peace Corps. Most of those consulted favored an organizational connection with the U. S. Government, viewing the Peace Corps as an important new component of foreign policy, serving national purposes, and appropriately drawing on the wide resources of the Federal Government. A substantial minority, however, preferred the Peace Corps to be a private venture -- although with government financial support -- believing that this would enable it to operate unencumbered by identification with existing overseas government policies and procedures.

The proper location for the Corps within the government was also a matter of controversy. The predominant opinion, however, favored placing the operation within the framework of the overall foreign assistance program as part of the new Agency for International Development when it is created. The need to coordinate Peace Corps activities with all other aspects of U. S. aid abroad was the principal reason for this viewpoint.

It was generally agreed that the Peace Corps should have a single administrator, advised by a citizen board. Two of its major substantive divisions -- operations and planning-research-evaluation -- would be closely tied to the program and research divisions of the overall aid agency. The third division -- selection, orientation, and training -- would be a more independent unit.

Peace Corps operations abroad would be carried out by making grants and contracts with voluntary agencies and educational institutions and by making Peace Corps Volunteers available to U. S. and U. N. technical assistance agencies. Normally, direct Peace Corps operations overseas would be inadvisable. The use of non-governmental organizations would add strength to the program by capitalizing on their experience, acceptability abroad, potential effectiveness in institution-building, and facility for experimentation. Much of the Peace Corps' work in selection, orientation and training, and research evaluation should also be undertaken by contract with private groups. Advisory committees and panels should assist the agency in developing policies and procedures, and in selecting grantees and contractors.

The overseas organization of Peace Corps activities should, in most cases, center in a bi-national commission which would plan and supervise projects. The commission would be an appropriate instrument because of the deep involvement of the Peace Corps in "internal affairs" of the host country, the need to coordinate many operating units, and the value of building up host country interest and expertise.

Supervision of volunteers on the job is an extremely important aspect of the Peace Corps. Overall supervision should come from the bi-national commission (when it exists) while technical guidance should be the responsibility of the volunteer's on-the-job superior. The critical element of providing counselling in personal adjustment and continued orientation and training should fall on the shoulders of the project leader.

Other economically advanced countries should be encouraged to undertake Peace Corps operations. Moreover, careful attention should be given to the development of an international Peace Corps under U. N. auspices. This would strengthen the U. N., provide a more acceptable operational method in some countries, and draw greater financial support and individual participation to the whole endeavor.

Chapter 7

QUALIFICATION AND SELECTION OF VOLUNTEERS AND LEADERS

Introduction

It is widely agreed that the volunteers and supervisors in the Peace Corps should be selected with extreme care. For this reason efforts were made to obtain the considered opinions of informed people concerning the basis upon which selection should be made, as well as to explore in a general way the selection techniques to be used.

The following findings and conclusions concerning the selection problem represent an assessment of the wide and diverse experience canvassed through the data-gathering efforts described in Chapter 2. In instances where prominent minority points of view were expressed, these are included and identified as such.

Selection of Volunteers

The selection process is an effort to identify those individuals whose skills, abilities, physical health, and personality traits best equip them to take part successfully in Peace Corps projects. As Spector and Preston (1961:5) have pointed out, "The criteria for effective performance and adjustment overseas, particularly in primitive areas, may differ substantially from those ordinarily used . . . . in choosing individuals for academic or vocational advancement."

In assessing an individual's qualities, information about them can be obtained by examining:

1. General characteristics (e.g., age and sex)
2. Physical fitness
3. Educational background
4. Experience background (jobs, hobbies, organizational experience travel, etc.)
5. Non-intellective personality characteristics

As noted in the following paragraphs, each of the foregoing categories has been subdivided into a limited number of important subcategories.

General Characteristics of the Volunteers

It was generally agreed by all that both male and female volunteers will be used although it is expected that the majority will be male. Certain types of projects are clearly better suited for male volunteers than female, and vice-versa, and this should be the only basis for discrimination if discrimination is to occur. In other words, given qualified volunteers on the basis of other characteristics, both male and female volunteers should be accepted and assigned where their talents can best be used. Note in Table 7-1 that, in the opinion of those individuals who responded to questionnaires, male volunteers will be slightly more effective than female volunteers. These opinions were expressed in terms of specific overseas projects, however -- many of which were designed for male participants.

There was pronounced feeling among the respondents that volunteers who are relatively young or relatively old would be less effective than those volunteers whose ages fall within the region of 21 to 30. Furthermore, the data in Table 7-1 show that, in the opinion of those who responded to questionnaires, volunteers younger than 21 and older than 40 are less likely to succeed than those with ages between these two extremes. It can be concluded that the minimum age for a volunteer should definitely not be less than 18 and that preference should be given to those who are at least 21 years of age. In the event that a volunteer is younger than 21 years of age, parental permission for his participation in the Peace Corps should be obtained. Insofar as the maximum age of volunteers is concerned, it probably should not exceed 40. Many individuals have suggested, however, that older experienced individuals (including those who have retired) could be used as supervisors, technical advisors, or administrators. This reservoir of talent should not be overlooked.

While it is anticipated that the vast majority of volunteers will be single, there was general agreement that married couples could be used, provided there was no reason to believe the marriage was unsuccessful and provided there were no minor children. Respondents also agreed that, if married couples are used, they should be sent to the same country and they should both have skills or abilities so they can work on the same project. In at least one instance in Africa, married couples were found to be unusually successful, but there were also instances where they had proven unsatisfactory.

In the opinion of those who responded to questionnaires, a selection on the basis of rural, urban, or suburban background is not particularly important. However, mild preference was expressed for those with rural backgrounds, whereas suburban backgrounds were to be preferred over a strictly urban background.

Table 7-1

IMPORTANCE OF AGE AND SEX ON EFFECTIVENESS OF VOLUNTEERS

Results from Questionnaires *

Colorado State University, Fort Collins

Opinion of Respondents concerning Degree of Effectiveness of Peace Corps			
Age	Percent Very Effective	Percent Reasonably Effective	Percent Ineffective
18 - 20	7.1	42.2	50.7
21 - 25	70.0	27.6	2.4
26 - 30	76.6	22.9	.5
31 - 40	27.7	56.1	16.2
over 40	13.8	26.2	60.0
Sex			
Male	83.0	16.6	.4
Female	54.7	36.4	8.9

* Data from 222 participants, 27 related agencies, 25 U.N. technicians, 16 ICA technicians added together.

Table 7-2

IMPORTANCE OF PERSONALITY FACTORS ON EFFECTIVENESS OF VOLUNTEERS

Results from Questionnaires *

Colorado State University, Fort Collins

Opinion of Respondents concerning Degree of Effectiveness in Peace Corps			
Personality Factors	Percent Very Effective	Percent Reasonably Effective	Percent Ineffective
Attitudes toward people			
Understanding	93.5	5.9	.6
Tolerant	49.5	36.7	13.8
Condescending	10.5	11.6	77.9
Indifferent	0	3.3	96.7
Intolerant	0	1.1	98.9
Ability to get along with others			
Very good	96.7	2.9	.4
Good	19.4	70.7	9.9
Poor	0	1.1	98.9
Adaptability to new situations			
Very good	97.2	2.4	.4
Good	15.8	76.5	7.7
Poor	0	.6	99.4
Self-reliance			
Very good	91.5	8.5	0
Good	25.0	70.1	4.9
Poor	0	4.8	95.2
Emotional stability			
Very good	96.2	3.8	0
Good	17.9	74.3	7.8
Poor	0	1.2	98.8

* Data from 222 participants, 27 related agencies, 25 U. N. technicians, 16 ICA technicians added together.

Questions concerning the socio-economic status of the volunteer also revealed no clear pattern on the basis of which selection could be made. Some preference was expressed for volunteers coming from middle income families, rather than from low income or high income families. However, this was not a pronounced feeling.

It was unanimously agreed that there must be no discrimination based on race, religion, or national origin in selecting volunteers for the Peace Corps.

Physical Fitness of the Volunteers

It was widely agreed that the volunteers should be physically fit in the common interpretation of the term, and that medical examinations should be given to establish this fact. By physical fitness it was not meant that the individual should have had an impressive athletic career, but rather that he be strong and healthy, having no disabilities or deformities so great that they would impair his services as a volunteer in the Peace Corps. In addition, volunteers should have no serious allergies or be required to adhere strictly to any unusual diets.

The selection of the volunteer in terms of physical fitness should be based on a generally healthy history and a physical examination. The health history should include information on allergies or sensitivities to foods and drugs, and his family's medical history in such areas as diabetes, cancer, tuberculois, nervous disorders, and others. The physical examination should be a complete one, including chest x-rays and blood and urine studies, as well as special tests that are indicated by the health history of the applicant and his family.

The volunteer must also be willing to adopt without resentment necessary health precautions while a volunteer in the Peace Corps. Therefore, he should not be accepted for service if for religious or personal reasons he conscientiously objects to vaccinations or the taking of medicine.

Educational Background

The consensus of those consulted in this study was that each volunteer should have at least a high school education or the equivalent. It was expected that in the early stages a majority of the volunteers would be college or university graduates, but this should not be a requirement for participation. Respondents felt, however, that in general the likelihood of effective service in the Peace Corps would be greater for those with higher educational attainments.

The survey showed that the pattern of educational background could vary considerably without seriously jeopardizing the effectiveness of the volunteer. In some projects, of course, -- such as in the areas of engineering, agriculture, forestry, etc. -- a strong technical education might be necessary. On the other hand, the opinion was clearly expressed that students majoring in social sciences and humanities could often make important contributions, since their general background might fit them to work better in an unfamiliar culture and they could receive necessary technical training after selection.

Many of the respondents agreed that competence in one or more foreign languages was a most desirable characteristic for the volunteer to present as a part of his credentials. To be realistic, it cannot be expected that very many of the volunteers would be able to claim competence in the many dialects which are likely to be encountered in certain areas of the world. However, high language aptitude and interest, as well as success in foreign language study -- even though the foreign languages studied may not be the ones important to the volunteer in the Peace Corps work -- would be very important in the selection of suitable volunteers.

Experience Background

The reactions of the respondents to questions concerning occupational backgrounds were similar to their reactions to questions concerning educational background. Again, the consensus was that the pattern of on-the-job experiences could vary widely without necessarily jeopardizing the effectiveness of a volunteer in the Peace Corps. Certainly those individuals who have considerable experience closely related to the project to which they might be assigned would have a decided advantage in the selection process. This would be particularly true if the individual had had such experiences outside the United States -- ideally, in a country or culture similar to the one to which he might be assigned as a Peace Corps Volunteer. Employment experience could be important also to the extent that it showed the initiative of the individual and his ability to accept and discharge responsibility.

Since the job experiences of many potential volunteers would often be limited to summer or part-time work, it would be important to consider also their "extra-curricular" activities in school, college, and community life. The skills and abilities acquired in these activities (hobbies, sports, clubs, community service, etc.) and the personality characteristics which they evidenced, could be of major significance in determining the fitness of a person for work abroad.

The overseas experiences of an individual could be of great value in preparing him for a Peace Corps assignment,

although superficial visits to other countries as tourists or as dependents living in American enclaves might be of little or no importance. Those who have actually been "immersed" in another culture, however, even if it is quite different from the culture of the country in which they might work as Peace Corps Volunteers, would have a distinct advantage over those without such experience.

Personality Characteristics

The personality characteristics of greatest interest to the respondents were the non-intellective aspects. The feeling of many respondents was that the evidence concerning educational background and occupational information would adequately reveal the intellectual capacity of the individual. In all probability, average success in educational and occupational pursuits would indicate that the volunteer possessed the level of intelligence needed for successful participation in the Peace Corps.

The non-intellective aspects of personality which are discussed in the following paragraphs have been developed from the interviews, the questionnaires and such major works as that of Cleveland, Mangone, and Adams (1960). These personality traits are sometimes overlooked by those who place stress on language ability as a means of working effectively with people of other countries. Yet clearly it could well be far worse to be fluently arrogant than to be arrogant without being able to express it. The right personality characteristics are of utmost importance.

1. Motivation was considered to be one of the most important factors to be considered in the selection of Peace Corps Volunteers. Although it was recognized that the motivations of young adults in volunteering for service in the Peace Corps might appropriately be of several kinds, it was found that a humanitarian desire to serve others and a pioneering spirit must certainly be present. These motivations are essential if the Peace Corps Volunteer is to be dedicated to the work to be done regardless of geography, climate, and other hardships; and if he is to maintain a spirit of enthusiasm in spite of frustrations.

   In addition, an interest in increasing one's own level of education and experience would be a desirable supplemental motivation. A preference for civilian rather than military service to one's own country might also be a legitimate additional reason for desiring to volunteer.

   No one would be likely to apply for the Peace Corps in order to make money, but there are other possible motivations, too, which would be unacceptable. A mere love of travel or adventure

would be unsuitable. So would a wholly idealistic desire to "save the world." As Sam Bowles (1961) has said, "These highly idealistic people often find after three or four months that they haven't saved or liberated anyone and that they are stuck with a very normal, unglamorous, tiring, and difficult job. We don't by any means suggest that idealism should be discouraged, but it must be combined with a willingness consistently to work hard at a job which often seems only remotely related to one's higher motivating ideals."

2. Other important criteria are maturity and good judgement which include tact, humility, and patience -- qualities which Americans are not famous for having while in other countries. With his desire to get things done, his very frank and outspoken approach, and his pride in his country and its accomplishments, it is not easy for an American to be patient, humble, and tactful. Nevertheless, the degree of success of an American overseas in working with other people is directly related to the degree to which he possesses these characteristics. Closely associated with these criteria is the ability to relax in spite of tension producing situations.

3. The Peace Corps Volunteer must have a high degree of cultural empathy, which is the ability to feel as if he is inside a culture rather than measuring everything by his own cultural standards and values. In other words, he must be able to put himself in the other person's shoes or see things through the other person's eyes.

4. The Peace Corps Volunteer must be able to resist the temptation to compare the ideals of his own culture with the realities of other cultures, and vice versa, if he is to maintain a proper perspective and be fully effective.

5. Because of the nature of Peace Corps activities and his close working relationships with host country nationals, the Peace Corps Volunteer must be able to maintain a spirit of cooperation and be a good team member. It is desirable too that he have some leadership and organizational abilities.

6. It was repeatedly mentioned by host country nationals that one of the greatest assets which a Peace Corps Volunteer had to offer was his ability at problem solving, which depends in large part upon the personality traits of imagination, creativity, and initiative. These traits are needed to be able to improvise and be creative in many different fields.

7. Ability to adapt to new situations is considered to be essential for the success of a Peace Corps Volunteer. His work in the Peace

Table 7-3

FACTORS WHICH MOTIVATE VOLUNTEERS FOR PEACE CORPS

Results from Questionnaires *

Colorado State University, Fort Collins

	American College Students			Teacher College Students	Labor	Total
	Interested in Peace Corps		Total Students			
	Enthusiastic	Interested				
Adventure	7	8	6	8	7	8
Combat Communism	5	6	7	5	4	5
Concern for World Peace	3	3	3	2	6	3
Concern for People in Developing Countries	1	2	2	3	3	2
Value to Future Career	8	7	8	7	5	7
Broader Personal Background and Experience	2	1	1	1	1	1
Interest in Particular Country	6	4	5	6	8	6
Concern for U. S. Prestige and Interests	4	5	4	4	2	4
Other	9	9	9			9

* The ranking is in order of importance to the respondents in each group.

Corps will be full of new situations of culture, mores, customs, habits, methods, and language to which he must be able to adapt and from which he should learn.

8. Dependability is a trait which every Peace Corps Volunteer must be able to demonstrate if he is to be successful and represent his country well. Frequently he will be operating as an individual on whom other members of a team are depending for a certain contribution. Therefore, the success of other Peace Corps Volunteers will also depend upon his dependability.

9. A belief in mission and a spirit of enthusiasm will have much to do with the success of a Peace Corps Volunteer. It is hard to see how anyone could be successful as a Peace Corps Volunteer unless he has a strong belief in and an enthusiasm for his mission. This feeling must be so strong that he can maintain the enthusiasm in spite of the many frustrations and hardships which he will inevitably encounter.

10. A Peace Corps Volunteer must have no prejudice against men and women of races, religions, nationalities or economic or social classes different from his own.

In an effort to discover the professed motives of college students who indicated an interest in volunteering for the Peace Corps, they were asked to rank a series of reasons for their interest. The results are shown in Table 7-3. Note that a desire to broaden personal background and experience ranked first, with concern for people in developing countries as a close second, whereas value to future career and adventure ranked last.

Loyalty and Security

One of the persistent questions encountered during this study was whether Peace Corps Volunteers should undergo investigations of their loyalty and security.

It was the predominant view of those consulted that a separate check on these qualities would not be necessary because the selection criteria and procedures recommended in this report were so comprehensive and careful that there already existed a "built-in" check on the loyalty and security of each applicant. In evaluating the experience and personality of potential Peace Corps Volunteers, evidence of disloyalty to democratic values and methods or of unreliability in sensitive matters would be disclosed.

It was also the consensus of respondents that a formal "loyalty oath" would have little practical significance in assuring effective performance.

Selection of Supervisors

The questions concerning the selection of supervisors were, for all practical purposes, the same questions as those concerning the selection of volunteers. In other words, information was gathered concerning the suitability of selecting supervisors on the basis of their general characteristics, physical fitness, educational background, occupational background, and personality traits. "Supervisor" here refers primarily to those responsible for the personal adjustment and morale of the volunteers rather than to those merely providing technical direction.

The opinions of the respondents with regard to the questions concerning the selection of supervisors in terms of the characteristics mentioned are much the same as their opinion with regard to the selection of volunteers, with the major exception that the standards were raised in several important instances. For example, in the area of general characteristics, it was the feeling of the respondents that the supervisors should be older than the volunteers. The data in Table 7-4 indicate that, in the opinion of the respondents, the minimum age of the supervisors should be in the vicinity of 25 years. Notice also in Table 7-4 that a decided preference for male supervisors rather than female supervisors was expressed.

The respondents did not feel that selection of supervisors on the basis of marital status or on the basis of socio-economic background as represented by income were important. On the other hand, they were quite emphatic in their belief that experience outside of the United States was a vital factor, particularly if that experience included living and working abroad for some period of time. Experience abroad as a tourist was considered to be of moderate importance only.

Physical fitness standards for supervisors should be no different than those for volunteers. In the area of education, however, many respondents argued in favor of a greater degree of formal education for supervisors than volunteers. Many thought that the supervisors should at least have obtained a bachelor's degree and possibly a master's or doctor's degree. Those with strong backgrounds in anthropological, sociological, economic, and political studies of less developed countries would be especially well prepared.

Some respondents believed that the foreign language competence of the supervisor should be superior to that demanded of the volunteers. This would include the ability to speak conversationally as well as to read and write the local dialect.

Technical skills possessed by the supervisors were judged to be as important, perhaps slightly more important, than those held by the volunteer. On the other hand, a number of respondents felt that the primary

Table 7-4

IMPORTANCE OF AGE AND SEX ON EFFECTIVENESS OF SUPERVISORS

Results from Questionnaires *

Colorado State University, Fort Collins

Opinion of Respondents concerning	Degree of Effectiveness in Peace Corps		
	Percent Very Effective	Percent Reasonably Effective	Percent Ineffective
Age			
18 - 20	3.1	9.4	87.5
21 - 25	27.6	43.9	28.5
26 - 30	64.3	33.8	1.8
31 - 40	80.6	17.6	1.8
over 40	44.1	47.1	8.8
Sex			
Male	89.8	10.2	0
Female	34.6	37.9	27.5

* Data from 222 participants, 27 related agencies, 25 U.N. technicians, 16 ICA technicians added together.

task of the leader would not require extensive technical skills but rather administrative skills. At the same time he should be sufficiently familiar with technical skills in order to be of assistance to his volunteers, should he be called upon to perform technical skill activities in cooperation with them. Of major significance would be the supervisor's prior experience in working with younger men and women in creative projects.

Respondents expressed considerable concern with respect to the personality characteristics of the supervisors. Here, as in the case of volunteers, they were primarily interested in non-intellective characteristics of personality. Broad-range adaptive capacity and sympathy with the interests of young people were rated very high. Supervisors must have displayed to an important degree maturity, emotional stability, and warm interpersonal relationships. Failure to have displayed these in the past would be sufficient reason to reject an individual as a supervisor in the Peace Corps.

Selection Techniques and Procedures

While the respondents were often in agreement with each other with regard to the basis upon which volunteers and supervisors should be selected, they were neither in agreement, nor in some cases were they very well informed, with regard to the techniques which could be used in the selection process. Those comments which were made called for questionnaire-type application blanks, references from informed persons, interviews conducted by experienced interviewers, and psychological tests of a paper and pencil situational variety. In Appendix E are listed a number of psychological instruments which should be given consideration in efforts to measure personality traits of potential Peace Corps Volunteers and supervisors.

All of these techniques are important in the selection process to be used in the case of volunteers and in the case of supervisors. Possible ways in which they can be used are outlined below:

	Characteristic	Data-gathering Technique
1.	General characteristics (age, sex, home background, marital status)	Questionnaires Interviews
2.	Physical fitness	Health questionnaire Physical examination by medical officer
3.	Educational background (level and content)	Transcripts of academic credits Questionnaires, letters of recommendation

Characteristic	Data-gathering Technique
3. Educational background (continued)	Achievement and aptitude (particularly a foreign language aptitude test)
4. Experience background	Questionnaires Interviews Letters of recommendation Test of mechanical aptitude
5. Personality characteristics (motivation, adaptability, initiative, creativity, empathy, humility, etc.)	Questionnaires, interviews, references Statement written by each volunteer concerning his reasons for joining the Peace Corps, the manner in which the experiences that he will have contribute to his life goals, and a prediction of his activities in the immediate future should he not be selected for service in the Peace Corps Paper-and-pencil personality inventories Performance (or situational) tests of personality

Although the respondents were helpful to some degree in identifying the kinds of techniques to be used in gathering information, on the basis of which selection of volunteers and leaders is to be conducted, they were understandably incapable of answering two important questions related to devising techniques. These are:

1. What is the exact nature of the techniques? For example, what questionnaires will be used and what standardized language aptitude, mechanical aptitude tests, and paper-and-pencil and performance tests of personality should be administered?

2. In what sequence should the data-gathering instruments be applied?

It is clear that precise answers to the two foregoing questions can only be obtained by extensive, well-planned research. New techniques must either

be developed, or those originally available and designed for other purposes must be validated in the context of the Peace Corps. This is a most important task and not necessarily an easy one. Hence there is a great need for a long-range research project to investigate these questions.

It is, of course, possible to speculate concerning the manner in which the selection process might be conducted, assuming that at least several of the foregoing techniques mentioned would be applied as indicated. In view of the wide popularity of the Peace Corps at this moment, the screening of applicants must necessarily take the form of several stages. For example, an application questionnaire will be required of all applicants. This plus a brief summary of the medical history of the volunteer and personal information regarding his past educational and occupational accomplishments and general emotional stability could be obtained and used as the first screening attempt. More than likely an important reduction in terms of numbers of available volunteers could be made if the information yielded by the application questionnaire, the medical history questionnaire, and the recommendation forms are interpreted in light of specific projects in specific countries.

In order to reduce the number which must be processed in the first stage, the application questionnaire could be designed so as to discourage all but the most desirable applicants from submitting the completed form, thus introducing a time-saving element of "self-selection." Furthermore, this questionnaire could also include certain questions leading to a self-analysis which would help the volunteer to know better his qualifications for selection. This information would also be helpful to the administrator processing the application. Such questions could be very similar to those asked of his references. A comparison should be quite revealing of the applicant's objectivity and his ability to recognize his own strengths and weaknesses.

A reference form which is properly designed can save much time of the person giving the reference, and yet provide much more complete information than a simple, and usually ineffective noncommittal letter of reference. An example of such a questionnaire is included in Appendix E. Note that it has the features of covering a large number of personal characteristics which can be evaluated by a simple check mark under one of the following: below average, average, good, excellent, outstanding, or no opportunity to observe. Furthermore, it suggests, but does not demand, comments on the characteristics if the reference so desires. Finally, it asks which characteristic the reference considers to be the applicant's weakest and which the strongest. This system lends itself to use of cards and machine sorting as an aid to selection. Experience by those who have used this type of reference form has shown that it has real promise for developing a simple, inexpensive method of helping the first stage of selection of Peace Corps Volunteers.

A second stage in the selection process might be one in which those volunteers who were judged potentially suitable on the basis of the first stage are now interviewed with care by skilled interviewers who have in mind certain projects and countries with which the volunteer is to be associated. In conjunction with the interviewing, standardized tests for aptitude in foreign languages and in mechanical aptitude or general aptitude can be administered, and these results added to the interview information. No doubt, however, they are less important in some respects than the interview information, since it is hoped that the interview would have sufficient depth to reveal the goal orientation of the person as well as some of the deep-seated personality patterns in his makeup. Quite likely the interviews and the test administration procedures could be carried out at selected colleges and universities scattered throughout the United States.

As a result of the second stage of the selection -- that is, the interview and testing stage -- a still smaller group of potential volunteers would be available, these then to be invited to training and orientation programs where a final selection would be made. During the training and orientation program the individuals would be observed carefully in a group-living situation involving difficult tension situations. They would be administered whatever paper-and-pencil or performance tests of personalities judged to be desirable. In essence, it is anticipated that the orientation and training program would be variable in nature, so there would be an opportunity for the person to interact with his peers, to interact with foreign nationals, to experience frustration, to experience competition, to display initiative, etc. Skilled observers could obtain a wealth of additional information concerning each volunteer. On the basis of this as well as all other information gathered, the final selection process would occur for a given project and the others could be placed in the "reserves." The percent of volunteers who would complete the orientation and training program would probably be large. All who completed the program could be given a Certificate of Accomplishment so that those who were not selected for a specific project would still have something tangible to show for their participation in the orientation and training program. The atmosphere associated with the orientation and training programs should be such that it is an honor to have been selected to participate in the program regardless of whether the Peace Corps Volunteer is selected to go overseas.

Summary and Conclusions

The information gathered from the many sources mentioned at the beginning of this chapter has been helpful in determining the basis upon which the volunteers and leaders should be selected as well as providing some idea with regard to traits each volunteer or supervisor should have

in order to be successful as a member of the Peace Corps. As one would expect, the sources of information were not capable of offering information on the basis of which one could carefully design a selection process in its many aspects and many stages. Experience in education, commerce, and industry has shown that any selection process must be tailor-made to a given program. While it is clear that selection is for the purpose of obtaining those individuals who most likely will be successful Peace Corps Volunteers or supervisors, it is still not clear what constitutes a successful Peace Corps Volunteer or supervisor.

Yet it is evident that an adequate selection process cannot be developed and cross-validated unless suitable criteria for success has been established. Experience and study of the program as it evolves provide the only basis on which one can determine such criteria.

Until simpler and more reliable inexpensive procedures (including tests) for selection are perfected, the more expensive methods of trained interviewers and orientation and training programs for final selection must be used. In the meantime, research and evaluation to develop less expensive and simpler methods are essential.

Chapter 8

ORIENTATION AND TRAINING

It is essential to have adequate and well-planned orientation and training for Peace Corps Volunteers and their leaders and supervisors. Educators, foreign students, labor leaders, host country nationals, U. S. government officials and others consulted on this subject were emphatic concerning the importance of an adequate orientation and training program if the Peace Corps is to be successful.

The challenge and opportunities of such a program were recognized. Krader (1961a) has stated: "We will be faced with a section of youth selected for their high degree of motivation, sense of commitment and intelligence. A group of this kind can be worked hard and taught much in a short time. These are the most gratifying kind of human beings to work with. These young people provide the highest return on an investment of time and effort in education. The training curriculum must be designed to work upon this premise."

There was no general consensus regarding specific means for producing the desired end-results, i. e., Peace Corps Volunteers oriented and trained to fit particular positions in particular countries. The analysis of the extensive information collected during the study, however, has shown emerging guideposts which should be of considerable value to those concerned with the orientation and training of Peace Corps Volunteers.

Objectives of an Orientation and Training Program

The overall goal of the Orientation and Training Program is to prepare Peace Corps Volunteers to perform as effectively as possible in order to achieve the objectives of the Peace Corps, see Chapter 3, and of specific projects. Volunteers must have the necessary skills and information so that what they do will contribute to, rather than detract from, these objectives.

Thurber (1961) says, "The contribution of training can be brought to bear fully on the adequate development of four primary subject areas or skills: professional and technical skills, knowledge of developmental processes, the awareness of cross-cultural differences, and in the ability to communicate across cultures." The findings in these areas of training and the recommendations for carrying them out (although under somewhat different organizational structure), are discussed in this chapter.

No Orientation and Training Program can adequately prepare a Peace Corps Volunteer unless they have been well selected. Because they are especially chosen to perform specific tasks in specific countries, conventional academic courses, as now taught in most universities, are inappropriate for their immediate orientation and training.

Orientation and training for the Peace Corps requires a planned flexibility so that it can be constantly re-evaluated and adapted to changing needs. This is a requirement to which many training organizations, academic and non-academic, will find themselves unaccustomed, and may prove a stumbling block in setting up Peace Corps orientation and training. The need for flexibility was stressed by a high percentage of the organizations asked to study aspects of orientation and training.

Precedents for such training programs have been set up by some of the voluntary agencies such as the Koinonia Foundation Training Center, the Lisle Fellowship, and other religiously oriented programs, as well as the college and university programs like those at Michigan State University, Syracuse University, American University, Boston University, and Montana State College. Many U. S. government orientation and training programs, including those of the International Cooperation Administration, United States Information Agency, Military Assistance Institute, and Foreign Service Institute can furnish valuable guidelines for a Peace Corps Orientation and Training Program. The successful experiences of these agencies and of overseas training programs such as that of the Delhi Training and Orientation Centre for Foreign Technicians in India should be utilized in planning and establishing orientation and training courses for Peace Corps Volunteers.

In this report, a distinction is made between Orientation and Training. Orientation, as discussed here, is intended to provide information with respect to various cultural, economic, social, political, religious, and other aspects of the host country, the United States, and other organizations and groups with which a Peace Corps Volunteer may come into contact either directly or indirectly. Training is intended to provide or improve the various skills and special abilities which the Peace Corps Volunteer must have for his work. The various elements of orientation and training will normally proceed simultaneously, since they are inter-related. Certain intensive training, such as in a foreign language, may better receive the undivided attention of a volunteer during part of his period of preparation.

Subject Content of Orientation for Peace Corps Volunteers

Spicer (1952:285), in his discussion of the conceptual tools for solving human problems, emphasizes the need for a "primary frame of reference for planning and directing a program of change. This frame of reference is spoken of by social scientists as the concept of culture . . . . It is simply

the understanding that all people everywhere behave in accordance with patterns which they have learned in the process of growing up in society and which make sense to them as an overall design of living."

Country and area studies: - The major task of the volunteer is that of assisting host country nationals in the realization of their personal and collective (community, national, etc.) wants and needs. To do this requires that these wants and needs be understood within their own cultural context.

It is significant to note that the respondents from voluntary agencies with previous experience in overseas operations ranked "Country and Area Studies" the most important element in their own orientation and training program. Volunteers will need orientation in the history of the country to which they will be assigned -- in its arts, religions, political structure, economy, social customs, etc., as well as in the culture of the entire region or continent of which it is a part. In addition, respondents ranked high in importance a knowledge of current host country and regional issues, such as problems of race relations, underemployment, colonialism, disarmament, church-state relationships, variations in level of living, etc.

Cross-cultural adjustments: - Establishing and maintaining effective cross-cultural relations require skill and understanding, hence a sensitivity in human relations. The importance of this for effective program operations was emphasized by Mock (1961) when he wrote: "The volunteer attempts to establish and maintain the kind of relationship that reduces the anxiety and defensiveness in those areas he serves, so that they can develop new patterns of thought, attitudes and behavior."

Raper (1960:3) in discussing the importance of working within the cultural framework of the people says, "So many things will depend upon the technician's realism in the cultural field -- for instance, the extent to which locally available physical resources can be used, the most effective way to launch a training activity, or the part that women and youth can be expected to take (or not take) in a developmental activity. He will need to know and appreciate the local signs, and signals -- in short the 'do's' and 'don'ts' of the people."

Concern has been expressed by many persons regarding the possible ineffectiveness of Peace Corps Volunteers, due to the problem of social-psychological adjustment (culture shock) which many Americans experience when working with people from a greatly different cultural background. It has been proven by the experiences of both our government and private overseas aid programs, that the ability to make this adjustment may well determine the success or failure of a volunteer's service overseas.

Oberg (see Cleveland (1960:27)), ICA anthropologist, explains culture shock in terms of the result of losing familiar signs and symbols which give us cues as to how to behave. A series of props are knocked out and feelings of frustration and anxiety develop.

If appropriate situations are created during the training period for a Peace Corps Volunteer they could enable him to experience, according to Mock (1961) "a completely different kind of culture, and be helped to anticipate the reactions and the responses that he must make in a different culture in order to retain his effectiveness."

The problem of social-psychological maladjustment often results from a lack of understanding of the culture of the host country, and very frequently (according to many of the respondents) to a failure to understand the historical development and institutional structure of the host country and the United States. Since the social institutions direct, control, and provide meaning to behavior, it is necessary to be familiar with the structure and functioning of such institutions as these relate to economic behavior, the family, religion, government, etc. The difference in the concept of time, from culture to culture, is often the cause of frustration and culture shock to persons overseas. Those persons who must depend upon a camel or a donkey for transport have a different concept of time and punctuality from those who travel by jet airplane. Volunteers will need to be taught how such differing concepts are related to both the nature and the solution of a work program, if they are to become and remain effective.

Many problems of cross-cultural relationships are related to the variations between what people say they believe, and what they actually do. Persons within a given culture are frequently unaware of this, since rationalizations always constitute an accompanying part of cultural contradictions. An example of this in our own culture is our subscribing to the ideology of equality of opportunity for all, whereas in actuality there still exists unequal opportunity for certain minority groups in our society. Observing this, a foreigner coming to the United States is "shocked" and challenges our belief. In reality there is no necessary relation between the beliefs and practices of people. Many hours of futile debate and argument are often related to the misunderstanding to which this gives rise. This, too, is responsible for much of the mutual recrimination, suspicion and mistrust, and problems of interpersonal relations.

Learning situations should therefore be designed to challenge the basic ideals and values of the volunteers and thus provide the opportunity to rethink and re-evaluate commonly-held assumptions, ideals, and values. Such situations must be very carefully planned, and related directly to Peace Corps objectives and concepts.

Orientation and training in physical adjustment to a new culture will be equally important for volunteers. Interviewees and respondents to questionnaires emphasized the need for careful orientation and training, either in a classroom situation or in a work-camp-type situation, in health precautions, first aid, food taboos, emergency measures, and similar subjects. As mentioned under Host Country Interest, the ineffectiveness of a physically incapacitated volunteer was fully recognized by almost everyone consulted. A more detailed listing of suggested subject areas in orientation and training for physical adjustment can be found in Appendix C.

Knowing the United States: - It is important for volunteers to have a good understanding of their own country -- its government, its arts, its current problems, etc. Since the work of the Peace Corps will deal especially with problems of social-economic development, special emphasis should be given to the experiences of the U. S. as a developing country and to its developmental history -- including the problems encountered and overcome, the successes, and the failures. Current problems should likewise be analyzed in this context. Implications of the development of the U. S. from a country of vast potential resources, small population, and a low level of living, to a country with greatly increased population density and affluent living, should be indicated and related to the currently developing countries. The experience of the U. S. is but one example to illustrate that the level of living is not merely a function of the population and natural environment, but varies with those institutional characteristics which define the potentialities of both human and natural resources.

Economic and social development and change: - The importance of orienting a Peace Corps Volunteer to the process of economic and social growth, so that he may better visualize his role in the total complex of development, should not be underestimated. Only in this manner will he be able to understand the importance of the "institution-building" aspects of his job. Cleveland (1960:79) says that the members of ICA missions interviewed seldom were able to make a connection between their intermediate goals of "improvement in living standards" or "getting people better educated," or "economic growth," and the development of strong political institutions.

Learning how to adjust to an unfamiliar culture in the underdeveloped areas of the world today is more complicated than learning how to behave in a Buckingham Palace drawing room. Court etiquette remains relatively unchanged for generations -- but in the Africa, Asia, and Latin America of 1961, change is in the daily air one breathes. The very mission of the Peace Corps is to help bring about peacefully and as rapidly as possible the changes which will satisfy unfulfilled desires for a greater security, opportunity for expression and development, and self-respect.

Thurber (1961) says that the thought was expressed to him by interviewees overseas that Americans do not understand the revolutionary spirit and the psychological changes that accompany it; that they do not understand the social upheaval of a revolution and its resultant breakdown of social structures and the tremendous pressures for quick results; that they do not understand the psychological effect of colonial systems. "Psychologically speaking, Americans and Asians, in this view, lived in two different worlds. This made the problems of mutual understanding, mutual planning, and technical cooperation doubly difficult." An orientation course for Peace Corps Volunteers, designed to overcome these and similar difficulties for overseas Americans, will in most cases require specifically planned courses.

Understanding other ideologies and culture patterns: - The mission of the Peace Corps in terms of bringing about changes to satisfy unfulfilled desires for security, opportunity, and self-respect is clear. Practically all of these unfulfilled desires have arisen from contact with, and awareness of, "Western civilization." In some cases, the 18th and 19th century conquests of the European powers have left solid, though not always deeply rooted, cultural imprints on nations which, even in independence, they largely retain. The West African leaders, who in some respects are "more British than the British" or who still look to Paris for cultural inspiration, symbolize the dual heritage of many of the new countries. For the American going to these lands, it is just as important to be aware of the British or French system as to understand the more traditional African ones.

Not only every-day social patterns and institutions, but the major ideas which today animate the developing lands are largely Western in origin. Nationalism, for instance, is a driving force in the new countries at a time when it may already be a declining ideology in its original homeland of the Atlantic community. The appeal of black racialism throughout Africa is only the reverse of the "white man's burden" of the Victorian age. Marxist ideology springs from roots deep in our very own society.

A Peace Corps Volunteer must know about nationalism, racialism, and the various forms of governments and economic systems in the world in all their crude, refined, and subtle significance and manifestations. For example, he must understand the extreme limits, and the spectrum between the limits, of democracy and dictatorship as well as the various forms of economic systems. His work will throw him often in particularly close contact with the young and articulate generation of each emerging nation, the very people most responsive to the pull of new ideas.

The American who cannot understand the appeal of an extreme ideology except in terms of "subversion" has no place in the Peace Corps; but neither has the one who is unaware of the strategy and tactics of any movement whose leaders have clearly blue-printed the route by which they believe they can turn a nation to another ideology.

Orientation should stress the definitions held by the peoples of the area -- and not just our own interpretations. This will involve understanding the psychology which underlies the ideologies of other nations.

Problems of change: - Anyone associated with a program attempting to assist in any kind of culture change, such as Peace Corps Volunteers, should fully understand the causes for problems associated with cultural change. These have been analyzed by Spicer (1952:281) as follows:

1. Cultural linkage: These arise because of failure to understand the connection between certain beliefs and customs.

2. Social structure: These arise from failure to work through existing social organizations or from miscalculating what the functioning social units are.

3. Role of the innovator: These arise from poor relations between people of the different cultures involved, or from misunderstanding or poor definition of the role of the innovator.

4. Cultural bias: These arise from interpreting behavior in one culture in terms of another culture.

5. Participation: These arise from failure to bring people into the planning and carrying out of a program of change.

6. Buffer organization: These may develop from any of the foregoing problems and result in organization of resistance to change.

These concepts, says Spicer, can be used in guiding cultural change, and "constitute the means for appraising a situation, for planning steps in intiating change, and for getting at causes of success or failure."

The importance of these concepts in planning the subject content of an Orientation and Training Program for Peace Corps Volunteers cannot be overemphasized.

Peace Corps program and objectives and their relationship to U. S. foreign policy: - Making volunteers aware of the program and objectives of the Peace Corps, and their relation to U. S. foreign policy, to the developmental plans of the host country, to the institutional structure of the host country, and their own individual relationship to the program as a whole, is one of the most important aspects of an orientation program. Unless volunteers are able to understand their own particular role in such a program, they can only be minimally effective. A Peace Corps Volunteer should be aware of the U. S. foreign policy and be prepared to explain it. However, he should feel free to express his own views (in a mature manner) regardless of whether or not they agree with our official foreign policy. As

Cleveland has said, "We should glory in our pluralism." The strength of our pluralistic approach, as exemplified by our numerous and varied institutions, depends upon sincere, mature, and healthy differences of opinion.

Subject Content -- Training in Skills for Peace Corps Volunteers

Language training: - The need for language aptitude in persons selected as Peace Corps Volunteers has been mentioned in the previous chapter, and the validity of such a requisite is substantiated by the emphasis on the need for volunteers to have language training pointed out in the country studies, foreign student questionnaires, and voluntary and participant questionnaires, see Appendix B and Table 8-1. Competency in the spoken language of the country is a basic first requirement to enable volunteers to communicate with the people with whom they work. Although there was a general feeling that Peace Corps Volunteers must be able to speak the local language, a specific recommended language program for participants with respect to location, length of time, and methodology is not easy to point out due to the great variance in opinions of those consulted. It was agreed, however, that the language training program, as is true of other phases of orientation and training, should be flexible to meet individual and program needs.

There is developing an increased realization of the need to tie language training and cultural orientation together in order to help the volunteer visualize the close relationship between the two.

Persons interviewed overseas recommended language training in the United States, and continued training in language and in dialects during host country orientation and training. The same is true of the related agencies and participants. There was a minority opinion that, for efficiency, all language training should be given in the host country.

Welmers (1961:3) in discussing the advisability of language training in the U. S. or in the host country, states "The most important thing, of course, is guided instruction. This is true even -- and perhaps especially -- for short-term instruction . . . . Guided instruction may be possible in the field in a very few cases; but even on-the-spot instructional programs in Chinese, Japanese, Hindi, and Arabic have been repeatedly reported to be far inferior to the best of such instruction available for the elementary language learning in this country."

The length of time recommended for language training varies from one to six months, depending somewhat upon the language itself, and the intensity and method of the training. The Foreign Service Institute uses a thirty-hour week for sixteen weeks' language training course. The Air Force feels that anything less than a six-month course is inadequate. One language

Table 8-1

IMPORTANCE OF SUBJECTS FOR ORIENTATION

Results of Questionnaires

Colorado State University, Fort Collins

Factors of Importance for Orientation and Training	Sources: Related Agencies	Participants of Related Agencies	United Nations	ICA	Foreign Students	Total
Host country religion, customs, mores, literature, history, etc.	1 *	2	1	1	1	1
Host country language	4	1	2	1	3	2
Appropriate technical standards, codes, conventions, etc.	3	4	3	2	4	4
Current problems and issues in host country	2	3	3	3	2	3
United States Issues	3	5	4	3	5	5
Other	5	6	5	4	6	6

* Factors ranked in order of importance. In some cases two factors received identical rankings.

expert has said that competency for the type of work likely to be required in the Peace Corps would need about 300 hours of intensive language training, or about 15 weeks at 20 hours a week.

Cleveland (1960), in a table of the time requirements for foreign language achievement, suggests that for languages of the European background, including Spanish, French, and Portuguese, two months of study with 2-3 hours' class instruction and 4-6 hours of drill and study per day will be required for persons with average aptitude to acquire sufficient proficiency to satisfy "routine travel requirements." Six months would be required for a similar proficiency in Chinese, Japanese, or other Far Eastern languages. It is presumed that Peace Corps Volunteers should be brought at least to this level of proficiency prior to going overseas, and preferably to an even higher level.

Some informants suggested that insofar as possible applicants should be selected for pilot projects who already have some competency in the language of the host country where they will work, to expedite the implementation of these projects.

There appears to be a consensus that as much of the language training as possible should be given by host country nationals, whether in the U. S. or abroad -- providing, of course, that these individuals have had instruction in the best teaching methods. Host country nationals will, it is thought, be more familiar with idioms and dialects. Some language experts, however, disagree with this theory, and prefer well-trained Americans -- at least for teaching in the U. S. -- with host country nationals serving as models.

The realization of the importance of some knowledge of language by persons who have worked in overseas programs was succinctly stated by Bowman (1961) who recently spent two years with IVS in Laos and who has now returned to that country as a group leader. "If you can speak five fractured words to a man in his own language," he said, "you communicate to him also an unspoken respect for him, his people, his nation, and his way of life."

Cleveland (1960:244) cautions against an over-emphasis on language training to the exclusion of other aspects. "An exclusive emphasis on learning foreign languages will undoubtedly produce 'results' but they are likely to be out of perspective. We need to worry less about the behavior of an overseasman who is 'simpatico' but tongue-tied than about that of the American who is fluently arrogant in a foreign language."

Skills of communication: - No society nor any of its organized activity can exist without communication. The very idea of a society implies an exchange of feelings and ideas for the purpose of group action. To be an effective member of a group requires more than being a mechanic of words.

While language is a medium of communication, effective communication is more than the knowledge of and skills in grammar. A training course for Peace Corps Volunteers must include training in the processes and methods of communication including the skill of listening. On this point there was general agreement.

Weisman (1960:9) defines communication as "the giving and receiving of information, signals, or messages by talk, gestures, writing, signals, and it involves the sharing of experience with others." The word "communications" stems from a Greek word meaning "commonness," and communication actually involves what people have in common. Placing young Peace Corps participants in situations of cultural barriers, where they will find little in common with the people with whom they are living and working, including language barriers, will involve problems in how to cross these barriers and to communicate the skills which the young Americans may have and which the host nationals need.

In training in skills of communication, the Peace Corps Volunteers should be made to understand what happens in the process of communication, and the techniques of communication. They need to know how to employ all the skills of communication most frequently used -- those of speaking, writing, reading, and listening.

Thurber (1961) has pointed out that "Cross-culture communication needs to be advanced by upgrading standards of language achievement and by improving understanding of cultural factors in development, both with respect to the host culture and to American culture . . . . Language training alone does not assure adequate cross-cultural communication. Area and cultural training is also necessary." Knowing the culture of the country is most important. For example, in a country where the status of women differs from that in our own country, communication with women will be very difficult, and Peace Corps Volunteers must be taught how to meet such a barrier.

The Koinonia Foundation (1961:11) says, in its suggestions for training Peace Corps members, "A variety of opportunities should be provided for exhibiting capacity for two-way communication with other members of a team. The testing of communication comes when the other person acts on the ideas given."

It has been suggested, especially by those with knowledge in this field, that the selection process of Peace Corps Volunteers should give special consideration to selection of volunteers who are already skillful communicators in their own language, since training in the skills of communication in this area would be very difficult to accomplish in a short-term training period. These same persons also suggest that, because of the lack of experience on which to base training, there is a dire need for further research in appropriate training methods for volunteers in the skills of communication.

Individual technical skills and abilities: - The task for further training in individual skills is essentially to develop the ability to adapt past and present acquired skills and information to projects designed for a predominantly non-technological culture. This requires the ability to improvise, hence to detect in problem situations the potentialities of locally available materials, skills, and prevailing attitudes for projects which will improve the level of living.

The basic ability for problem-solving, called "the method of invention" by an educator in Pakistan, is one which many young Americans acquire at an early age, but unless it is pointed out to them as a technical skill, they may not understand the basic science behind it, nor the practical application of it. Problem-solving ability can be broken down into the following steps, as related to work activities for volunteers:

1. Analyze and define the problem so that it is clearly understood.
2. Plan and design the solution to the problem.
3. Organize the resources (human, material, and financial) to solve the problem.
4. Act to solve the problem according to a schedule which meets the demands of the local situation.

For best results, each of these steps should be taken together with the host country participants.

There will also be a minimal requirement for training in individual skills which are entirely new to the applicant, such as the teaching of English as a foreign language, first aid techniques, and handicrafts; or refresher courses in a previously-learned skill.

Training Methods

Stress should be put on the use of training methods for Peace Corps Volunteers especially adapted to meet the working and living situations with which they will need to cope. This again brings up the need for orientation and training courses especially planned for Peace Corps participants.

Courses should be planned which will place heavy emphasis on the use of discussion, problem-solving, case studies, and role-playing. The Junior Officer Training Program of the U. S. Information Service has incorporated the role-playing method very successfully into its program, and trainees are given special conditioning in meeting situations in which they are apt to be placed.

A more detailed proposal of orientation and training methods will be found in Appendix C of this report.

Location and Length of Training

Because of the fact that the volunteers, coming from widely varying backgrounds and with varying skills, will be destined for widely varying assignments, it would be unwise to subject all trainees to the same course of training in precisely the same manner. This plurality of assignments should be anticipated in the training program, and variations planned to suit the skill and experience of the particular volunteer. Persons with experience in overseas programs of a nature similar to that of the Peace Corps are agreed, as has been mentioned previously, that flexibility should be built into every orientation and training program.

Orientation and Training in the U. S. : - A variety of institutions have been suggested as potential agencies to orient and train Peace Corps Volunteers in the United States, including American colleges and universities, voluntary agencies, professional training agencies, and Peace Corp training centers. Suggested overseas locations are host country colleges and universities, vocational schools, training centers for extension or community development workers, and area training centers established especially for Peace Corps Volunteers.

Several of the private agencies queried stated that they had found it practical to utilize the time aboard ship for orientation and training, and it seems that this technique could also be adopted for Peace Corps Volunteers, where the travel to the host country is by ship.

Most sources consulted stated that the colleges and universites, already organized for training purposes, were the logical institutions in which to give formal classroom instruction. An increasing number of universities often assisted by the National Defense Education Act are establishing cultural and area centers, centers for international studies, English language centers, and similar curricula which include many of the courses needed by Peace Corps Volunteers. The rich cultural diversity of American life, with its roots in many ethnic groups, should offer a wide variety of opportunities for orientation. A survey by the American Council on Education(1961) of member colleges and universities shows that 43. 5% already have special international programs, and 74. 6% stated that they would be prepared to accept a contract to train personnel for a Peace Corps program, see Table 8-2.

It was generally recognized, however, among those consulted during this study, that the broad background and the experiences of the voluntary agencies, such as the American Friends Service Committee, Brethren Service Committee, and Koinonia Foundation, should be utilized in a suitable manner, either by direct training programs, in field or work-camp situations, or as resource agencies. The experiences of these agencies should also be invaluable in helping a Peace Corps administration to avoid errors in both selection and orientation and training.

Table 8-2

SUMMARY OF ACE SURVEY

Availability and Readiness to Use Special International Programs

Results from Questionnaires

Colorado State University, Fort Collins

Survey of 468 Member Colleges and Universities

Percent that Approve of Peace Corps Idea: 92.4

	% Yes	% Qualified Yes	% No
Has Special International Programs Available	43.5	0	56.5
Is prepared to Accept Contracts for Training Personnel	61.7	12.9*	26.4

*Will accept contracts if responsible for selection, training, and placement.

There was a very strong belief among the respondents that it would not be wise to establish a national Peace Corps training center entirely separate from educational institutions. The flexibility needed in an orientation and training course, the variety of languages needed, the importance of keeping training programs associated with institutions carrying on broader education and research, and the need for work-camp experiences are some of the arguments given against establishment of a national center or centers separate from educational institutions. Moreover, special skills and experience can be mustered in the long run only if associated with stable academic institutions.

The recommended length of the orientation and training course in the U. S. varied from two weeks to one year. The related agencies polled gave a recommended average of three months. It was recognized that the length of time needed for U. S. orientation and training will vary according to the need for language training and training in skills. A considerable majority of the voluntary agency respondents state that the length of the training period in the U. S. for their own agencies is less than three months, with a similar length in the host country, see Table 8-3. However, when they were asked to make recommendations for orientation and training for Peace Corps Volunteers, they were almost evenly divided in their recommendations between training periods (both in the U. S. and overseas) of less than three months and from six months to a year, probably showing a slight indication that more training would be desirable for Peace Corps Volunteers than what they themselves are able to give in their own programs. Also, the selection process of many of these agencies is of such a thorough nature that they apparently feel not as much orientation and training (especially in the U. S.) is required for their own participants.

In view of the findings regarding the length of time indicated for orientation and training, a period of a minimum of three months in the U. S. is recommended, depending upon the amount of language training to be done in the U. S. By incorporating a strong, well-planned research and evaluation program with the orientation and training program, it should be possible to develop much firmer guide lines.

The American Friends Service Committee and some of the other voluntary agencies have found that a short-term field or work-camp training period, with living and working conditions simulating those in the host country as nearly as possible, has been an excellent training ground for observing participants' reactions to group living, to working with people of another culture, and serving as a final selection phase. Such a field training center could be located either in a depressed area of the U. S., in migrant labor camps or urban slums, or in a country such as Mexico, Puerto Rico, Hawaii, or the Philippines. The field method of training anthropologists among the Indians of the Southwest, employed so successfully by Alexander Leighton and his associates, could well serve as an example of this type of orientation and training.

Table 8-3

LENGTH OF TIME FOR ORIENTATION AND TRAINING

From Agency Questionnaire

Colorado State University, Fort Collins

	Length of Time for Orientation and Training			
	Percent Less than 3 months	Percent 3-6 months	Percent 6 months to 1 year	Percent Other (unspecified)
In the United States	57	9	17	17
In the Host Country	52	24	18	6
Recommended Peace Corps	41	18	41	0

Table 8-4

SUBJECTS FOR ON-THE-JOB ORIENTATION AND TRAINING

From Agency Questionnaire

Colorado State University, Fort Collins

	On-the-Job Orientation and Training	
	Percentage of Agencies	
	Providing in own Program	Recommending for Peace Corps
Cultural & Area Studies	26	56
Language	52	67
Technical	26	63
Host Country	19	56
United States Issues	11	44
Other	15	11

The British VSO finds that participants who have previously had the experience of the Outward Bound schools [1] are usually their most successful participants.

Host country orientation and training: - Evidence is available from many sources regarding the value of orientation and training in the host country. Thurber (1961) says, in his report on the Delhi Training and Orientation Center for ICA personnel, "The record demonstrates that orientation to the culture of the host country, its developmental problems, and the professional context in which technical consulting occurs, benefits from the specific treatment possible in a host orientation program, and from the psychological readiness derived from studying cultures, languages, and professional problems as it were on location. The Delhi experience also suggests that the development of fluency in the vernacular languages, after initial instruction in the U. S., can best be carried forward in the host country."

Length of overseas training, either in a mid-point training center or in the host country, also must be flexible according to the recommendation of the sources consulted, and should be in direct correlation with the length of time in the States. Some of the voluntary agencies have found that for specific projects it is most efficient to carry out the major part of the training in the host country, much of it being on-the-job training. In general, however, from one to three months of formal training in the host country and a continued on-the-job training for the entire period of service was recommended by most sources.

Although definite periods of orientation and training before starting work are recommended, a continuous on-the-job orientation and training for Peace Corps volunteers is recommended by the majority of sources consulted, see Table 8-4. Taggart (1961), Director of the Michigan State University International Programs, says, " . . . . they will, while in the field, be in a continuous state of learning, and that host country nationals will participate generously in the establishment and operation of training situations. The whole program will then be broadly educational in the sense that a continuous learning situation will be provided. An attitude of 'we have much to learn from the host country' should be assumed." Such an assumption should be basic to the orientation and training concept for Peace Corps Volunteers.

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[1] These schools, an outgrowth of the Commando training schools of World War II, emphasize physical preparation for life under primitive conditions, but without military training.

Studies sponsored by the Committee on Cross-Cultural Education of the Social Science Research Council, in relation to foreign students in the United States, show that the stay of these students in the U. S. falls into a distinct adjustment pattern, sometimes called the U-shaped curve. This pattern, which would probably also apply to Peace Corps Volunteers working abroad, has important implications for those who conduct on-the-job training programs, in understanding phases through which trainees are likely to pass.

Training Foreign Students in the U. S. (1954:13-16) explains the U-curve as follows:

1. Spectator Phase - High level of satisfaction due to fact that trainee has still not become involved in local culture.

2. Involvement Phase - Trainee reaches a trough, or a low, due to adjustment difficulties.

3. Coming-to-terms Phase - Curve takes an up-turn, due to trainee's adjustments to new culture.

4. Pre-departure Phase - Trainee reaches and maintains a reasonable level of satisfaction and personal adjustment.

The report emphasizes the fact that all dimensions of the curve are variable, depending upon the individual, his background, and his training experience.

The experience of the voluntary agencies has shown the importance of periodically (i. e., once a month for two to four days) bringing together the young participants in small groups for additional formal training, evaluation, morale-building, problem-solving, and "letting off steam." It is the recommendation of these agencies, and of the young people who participated in their overseas work, that such sessions be made a definite part of the overseas Peace Corps plan.

Orientation and Training Staff

Special attention must be paid in staffing the orientation and training programs to utilizing the services of Americans with previous successful experience overseas, as well as host country nationals. There is considerable evidence that to date inadequate use has been made of the accumulated wisdom of the very people who have undergone most recently the problems of adapting to unfamiliar societies. A first-hand account by a perceptive witness of this kind can give vivid meaning to the formal lectures and printed materials of the preparation period.

After the first years, the Peace Corps itself will probably supply the majority of the returnees for this aspect of the orientation and training program. Peace Corps alumni should, in fact, be encouraged to become regular staff members.

It is equally important that nationals of the country to which volunteers are to be sent should take part in preparing them for their service abroad. Here there are several possibilities. One major source is the approximately 50,000 foreign students who are now scattered on hundreds of American campuses. Among them, mature graduate students who have spent some time in the United States may provide a unique bridge between their home environments and the wholly American background of most of the Peace Corps Volunteers. Any foreign student selected for such assignments, however, must be sufficiently mature and well acquainted with all parts of his country, including its culture and its economy, so that he can represent his country well. Many foreign students in the U. S. do not meet these criteria.

These same foreign students, returned to their own countries, should prove to be a major resource in the orientation given to Peace Corps members overseas. Here, too, they can serve as interpreters across barriers of culture, assisting both in speeding the adjustment of the Americans and in helping their own fellow citizens to better understand the purposes of the Peace Corps. Many respondents have suggested that foreign students who have returned to their home countries have not been organized as U. S. alumni to the extent they should be. This is an invaluable resource we have never used properly.

Careful planning of Peace Corps operation may also make it possible for host country nationals to take part in training programs for projects in which they themselves will be working as counterparts with United States volunteers. This joint training -- in some cases in the United States, but more often abroad -- should make the subsequent operations more effective by developing patterns of cooperation and teamwork which might otherwise take long to mature.

Leader Orientation and Training

The importance of the group leaders or supervisors has been discussed in previous chapters. The voluntary agencies were unanimous in stressing the importance of the leaders, and their role in the success or failure of the project.

Baty (1961:5), Director of the International Cooperation Center of Montana State College says, "The first criterion for selection of leaders would seem to be successful previous experience overseas. . . . " and the replies of other respondents were in agreement with this particular factor of selection.

These same respondents, however, emphasized the importance of giving further training to the leaders. Leaders, because of their important role in helping to direct and backstop the volunteers, must be better trained than the volunteers. Moreover, leaders should participate in the orientation and training of the Peace Corps Volunteers. Baty (1961:12) further stated that, "Participation would give them a firmer base for working with the Peace Corps Volunteers, and would be a good place for their leadership function to begin and to get tested." Leaders might act as resource personnel, and as such could both contribute to the content of the training course, and become familiar with it.

Realizing the importance of having leaders precede volunteers to the host country in order to complete country implementation plans and to establish working relations with host country nationals, it has been suggested that leaders be given a pre-orientation course at the training center before the volunteers arrive, for a period of from two to four weeks, and that subsequent to the arrival of the volunteers the leaders should participate in their orientation and training program for as long a period as possible before leaving for the host country.

Participation in the course will also serve to acquaint the leaders with the volunteers with whom they will work -- with their abilities, their weaknesses, their personality characteristics, etc. Harding (1961) of the Koinonia Foundation says, "Understanding how to work effectively with people in groups is a necessity for Corps members who will be working at the 'grassroots' level. The basic principles of the group process should be presented and the group living experience be used as a laboratory to test these principles. This means that there will have to be adequate opportunity for the leaders to be closely associated with Corps members so as to pick up their successes and failures as individuals in this process. It also means that the leaders themselves must be even more aware, and in agreement with, the goals sought than the Corps members, and capable of sound judgment with regard to all goals."

In line with the findings reported later in the study concerning the necessity for a built-in system of continual research and evaluation, sources consulted urged that a well-planned evaluation program be incorporated into each individual Peace Corps orientation and training course, and it has been suggested that group leaders could logically and profitably participate in this critical evaluation with respect to both the participants and the course content.

Subject content -- leader orientation: - Group supervisors will need additional orientation in certain areas. Such subject areas might include additional orientation in effective communication, cultural empathy, cultural shock, social-psychological elements of group living, group interaction, training for emergencies, and the relationship of the Peace Corps to U.S. and host country agencies.

Location and length -- leader orientation: - As has been previously stated, a majority of respondents were of the opinion that the leadership training course must be in conjunction with that of the volunteers. The length of the training period should be flexible, and be adapted to the time available, the nature of the project, and the background of the leaders.

Long-Range Educational Implications

The long-range educational implications of the Peace Corps program are significant. Educators predict, in the event of a successful pilot Peace Corps program, a significant change in the curricula content of our universities and colleges. About one-third of our colleges and universities already have international programs of varying degrees. As U. S. overseas operations -- and especially the Peace Corps -- expand, a significant additional proportion of our educational institutions must become actively interested in adapting their curricula to include the necessary internationally-oriented courses.

Effect on curricula: - Students interested in eventual Peace Corps assignments will want to prepare themselves early in their education for language, social science, and humanities requirements. Universities report a number of inquiries in this direction already.

Additional courses in American civilization, economic and social development, and special country and area studies will be necessary. Offerings in cross-cultural relationships will be needed, either as new courses or, as in the case of the dynamic new Center for International Programs at Michigan State University, by incorporating the cross-cultural and international dimension into the total university curricula and program, altering the present courses to serve this new purpose. Such courses, in whatever manner presented, either as special summer courses or during the regular school year, will be helpful in preparing the future Peace Corps Volunteer to develop a frame of reference in which to understand his role in bringing about social and economic development in the developing countries.

Teaching English as a foreign language could become a most important curricula offering, and teacher-training might take on a new importance.

Effect on study and short-term work-abroad programs: - The probable effect on study and short-term work-abroad programs of a successful Peace Corps program will be to point up their importance, according to educators and other respondents. Cleveland (1960:295) states, "Cultural empathy can be learned about, but it has to be practiced by trial and error before it comes naturally. The conviction that there are logical and valid alternatives to familiar American ways of thinking is not merely an unfelt intellectual conceit; it is also the product of experience."

Organizations such as the Experiment in International Living, American Field Service, International Farm Youth Exchange, and Crossroads Africa have been highly successful in orienting their participants in other-country cultures by study and work-abroad programs, and the utilization of such organizations for pre-orienting potential Peace Corps Volunteers is a definite possibility. As was previously mentioned, International Voluntary Services has found that some of their most successful participants come from the ranks of the IFYE.

Cleveland (1960:295) goes even further, and states, "Immersion in an alien culture is central to an overseas training program, and should also be an important element in the internationalization of higher education in the United States." He further recommends that "every American college student should have the option to study abroad for at least one semester under competent supervision and conditions that immerse him in an alien culture." Nuclear physicist Dr. Edward Teller, taking a look at the problems produced in his own field, goes even farther to suggest that a year of work abroad should be a requirement for finishing college.

Effect on high schools and grade schools: - It can be assumed that a growing number of grade and high school teachers will ultimately have Peace Corps experience. Although this training and experience may not become the basis for additional course offerings, it is highly probable that, because of the participation of the teachers, the Peace Corps concept will become an integral part of the present course content. Insofar as this takes place, it will enrich the present curricula and provide the broadest possible base for the promotion of international understanding.

This broadening of the basis for international understanding is essential for both national and foreign policy. Many of the inadequacies of both domestic and foreign aid are due to the lack of understanding of and subsequent failure to support more adequate policies.

Summary and Conclusions

The findings on orientation and training for Peace Corps Volunteers emphasize that all such programs must be kept flexible, and constantly re-evaluated and adapted to meet changing needs. This is of primary importance if the programs are to be successful and of value to the volunteers.

Subject Content for Orientation Programs

It is recommended that all subject areas should be based on the concept of culture, which can be used in guiding cultural change, and should include, as a minimum, the following subject areas:

1. Country and area studies: - To help volunteers understand the wants and needs of the people of the host country in terms of their own cultural context.

2. Cross-cultural adjustments: - To assist in preventing culture shock in Peace Corps Volunteers and to help them understand cultural relationships.

3. Knowing the United States: - To help Peace Corps Volunteers to understand their own country, particularly in terms of its own development.

4. Economic and social development and change: - To assist volunteers in visualizing their role in the total development complex, and to understand the importance of institution-building in the country.

5. Understanding other ideologies and culture patterns: - To prepare volunteers for dealing with unfamiliar ideologies.

6. Problems of change: - To acquaint volunteers with the obstacles to bringing about change.

7. Peace Corps objectives: - To help volunteers to understand their own purposes and their relation to our foreign aid program as a whole.

Subject Content for Training Courses

Subject content of training courses should include at least the following:

Language training: - The importance of volunteers having competency in this area was stressed throughout the study by a majority of respondents.

Skills of communication: - To be effective, volunteers must be taught techniques of communication.

Individual technical skills: - In some cases the Peace Corps volunteer will need to have training in certain special skills.

Location and Length of Training

Training should be carried out both in the U. S. and in the host country. Universities are probably the best location for orientation and training, but use should also be made of voluntary agencies and

other facilities. The average recommended length of training is a minimum of three months in the U. S., from one to three months in host country, and a continuous on-the-job orientation and training during the entire period of service.

Orientation and Training Staff

Host country nationals should be used in orientation and training as much as possible, both in the U. S. and in the host country. U. S. personnel who have served overseas should also be utilized.

Orientation and Training Leaders

Leaders and supervisors should have additional training and orientation, most of it with volunteers, in order to become acquainted with what volunteers are being taught, and to learn to know volunteers themselves. The length of training can be variable, according to the time available, nature of project, and background of leader.

Long-Range Educational Implications

Colleges and universities will probably need to expand curricula to include more courses which will train students for overseas work. More courses will be needed especially in social sciences, languages, and humanities.

Chapter 9

AVAILABILITY OF VOLUNTEERS AND SUPERVISORS

What is the availability of prospective and acceptable volunteers for the Peace Corps? This is a question which is very difficult to answer and at best can be accurate only within the bounds of educated probability. The answer which follows is based on available statistics and an effort has been made to keep all estimates as conservative as possible.

There has been a general wave of enthusiasm for the Peace Corps among college students. The numerous examples of this are illustrated by the intercollegiate conference at Princeton in November 1960, the more than 400 students who participated in the National Student Association's conference at American University in March 1961, the organizational activities of "Americans Committed to World Responsibility" (a student group at the University of Michigan), the organization of a campus Peace Corps clearing house by the students at Ohio State University, the volunteers at Harvard for overseas teaching assignments, and many others. There is also the obvious show of interest evidenced by the flood of inquiries (over 30,000) which poured into Washington during the weeks immediately following President Kennedy's announcement.

These are general indications of availability, immeasurable, but nevertheless not be be forgotten.

In a more systematic manner this study has gathered other evidence based on Census statistics, student polls, and the experiences of voluntary agencies.

Census Information on Human Resources

In 1959 there were an estimated 20,696,000 civilians of both sexes in the United States (excluding Hawaii and Alaska) between the ages of 20 and 30.* Of these, there were an estimated 5,849,000 unmarried, 3,770,000 men and 2,079,000 women.* This is 28% of the total and does not include an additional 382,000 widowed and divorced persons in the same age group.* These unmarried people would undoubtedly constitute the major group of potentially available volunteers because they are the ones who lack inescapable domestic responsibilities. It is granted that some may have other responsibilities, i.e., support of parents, etc., but these would be offset, it might be assumed, by available married persons.

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* These census data and estimates taken from U. S. Census of Population.

With regard to the future, the war baby boom is yet to be felt in this age bracket. Estimated population -- of ages 20 to 30 -- in 1975 is 32,349,160. If the unmarried portion remains relatively constant it should be in excess of 9 million.

Obviously, however, availability of volunteers cannot be computed merely in terms of numbers of persons in a given age group. It must be tempered with the considerations of skill and ability described in Chapter 7. These considerations suggest that availability exists almost entirely among the college trained and vocationally skilled.

College Trained Youth Available

In 1959 the approximate number of graduated persons aged 20 to 30 was 4 million. If the percentage of unmarried college graduates is approximately the same as the unmarried ratio of the total population (28%) there are in excess of 1 million single college graduates in this age group.

By 1970 there will be 10 million college graduates 25 years of age and older. If the unmarried ratio remains the same and the ratio between 20 and 30 remains the same, or anywhere near so, there would be at least 1,375,000 single graduates at that time between the ages of 20 and 30.

These raw figures indicate that the college trained age group from which volunteers could be drawn is large and increasing.

Another question arises at once, however: How many would be willing to serve in the Peace Corps?

Willingness among those now in college: - To ascertain the answer to this question among those presently in college, this study, see Chapter 2, obtained 2,948 completed questionnaires from students in ten universities and colleges across the country. In addition, 1,081 were processed by the Educational Policies Commission of the National Education Association, distributed to seniors in ten teachers colleges, and made available to this study.

The results of these polls, see Table 9-1, showed substantial interest in the Peace Corps among 53% of the teachers college respondents and 75% of the respondents from other colleges. Applying these results on a nation-wide basis to those graduating in June 1961, this indicates that more than 46,000 from the teachers colleges and 280,000 from other colleges would have a substantial interest in the Peace Corps. Of these, more than 14,000 and 125,000, respectively, would have an enthusiastic interest.

Table 9-1

EXTENT OF INTEREST IN PEACE CORPS

Results from Questionnaire

Colorado State University, Fort Collins

Response	Percent Teacher College Students	Percent Other College Students	Percent Labor
Enthusiastic	16	34	5
Interested	37	41	53
Mildly Interested	26	18	26
Not Interested	19	6	16
Unknown	2	1	0

Factors affecting student interest: - In addition to assessing the general reaction of all students to the Peace Corps, the polls sought to identify those students with the greatest interest. Table 9-2 indicates the reaction of students (excluding those in teachers colleges) categorized by their fields of major study.

In general, this table shows that there is somewhat less enthusiasm for the Peace Corps among students majoring in scientific fields (engineering, mathematics, biology, physics, medicine or pre-medicine, and science generally) than among those in the social sciences and humanities (law or pre-law, liberal arts, foreign languages, music, art, drama, philosophy, English or literature, and social science). The former average is 31% enthusiastic; the latter 42%. Students in the agriculture - forestry - home economics group reported 41% enthusiastic. The highest level of enthusiasm was among students of religion (67%), while the lowest was among business (18%) and education (19%) students.

Combining "enthusiastic" and "interested" produced substantially the same breakdown. Those groups reporting over 80% enthusiastic or interested were: agriculture, forestry, home economics, liberal arts, foreign languages, mathematics, music - art - drama, philosophy, English or literature, and social science, while those below 70% were: business, education, engineering, law or pre-law, religion, biology, and physics. The relatively low rankings of education and engineering are especially noteworthy in view of the need for people with these skills in the developing countries.

Table 9-3 examines student response in relationship to sex, background, and work experience. Women appear to be somewhat more enthusiastic about service in the Peace Corps than men, but there is no distinction among those with rural, suburban, or urban backgrounds.

With respect to previous work experience, there is less enthusiasm among the factory (24%), technical (31%), and construction (33%) workers than among those in other fields. The greatest enthusiasm is among those with work experience in recreation (40%), farming (39%), clerical (38%), and sales and merchandising (37%). Combining "enthusiastic" and "interested" shows the greatest interest among those with work experience in recreation and sales and merchandising (each 79%), clerical (78%), and farming (76%).

Two Tables (9-4 and 9-5) report student reaction on the basis of varying experience outside the United States. Although the geographical area in which travel had taken place seemed to make little difference in determining the level of interest, the fact of having been abroad did appear significant, with those without any time abroad being less enthusiastic (29%) than those who had been overseas (about 40%). The data also make clear than enthusiasm and interest in the Peace Corps bear a relation to the purpose of overseas

Table 9-2

INTEREST IN PEACE CORPS BY FIELD OF MAJOR STUDY

Results from Student Questionnaire

Colorado State University, Fort Collins

Field of Major Study	Interest in Peace Corps		
	Percent Enthusiastic	Percent Interested	Percent Other *
Agriculture	31.7	50.8	17.5
Business	18.3	40.5	41.2
Education	19.1	43.8	37.1
Engineering	19.6	41.2	39.2
Forestry	47.9	41.7	10.4
Home Economics	42.4	42.4	15.2
Law or Pre-law	35.2	31.4	33.4
Liberal Arts	42.4	38.0	19.6
Foreign Languages	46.3	37.0	26.7
Mathematics	33.7	50.6	15.7
Music, Art, Drama	37.1	46.8	16.1
Philosophy	50.0	32.7	17.3
Religion	66.7	0	33.3
English or Literature	37.7	44.7	17.6
Medicine or Pre-med.	29.5	42.4	28.1
Science	38.1	40.5	21.4
Biological	33.3	28.8	37.9
Physical	31.0	36.4	32.6
Social Science	47.2	41.3	11.5
Other	29.3	43.8	26.9

* Those "mildly interested" or "not interested."

Table 9-3

INTEREST IN PEACE CORPS BY SEX, BACKGROUND, AND WORK EXPERIENCE

Results from Student Questionnaire

Colorado State University, Fort Collins

	Interest in Peace Corps		
	Percent Enthusiastic	Percent Interested	Percent Other
Sex			
Male	30	41	29
Female	41	41	18
Background			
Rural	34	42	24
Suburban	35	41	24
Urban	36	41	23
Work Experience			
Clerical	38	40	22
Farm	39	37	24
Technical	31	41	28
Construction	33	41	26
Recreation	40	39	21
Factory	24	46	30
Sales & Merchandising	37	42	21
Other	41	39	20

Table 9-4

INTEREST IN PEACE CORPS AS A RESULT OF TRAVEL OUTSIDE UNITED STATES

Results from Student Questionnaire

Colorado State University, Fort Collins

Travel Outside United States	Interest in Peace Corps		
	Percent Enthusiastic	Percent Interested	Percent Other
Africa	42	33	25
Latin America	40	41	19
Asia	44	34	22
Europe	45	38	17
Far East	43	31	26
Near East	62	25	13
Other	36	41	23
Time Outside United States			
Less than 6 months	38	39	23
6 months to 1 year	37	38	25
1-3 years	42	38	20
4-6 years	44	28	28
7-9 years	33	44	24
10 years and over	44	56	0
None or no response	29	43	28

Table 9-5

INTEREST IN PEACE CORPS AS A RESULT OF TRAVEL EXPERIENCE

Results from Student Questionnaire

Colorado State University, Fort Collins

	Interest in Peace Corps		
Type of Experience	Percent Enthusiastic	Percent Interested	Percent Other
Exchange Program	55	37	8
Military Service	25	39	36
Parents Overseas	42	34	24
Conference or Seminar	55	33	12
Service Project	46	41	13
Touring	39	39	22
Other	51	34	15

Table 9-6

PROBABLE PARENT REACTION TO PARTICIPATION OF STUDENT IN PEACE CORPS

Results from Student Questionnaire

Colorado State University, Fort Collins

Student Opinion on Probable Parental Reaction	Percent Enthusiastic	Percent Interested	Percent Other
Favorable	48	39	13
Unfavorable	16	29	55
Do Not Know	22	45	33
No Response	15	35	50

travel. Those who had gone as part of an exchange program, a service project, or a conference showed an 89% enthusiastic-interested rating. Those who had accompanied their parents or gone as tourists reported 77%. Those with only military service overseas had a 64% rating of interest.

Table 9-6 reveals that the more enthusiastic and interested students anticipated that their parents would be more favorable to their participation in the Peace Corps than did the less interested students.

Willingness to serve under varying conditions: - Another series of questions was asked of student respondents relating to their willingness to serve in the Peace Corps under varying conditions. Tables 9-7, 9-8, 9-9, and 9-10 report on these inquiries. (Where available, these tables also show responses to these same questions from teacher college seniors and labor union members. The latter figures are based on only 25 questionnaire responses, however, and their accuracy as a true sample is therefore uncertain.)

Respondents were first given an opportunity to express themselves regarding willingness to participate under varying degrees of isolation from other Americans. The question was stated as follows: "Would you be willing to work and live on close terms with nationals from the host country under primitive conditions at the village level?" Three specific alternatives were offered:

1. As an individual more or less isolated from other Americans?
2. As a member of a small group containing two or three Americans?
3. As a member of a larger group containing a minimum of ten Americans?

Table 9-7 shows that the individual alternative was last in desirability with the other two possibilities relatively equally popular.

The possibility of primitive living conditions appeared not to curtail student enthusiasm. In response to the question, "Would you be willing to serve in a Peace Corps program even if living conditions were quite primitive and uncomfortable, provided that the minimum facilities for maintaining health, vitality, and effectiveness were maintained?" 78% replied affirmatively, see Table 9-8. An almost identical response was encountered with regard to low monetary remuneration, see Table 9-9. The question, "Would you be willing to serve in a Peace Corps program for $80 per month plus maintenance?", was answered affirmatively by 77% of the students (72% when it was proposed that the volunteer receive only the native pay scale while on the job, the remainder being banked in the United States in his account).

Table 9-7

WILLINGNESS TO SERVE RELATED TO SIZE OF GROUP OF AMERICANS

Results from Questionnaire

Colorado State University, Fort Collins

Response	Percent Teacher College Students	Percent Other College Students	Percent Labor
In group of over 10	67	83	58
In group of 2 or 3	60	85	47
As an individual	27	56	16

Table 9-8

WILLINGNESS TO SERVE UNDER PRIMITIVE LIVING CONDITIONS

Results from Questionnaire

Colorado State University, Fort Collins

Response	Percent Teacher College Students	Percent Other College Students	Percent Labor
Yes	55	78	42
No	41	20	47
Unknown	4	2	11

Table 9-9

ATTITUDE TOWARD REMUNERATION

Results from Questionnaire

Colorado State University, Fort Collins

Question	Cross-section of U. S. students (2948 total)			Teacher College Students			Labor		
	Yes %	No %	No Response %	Yes %	No %	No Response %	Yes %	No %	No Response %
1. Willing to serve in Peace Corps for $80 per month plus maintenance.	77	21	2	50	46	4	53	31	16
2. Willing to have pay received while overseas restricted to maximum based on pay scale for host country technicians and to have remainder of $80 (if any) banked in U. S.	72	25	3	50	45	5	58	31	11

Table 9-10

LENGTH OF TIME WILLING TO SERVE

Results from Questionnaire *

Colorado State University, Fort Collins

Response	Percent Teacher College Students	Percent Other College Students	Percent Labor
Not more than 18 mo.	50	44	53
Not more than 24 mo.	26	39	16
More than 24 mo.	6	10	10
Unknown	18	7	21

* Includes all who responded whether or not they had previously indicated enthusiasm or interest.

A longer term of service appears to lessen availability since only 39% indicated a willingness to serve two years and 10% more a willingness to serve more than two years. Thus, only 49% would be willing to serve for at least two years.

One of the most interesting results of the survey came in reply to this question directed at the male college respondents: "Would you be willing to serve in a Peace Corps program if such service did not necessarily exempt you from military service?". Exactly 50% answered affirmatively. Among union members the figure was 47%.

The high percentages of willingness to serve reported in these tables must be correlated, however, so as to produce a figure indicative of those willing to serve under all of the conditions likely to prevail (e. g., more than 18 months, under primitive conditions, at $80 per month plus maintenance, and without draft exemption). This was done for the college student group and the calculations showed that about 15% would be willing. If the 15% figure is then applied only to those who indicated enthusiasm or interest there would be more than 42,000 students graduating this year who would be willing to serve under all conditions. This represents a minimum figure since if 15% of the total indicated a willingness to serve under all conditions, certainly a much higher percentage of those enthusiastic and interested would do so. This conservative calculation, however, makes allowance for the undoubted difference between those who say they are willing and those who actually would apply.

Teacher college respondents (seniors) were more reluctant to serve under all the likely conditions. This percentage was not computed but assuming it to be only 5%, there would be another 2,300 available among those enthusiastic or interested.

This 15% figure might be somewhat enlarged if all potential volunteers had a clear understanding of actual conditions of service and if Peace Corps projects have enough variety to make maximum use of the potential. If it becomes well known, for instance, that no one who has served a voluntary agency in Peace Corps-type activity abroad has in fact ever been drafted by Selective Service, it is certainly possible that this element would no longer affect willingness to serve in the Peace Corps.

Another instance is length of service. Were the potential volunteers shown reasonably conclusive evidence that Peace Corps service would aid their future careers, there is an excellent chance that 24 months' service would cease to be objectionable for a great number.

Willingness among those already graduated from college: - The subject of willingness among those already graduated from college presents an entirely different problem. Conditions of permanent employment, family obligations, and the like clearly affect the older group more than the recent and future graduate. With this group the study had no means of measuring the effects of deterring conditions. On the arbitrary assumption, however, that only 1% of present unmarried college graduates aged 20 to 30 would be willing to serve in the Peace Corps, a pool of a little more than 10,000 would exist.

June 1960 should, therefore, provide more than 50,000 (44,300 now in college plus 10,000 graduated) college trained persons willing to serve in the Peace Corps.

Vocationally Skilled Manpower

The poll taken by this study among labor union members to determine the availability of the vocationally skilled did not bear fruit. Only 25 of the questionnaires have been returned. There are two possible reasons for this:

1. The questionnaires were not sufficiently widely distributed.
2. Those in this group lack the affluency or background which would cause them to have enough interest in service abroad to take the time to respond.

There were in 1960 over 7,000,000 persons in the age range of 20 to 24 in the labor force. Of these at least 300,000 should be skilled and unmarried. If again only 1% of these were interested in participation in Peace Corps projects, the resource pool would be increased by 3,000. (This does not consider those skilled workers between 25 and 30 years of age, who should increase the number somewhat.) Each year new people will enter this skilled group, so there could well be at least 600 additional potential Peace Corps recruits annually.

Fitness of Those Who Are Willing

Willingness to serve and fitness to do so are different items and some conclusion must be reached as to the probable numbers which the Peace Corps would actually be able to use.

Dr. J. S. Noffsinger, Executive Director of International Voluntary Services, Inc., estimates that about 70% of the voluntary applications received by IVS are considered worthy of further processing (checking references, interviews, etc.). In the end, only 10% of the applications received go on file as acceptable when and if a suitable position becomes available.

The Brethren Service Commission estimates that for every 100 requests for application forms, only 80 are sent out; thus 20% are eliminated in preliminary correspondence alone. Of each 80 application forms sent out, only about 60% are filled out and returned to BSC. Of the applications received, 60% are disqualified upon reading the form. Following interviews and additional checks, only 20% of those received are finally judged acceptable for service.

If the preceding figures are in fact indicative of the future, it may be assumed that only 10% to 12% of those applying to the Peace Corps would be acceptable.

Recapitulation

There would appear to be at least 57,300 college trained and vocationally skilled men and women, aged 20 to 30, who would be willing to serve in a Peace Corps at the present time. Of these 10% should pass the tests of skills, abilities, personality, and health, providing at least 5,730 are available for immediate service. At a minimum there should be 4,500 more qualified to enter service each year. As the program gains momentum this figure could increase substantially. Moreover, no attempt has been made here to assess the number of available people from 30 to 70 who may desire to offer their services -- and there no doubt are some of these. Finally, experience has shown that a significant portion of those who have served two years decide to continue longer.

Availability of Supervisors

Very little evidence is on hand regarding the availability of men and women to serve as field supervisors of Peace Corps projects. Hayes (1961: 90) has suggested that "staff to run the Peace Corps may be harder to come by than will large numbers of recruits to serve in it . . . . Some feel that proper staffing and supervision will be the program's main bottleneck."

It seems likely that a substantial number of supervisors will be drawn from those with previous overseas experience in government and private aid programs, and, increasingly, from among Peace Corps alumni. Initially, therefore, there should be an adequate supply from among the more than 100,000 Americans now or recently in civilian employment or study overseas -- while in time former Peace Corps Volunteers probably will be able to supply the majority of the supervisors.

Summary and Conclusions

Evidence of interest in the Peace Corps, particularly among students, has been widespread. Census statistics show a potential pool of manpower -- essentially those not married between the ages of 20 and 30 -- of 5,849,000,

but of this number only those college trained or vocationally skilled are likely to have the needed skills and abilities.

Questionnaires to determine interest and willingness to serve were circulated among students in regular colleges, seniors in teachers colleges, and members of labor unions (although the number completed among the labor group was very small). They showed a high general level of enthusiasm and interest -- 75% among college students, 53% among teachers college seniors, and 58% among union members. Analysis of the college group revealed that, in general, students in the humanities and social sciences, and in agriculture, forestry, and home economics had a slightly higher interest in the Peace Corps than those in technical and scientific studies. Women students reacted somewhat more favorably than men. Those with previous experience abroad -- especially those who had participated in exchange and service programs -- were more interested than those without any experience overseas.

Willingness to serve in the Peace Corps under varying conditions of work and living conditions were also examined. Isolation from other Americans and long service were the chief deterring factors. In all, about 15% of college students indicated a willingness to serve in the Peace Corps under the conditions likely to prevail.

Applying this 15% figure only to those who said they were enthusiastic or interested -- obviously a very conservative calculation -- there would be about 42,000 graduating college students willing to serve in the Peace Corps this year. Adding those who might be drawn from other groups -- teachers college seniors, college graduates aged 20 to 30, and skilled workers in the same age group -- produces a total of over 55,000 potential applicants.

Judging from the experience of private groups operating Peace Corps-type programs, only about 10% of those who are willing to serve will actually be found to meet Peace Corps standards. Each year another 4,500 qualified men and women become available -- which means that at any one time approximately 10,000 could be in the Peace Corps for a two-year period of service. The number probably will rise as the program becomes better known, the population grows, and young men and women start preparing themselves earlier for service.

The availability of supervisors for initial Peace Corps projects is a critical question on which as yet little evidence is at hand. In time, however, there should be a substantial supply among Peace Corps alumni.

Chapter 10

TERMS AND CONDITIONS

Terms and conditions of service is a broad category covering a number of factors all of which have a direct personal bearing on the relationship of the individual volunteer or supervisor to his service in the Peace Corps. Specific factors under consideration in this study are:

1. Living conditions of volunteers while on assignment.
2. Length of service.
3. Remuneration.
4. Health protection measures.
5. Relationship of Peace Corps service to Selective Service.
6. Relationship of volunteers to laws of host country.
7. In-service and post-service benefits.
8. Terms and conditions for supervisory personnel differentiated from those for volunteers.

From the point of view of the success of the Peace Corps program, it is important that clear-cut philosophy and practice regarding terms and conditions of service be established. This philosophy and practice should be consistent with the total objectives of the Peace Corps.

A clear formulation is also needed to give the prospective volunteer sufficient information to understand the terms and conditions to which he will be subjecting himself by serving in the Peace Corps.

Living Conditions

The day-to-day living conditions of Peace Corps Volunteers while they are on overseas assignment is one of the most important factors to be considered. In the past, too great a gap between the living standards of United States overseas personnel and host country nationals has constituted a barrier in communication and understanding, and in some cases a source of overt friction. However, few Americans, accustomed to the living standards of the United States, can without detriment to health and effectiveness, operate effectively for extended periods of time under living conditions which are commonplace in countries passing through the early stages of development.

The experience of a number of private voluntary agencies, such as International Voluntary Services, Inc. and the American Friends Service Committee, which have operated projects over a period of years in such countries,

has indicated that a satisfactory compromise can usually be achieved. The guiding principle in such a compromise is to establish living conditions for the volunteers on a basis comparable to that of host country inhabitants engaged in occupational or professional work of an equivalent level, adding such "extras" as are required to maintain the health, vitality and effectiveness of the volunteers. These "extras" may include items such as nutritional supplements, preventive medicines, adequate clothing, etc., but should not combine to permit a mode of life which would be significantly beyond the reach of the persons with whom they live and work. It was suggested that the living standards of Peace Corps personnel should be somewhat higher than that of the host country people, so as to give them something to aspire toward. It was repeatedly stressed, however, that locally available materials should be used wherever possible and that luxuries of any kind which are not generally available to the local population should be discouraged.

The foregoing emphasis on the level of living conditions does not mean that volunteers should be encouraged to "go native". On the contrary, this usually results only in a loss of respect for the Americans, since local inhabitants can nearly always detect the superficiality of such an attempt. Host country nationals will expect Americans to be different.

From the questionnaire responses of 325 foreign students, it is interesting to note the ranking, in order of importance, given to the following factors, which can contribute toward creating a mutual understanding between Peace Corps Volunteers and host country nationals at the grass-roots level:

1. Knowledge of and respect for local customs on the part of Peace Corps Volunteers.
2. Attitude of United States volunteers as reflected by their degree of friendliness.
3. Attitude of United States volunteers as reflected by their enthusiasm for their work.
4. Knowledge of host country language on the part of United States volunteers.
5. Holding the gap between living standards of United States volunteers and host country nationals at the grass-roots level to the minimum consistent with maintaining the health and effectiveness of United States volunteers.
6. Paying United States volunteers on a level similar to the pay scale existing in the host country for technicians of equivalent education and experience.

The factors of living conditions and pay were ranked behind the other four, although the margins of separation were not great. This indicates that these factors, although important, are secondary to the others.

Responses from the questionnaires received from United States students and labor pertaining to the questions on living conditions are listed in Table

10-1. A majority of respondents indicated that they would be willing to live under primitive conditions provided that the minimum facilities for maintaining health, vitality, and effectiveness are supplied.

Such data from the position papers as pertained to the question of living conditions tended to corroborate the recommendations of the agencies and the overseas interviewees.

Group vs. individual living accomodations: - A study was also made of whether living conditions for volunteers should be on a group or individual basis. This question relates to several considerations such as:

1. The requirements of the particular projects.
2. Relations with local inhabitants.
3. Preference of volunteers.
4. Availability of accommodations.

On the one hand, as pointed out in interviews with host country nationals, concentration of American volunteers in large groups should be avoided because experience has shown that this tends to inhibit the growth of cross-cultural relationships. On the other hand, the benefits derivable from group fellowship are not to be underestimated. The group can perform a valuable. function as a sounding board for the comparison of experiences, new ideas, and gripes, and also as a source of moral support for the individual member.

In most situations, circumstances permitting, small groups of about eight to 15 in number, and made up of approximately equal numbers of American and host country counterpart volunteers, would probably be the best solution. Experience has shown that counterparts can be very effective in the role of a go-between by helping to interpret the attitudes and behavior of American volunteers to local inhabitants and vice versa.

Millikan (1961:16), in discussing the subject of the placement of volunteers in the host countries, states, "The sense of dedication of those applying for the youth corps should be such that they are prepared to accept standards of remuneration substantially lower than those they could expect from jobs in the United States. This question likewise requires much more thorough study."

As shown in Table 9-7, the questionnaire results indicate that the number of prospective applicants who would be willing to live and work as members of a group is significantly larger than the number willing to live and work as an individual, more or less isolated from other Americans.

Relations with other United States nationals: - Interviews with United States nationals stationed in the prospective host countries indicated that the fact of Peace Corps personnel living under conditions previously discussed

would not constitute a source of friction between the Peace Corps and other United States agencies. This conclusion is borne out by the observations that:

1. The experience of the related voluntary agencies has shown that jealousy, on the part of their volunteers, of the relatively high standard of living of other United States nationals in the host country is seldom a problem.

2. Many of the United States nationals interviewed in the prospective host countries indicated that they would be willing to offer their homes as weekend rest and relaxation facilities for Peace Corps personnel.

Additional problems: - There are a number of additional problems related to living conditions which have been raised, but which were not studied specifically during the course of the investigation. Some of these, such as the relations between the sexes, and the various types of behavior problems, are very complex and do not lend themselves well to general solutions. Careful orientation and training in cultural differences, wise and understanding leadership, and a democratic form of self-imposed group discipline, can often be effective in solving or controlling many types of problems. However, this is an area which requires further study.

Length of Service

The length of service to be required of Peace Corps volunteers is an important consideration in program planning, as well as one of the controlling factors in determing the number of applications which will be submitted.

Length of service is important in program planning because some types of projects can be effectively implemented only with relatively long-term volunteers, whereas other types of projects can be satisfactorily implemented with shorter term volunteers. The majority of the projects which are considered most suitable for the Peace Corps are in the first category.

The concensus of people who have been or are associated with volunteer overseas development programs, is that the effectiveness of a volunteer tends to increase with length of time served, at least up to a certain point. The optimum length of service depends on a number of variables such as type of project, the difficulty of the language of the host country, the width of the culture gap which the volunteer must bridge, and the characteristics of the individual volunteer. Considering all of these variables, indications are that the optimum length of service for volunteers in the Peace Corps would be between two to three years.

Millikan (1961:17) states, "There should be experimentation with the most suitable term of service, as with other aspects of the program, put particularly in the early stages it would appear undesirable to support programs of less than two years' duration (including the training period)."

The questionnaire results on this point are shown in Table 10-1. The largest number of respondents were of the opinion that periods of service of over two years would be the most effective, although a considerable number thought that a period of from one to two years could be reasonably effective.

Considering the length-of-service question as related to the availability of volunteers, the questionnaire results listed in Table 9-10 indicate that the number of applications would drop off very sharply if periods of service of over two years were required. Presuming, however, that there is a correlation between the degree of motivation and the length of time which an applicant is prepared to serve, this should not be a serious problem, and consequently should not be the controlling factor in setting up a minimum period of service.

Considering all the available evidence, it is recommended that the minimum term of enlistment entail a period of two years service on assignment overseas, in addition to the time required for orientation and training, and travel. This would bring the total period of enlistment to about 27 months.

The two-year period of overseas service appears logical from the standpoint of coordination with academic schedules of host country school systems and the fiscal schedules of agencies which are implementing projects. Provisions should be made for re-enlistments in one year increments, and perhaps for enlistments involving a one-year project assignment in exceptional cases.

Related to the question of length of service are some significant points which have been investigated only on a limited basis but are worthy of future detailed study. They are:

1. Resignations and involuntary terminations of service while on assignment.
2. Turnover of personnel on projects.
3. Short-term projects and assignments.

Resignations and involuntary terminations: - Problems arising from resignations before terms of service have been completed, and isolated instances which justify the involuntary termination of service of a Peace Corps Volunteer, are bound to occur and should be anticipated.

Resignations should not be treated lightly, in view of the investment in time, training, and money which the nation will have placed in each volunteer.

Table 10-1

LENGTH OF SERVICE FOR VOLUNTEERS

Results from Questionnaires

Colorado State University, Fort Collins

Question	Degree of Effectiveness	Related Agencies (27 total) %	Alumni-participants of Related Agencies (222 total) %	ICA Alumni (16 total) %	UN Alumni (25 total) %
Opinions on length of service for volunteers in Peace Corps type projects as related to various degrees of effectiveness.					
a. Less than 1 year	Very effective	11	9	0	0
	Reasonably effective	18	32	0	20
	Ineffective	78	94	75	80
b. 1 - 2 years	Very effective	33	52	19	8
	Reasonably effective	41	53	50	60
	Ineffective	7	12	0	0
c. More than 2 years	Very effective	33	54	31	16
	Reasonably effective	11	13	0	8
	Ineffective	4	7	0	4

On the other hand, volunteers with serious grievances, real or imagined, are often ineffectual and the condition may actually be detrimental to the work.

Resignations should be placed into at least two categories:

1. Resignations due to circumstances beyond control of volunteers (e. g., health, illness or death in family, family economic crises, etc.).

2. Resignations due to grievances (e. g., dissatisfaction with conditions, friction between personalities, disillusionment, etc.).

Resignations in the first category should be processed quickly and without penalty to the volunteer, pending a review and evaluation of the circumstances. Resignations in the second category may often be averted through personal counselling and reassignment to a different project. However, if this approach is unsuccessful, such resignations generally should be accepted in order to avert potentially more serious problems. Unless the volunteer can demonstrate a legitimate grievance against the Peace Corps, the volunteer's right to post-service benefits should be forfeited in such cases.

Involuntary termination from service should be invoked only as a last resort in cases in which it has been demonstrated beyond doubt that a volunteer is unsuitable for service in the Peace Corps. Sufficient grounds might include general attitude or behavior, repeated disciplinary infractions, inability or unwillingness to adapt to project requirements, involvement in host country politics, etc. Such cases should be handled with dispatch, but not without adequate review by appropriate Peace Corps officials (e. g., bi-national board) who are well informed with respect to the particular situation.

Turnover of personnel: - A practice which should be avoided is total or near-total personnel turnover on any particular project within a short period of time. In the interest of maintaining continuity, operating policy and planning should include provision for staggering the periods of service of volunteers on a particular project so as to avoid this problem. Experience has also shown that the break-in time for new volunteers on a project is substantially reduced if the majority of the project personnel are experienced Volunteers.

Short-term projects and assignments: - On the basis of data compiled during the course of the study on project or work opportunities, most projects should be long term (i. e., at least four or five years). In general, such projects will have a greater and more lasting value. However, there will be opportunities for good projects such as disaster-relief operations, various types of short-term surveys, etc., which should not be rejected just because they are short term (e. g., less than one year).

Short-term projects could also serve a purpose as fill-ins, e. g., for volunteers whose projects have ended, but whose terms of service have not been completed. Likewise, they would help in providing assignments for volunteers whose terms of service have been split due to turnover scheduling.

Remuneration

Included in the subject of remuneration are pay, post-service bonuses, and maintenance allowance. From the beginning, the Peace Corps idea has been based on the precept that it should be essentially a voluntary operation, in the sense that remuneration should not be high enough to attract applications from people who are concerned primarily with financial gain. This principle serves the double purpose of eliminating the problems frequently caused by overpayment of overseas Americans, and ofencouraging applications of those people with idealistic motivations. At the same time, it is generally agreed that remuneration should not be so low as to impose a real financial hardship on volunteers, particularly during the critical period of readjustment to the United States immediately following service in the Peace Corps. The purpose of this phase of the study has been to establish a level for and a balance among the three forms of remuneration which satisy the above criteria.

Pay: - Opinions expressed at the conferences and in the position papers tended to agree generally that the pay received by volunteers while on overseas assignment should be sufficient but not more than sufficient to enable them to live on a level commensurate with that of host country nationals engaged in similar occupations. Many expressed the opinions that a salary of about $80 per month, which is approximately equal to that received by enlisted men of the lowest rank in the armed forces, would be adequate for this purpose.

Most of the host country nationals who were interviewed also suggested the same approach; however, there were several from certain urban areas of Africa and Latin America in which living costs are quite high who indicated that $80 per month would not be enough.

Questionnaire responses from the agencies and alumni participants pertaining to the recommended basis of service for Peace Corps Volunteers with respect to pay are shown in Table 10-2. Although considerable division of opinion is evident, the consensus is clearly that there should be remuneration above maintenance and incidental expense allowances. The results listed in Table 9-9 indicate that the proposed low-pay aspect of the Peace Corps program will not serve as an important deterrent to prospective applicants.

Post-service bonus: - A suggestion frequently encountered during the course of the study was that the volunteers receive the major portion of their pay as a post-service bonus. Under this arrangement, the volunteers, while on assignment, would receive only a small spending allowance over and above the maintenance allowance for essentials. The principal objective in fixing the level of spending allowance is to achieve approximate parity with respect to sums available for recreational and leisure activities between volunteers and host country nationals engaged in similar occupations. Monthly amounts having an equivalent

Table 10-2

REMUNERATION FOR VOLUNTEERS*

Results from Questionnaires

Colorado State University, Fort Collins

Question	Degree of Effectiveness	Related Agencies (27 total) %	Alumni-participants of Related Agencies (222 total) %	ICA Alumni (16 total) %	UN Alumni (25 total) %
Opinions on basis of service for Peace Corps Volunteers with respect to pay as related to various degrees of effectiveness.					
a. Voluntary (maintenance plus incidental expense allowance)	Very effective	19	26	6	12
	Reasonably effective	19	23	0	4
	Ineffective	26	9	31	16
b. Semi-voluntary (maintenance plus small salary)	Very effective	19	42	6	12
	Reasonably effective	30	22	19	24
	Ineffective	4	3	13	0
c. Paid (maintenance plus salary)	Very effective	22	16	19	12
	Reasonably effective	11	16	13	24
	Ineffective	11	18	0	8

* Responses do not total 100% because many did not reply to this question.

purchasing power of approximately $25 have frequently been suggested. Depending on location and project, this amount might vary by as much as 50 to 100 percent.

It is in general agreed that the post-service bonus should be established on a common basis for all volunteers, and that an amount of $50 - $60 for each month served in the Peace Corps would be appropriate. The accumulated amount which would be paid to the volunteers at the termination of their service in the Peace Corps would help to tide them over the sometimes difficult period of transition and readjustment to life in the United States.

The questionnaire results in Table 9-9 indicate that prospective applicants would be agreeable to the post-service bonus arrangement.

The post-service bonus arrangement is appealing because it is both flexible and effectively equitable, in spite of the relatively large variations, dollar-wise, which will apply to the monthly spending allowances.

Maintenance allowance: - Maintenance allowance will be designed to cover all essential expenses associated with food, housing, clothing, transportation, and such miscellaneous supplies, services, and equipment essential to the effective operation of a project. Maintenance allowance could be administered on a group basis when the project and living accomodations are so arranged, and on an individual basis where essentially one-man projects are involved.

The question of maintenance allowance as related to the objectives of the Peace Corps is easily resolved in principle, but problematical in practice. In principle, the maintenance allowance for supporting a particular project should be established at a level which is consistent with the standard of living appropriate for that project, as discussed in the section on living conditions. In practice, each project will require individual consideration in light of the local conditions. This was emphasized during the country studies.

It is recognized that wide discrepancies in the level of maintenance allowance provided for different projects may cause some dissatisfaction and dissension among volunteers. Nonetheless, the policy of basing maintenance allowance on local conditions is recommended as that which is consistent with the objectives of the Peace Corps.

Health Protection

Most of the data pertaining to the question of health protection measures for volunteers were obtained from the overseas interviews.

It is generally recognized that the relatively antiseptic conditions common to the environment in the United States do not prevail in most regions in which

the Peace Corps will be operating. Therefore, certain health problems will be raised by the stationing of Americans in such areas, since most Americans have not developed as high a degree of tolerance or immunity to certain forms of bacteria or contaminants as have the local inhabitants.

The experience of a number of American private agencies, whose participants have lived and worked under environmental conditions similar to those which will confront the Peace Corps, has demonstrated, however, that such health problems can be coped with successfully, or at least controlled to an acceptable degree. The experience of these agencies indicates that the best approach is to educate the volunteers to practice elementary health precautions and to employ appropriate preventive medicines as a matter of habit. Specific measures such as boiling water and vegetables, thorough cooking of meat, the use of disinfectants and of malaria-suppressant pills, etc., will vary somewhat with locality depending on the specific health hazards to be considered.

It is obvious that the usual batteries of vaccinations and injections, according to the area of overseas assignment, will be mandatory for all volunteers.

Despite the most adequate health precautions, it is recognized that health problems cannot be entirely eliminated. Volunteers will, for example, find themselves at times in situations in which to refuse food or drink not prepared according to "specifications" would be to rebuff the friendly gesture of a host country national. The volunteer will have to be prepared to put up with stomach aches, periodic occurrences of dysentery, intestinal parasites, etc., as some of the unpleasant facts of life.

It has been suggested from many sources that the volunteers be given intensive training in first aid during their orientation and training period. Such training should be oriented, to some extent, toward the hazards and illnesses peculiar to specific areas of assignment. Each unit of volunteers should certainly be kept supplied with well-stocked first aid and preventive medicine kits.

Recognizing also that some instances of serious, or even fatal, illnesses and injuries are bound to occur, it was recommended by most of the overseas interviewees that volunteers should not be stationed beyond the range of adequate emergency medical facilities. Due to the wide range of discrepancies in the development of transportation and communications systems around the world, this range cannot be defined in units of distance. In some of the more primitive areas it is conceivable that the backstopping operations for a project should include provisions for radio communication and an emergency helicopter service. Also, consideration might be given to the incorporation of a medical unit into teams operating in remote areas. Such medical units could serve the needs of both local inhabitants and volunteers. In several countries emergency medical facilities and helicopter services already exist as part of the logistical support

operations for various American missions located there. Where such facilities exist, they could be expanded, if necessary, to handle Peace Corps Volunteers as well.

Judging by the experience of International Voluntary Services, Inc. in placing over 200 volunteers in primitive areas since 1953, it appears that serious illness or accidents should not be too much of a problem, provided, of course, that the previously-mentioned precautions are observed. During the 7-year period of operation, only two cases of serious accident or injury involving IVS volunteers occurred. One was a polio case, and the other was a leg amputation resulting from an accident involving a snapped cable. Either of these incidents could have occurred as easily in the United States.

Consideration should be given to the advisability of establishing a health, accident, and disability insurance program which would cover all volunteers for their period of service in the Peace Corps. This program could be either externally or internally administered, depending on economic and statistical considerations.

Yet another problem to be considered is that of possible post-service recurrence or emergence of latent illnesses which have been contracted while on assignment with the Peace Corps. Included in the same category would be the after-effects of injuries sustained while on assignment. Such eventualities could be covered by the incorporation of a specially-designed prepaid health-insurance plan into the post-service benefits.

Relationship to Selective Service

The question of how, if in any way, service in the Peace Corps should relate to military-service obligations has been one of the most controversial ones encountered in the entire study. Cogent arguments representing various points of view were presented in several of the position papers and in many of the interviews, both in the U. S. and abroad. Most of the arguments revolve around the issue of whether or not, under the Selective Service System, service in the Peace Corps should constitute an officially-recognized alternative to service in the armed forces for draft-eligible young men.

Some of the more frequent arguments, pro- and con-, as well as some of the compromise suggestions, are listed as follows:

Arguments Pro: -

1. Since service in the Peace Corps would be as much in the national interest and at least as rugged as service in the armed forces during

peacetime, service in the Peace Corps should be officially recognized as equivalent to military service.

2. The fact that young men could fulfill their military-service obligations through serving in the Peace Corps would impress other nations as to the peaceful intentions of the United States.

3. The possibility of two years in the armed forces superimposed upon two or more years' service in the Peace Corps would impose too great a burden, timewise, on young men serving in the Peace Corps, and would consequently deter many qualified young men from applying for service in the Peace Corps.

Arguments Con: -

1. Since it is such a controversial issue, inclusion of a "draft-exemption" clause in the Peace Corps legislation, which would in turn require an amendment to the Selective Service Law, might obscure more fundamental issues relating to the Peace Corps to the extent that either the objectives of the Peace Corps may be seriously compromised, or the passage of any legislation whatsoever concerned with the Peace Corps may be endangered.

2. The Peace Corps would tend to become a haven for draft dodgers if a draft-exemption clause were included.

3. The sincerity and motivation of volunteers would be open to question if host country nationals thought that volunteers were serving in the Peace Corps in order to avoid military service.

4. The fact that those young men volunteering for the Peace Corps were doing so in spite of the possibility of having to serve subsequently in the armed forces would help to assure a high level of motivation on the part of those who do apply.

Compromise suggestions: -

1. Volunteers in the Peace Corps should be granted deferments, analogous to student deferments, but not exemptions. In this way many of the volunteers upon return from Peace Corps service may be eligible for continued deferment or eventual "effective" exemption on the basis of age, occupation, graduate studies, marital status, etc.

2. Draft-eligible Peace Corps Volunteers who complete their basic military training should have their required time in the reserves reduced in proportion to their length of service in the Peace Corps.

The consensus of respondents was that service in the Peace Corps should not fulfill Selective Service obligations on the basis of the first and third arguments against draft exemption, together with the first compromise suggestion. Most of the respondents did indicate, however, that they considered that service in the Peace Corps would contribute at least as much to the interest and welfare of the nation as would service in the armed forces, although some added that since the contributions are different in kind, no direct comparison should be made.

Questionnaire results relating to the Selective Service question are shown in Table 10-3. Some of the results in Question 1 of Table 10-3 are difficult to interpret because some respondents checked more than one alternative, whereas others did not.

In Table 10-3 it is significant that a majority of the 222 alumni-participants of the related voluntary agencies recommended that service in the Peace Corps should constitute an alternative to military service for all volunteers, and a plurality recommended that special provisions to this effect be included in the Peace Corps legislation. The response of these participants is broken down according to agency in Table 10-4. This point of view was strongly represented by participants who had served with the American Friends Service Committee, the Brethren Service Commission, the Mennonite Central Committee, the Methodist Board of Missions, and International Voluntary Services, Inc. The first three of these organizations have traditionally supported the conscientious-objector position, whereas the latter two have not been oriented in this direction.

The recommendations of the parent agencies on this question as reported in the agency questionnaire are indicated by the X's in Table 10-4. It is interesting to note that in two of the four cases for which the agency responses were available, the recommendation of the participants tended to run counter to those of their parent agencies.

Insofar as the related voluntary agencies may be considered as prototypes of the Peace Corps, the viewpoints of their participants on this question are well worth considering.

The results in Table 10-5 indicate that the question of relationship to Selective Service is not an important consideration as seen by prospective applicants.

Position of Selective Service System: - Some light is thrown on the question by the official statement of Lt. Gen. Lewis B. Hershey, Director of the Selective Service System, regarding Peace Corps relationship to Selective Service. In the April 1961 issue of Selective Service, General Hershey wrote, "The Universal Military Training and Service Act, as amended, is flexible enough to provide deferment for the members of the Peace

Table 10-3

RELATIONSHIP TO SELECTIVE SERVICE

Results from Questionnaires

Colorado State University, Fort Collins

Question	Related Agencies (24 total) %	Alumni-participants of Related Agencies (222 total) %	ICA Alumni (16 total) %	UN Alumni (25 total) %
1. How should the Peace Corps be related to the U. S. Selective Service System?				
a. Program should be an alternative to the draft for all participants and field leaders.	20.8	60.0	37.5	24.0
b. Program should be an alternative to the draft for religious objectors.	20.8	12.2	12.5	--
c. Program should be an alternative to the draft for no one.	16.7	5.9	18.8	12.0
d. Participants and field leaders should be deferred while serving in the Peace Corps but subject to draft upon return.	41.7	10.8	25.0	16.0
e. Program should not be a valid reason for deferment.	12.5	0.5	18.8	16.0
f. No relation.	29.2	1.8	6.3	24.0
2. In order to accomplish the alternatives checked above:				
a. A special provision should be included in Peace Corps legislation.	22.7	42.3	31.2	24.0
b. Alternative should be accomplished within existing Selective Service procedures.	27.3	38.3	18.8	16.0

Table 10- 4

RELATIONSHIP TO SELECTIVE SERVICE

Results from Questionnaires

Colorado State University, Fort Collins

Alumni Participants of

Question	American Friends Service Committee (45 total) %	Brethren Service Committee (45 total) %	International Farm Youth Exchange (15 total) %	International Voluntary Services (32 total) %	Mennonite Central Committee (30 total) %	Methodist Board of Missions (30 total) %	Crossroads Africa (21 total) %	Others (4 total) %	Total (222 total) %
1. How should the Peace Corps be related to the U.S. Selective Service System?									
a. Program should be an alternative to the draft for all volunteers and field leaders.	60	71 x	33	59	73	60	43	25	60
b. Program should be an alternative to the draft for religious objectors.	7	20 x	0	9	20	13	5	25	12
c. Program should be an alternative to the draft for no one.	7	4	13	13 x	3	0	5	0	6
d. Participants and field leaders should be deferred while serving in Peace Corps, but subject to draft upon return.	7 x	0	40 x	3	3	10	38	0	11
e. Program should not be a valid reason for deferment.	0	0	0	3	0	0	0	0	1
f. No relation.	0	0	7	3	0	3	5	0	2

Table 10-5

ATTITUDE TOWARD RELATIONSHIP TO SELECTIVE SERVICE

Results from Questionnaire

Colorado State University, Fort Collins

Question	Sex	Cross-section of students (2948 total)			Seniors in 9 Teachers Colleges (1081 total)			Labor (19 total)		
		Yes %	No %	No Response %	Yes %	No %	No Response %	Yes %	No %	No Response %
1. Willing to serve in Peace Corps only if exempted from military service.	All	35	48	17	24	46	37	37	42	21
	M	49	46	5						
	F	10	50	40						
2. Willing to serve in Peace Corps if not necessarily exempted from military service.	All	51	31	18	38	29	33	47	32	21
	M	50	45	5						
	F	51	9	40						

Corps without amendment of any kind. In other words, the relationship of the Selective Service System with registrants who become members of the Peace Corps can be handled administratively.

. . . . The fact that the registrant has been a member of the Peace Corps will not prevent him from qualifying for further deferment, the same as any other registrant who is engaged in activities vital to the national health, safety, or interest."

Conscientious objectors: - The question of whether the properly-certified objector should be permitted to fulfill his alternative service obligations by serving in the Peace Corps also raises certain problems. Under present legislation, the conscientious objector may perform his alternative service by serving for a two-year period in any of a number of specified agencies engaged in work relating to the national health, safety, or interest. Among the qualifying agencies are several of the related voluntary agencies, e. g., American Friends Service Committee, International Voluntary Services, Inc., Brethren Service Commission, Mennonite Central Committee, all of which are engaged in overseas activities similar to those which will be undertaken by the Peace Corps, and in which many conscientious objectors have compiled an outstanding record of service.

Thus it seems logical in many ways to extend qualifying status, as an acceptable agency in which to perform alternative service, to the Peace Corps. This is the policy recommended in most of the position papers (e. g., AFSC, BSC) which dealt with this particular question.

On the other hand, it does not seem quite fair to permit conscientious objectors to perform alternative service in the Peace Corps without extending the same privilege to all Peace Corps Volunteers.

Possible compromise proposals would be to: (1) require a second two-year term in the Peace Corps for a conscientious objector to complete his alternative service obligations, or (2) exclude conscientious objectors doing alternative service from the post-service benefits accorded to other Peace Corps Volunteers.

The first proposal appears to be the more equitable in that under such a plan the conscientious objector would be serving one voluntary term in the Peace Corps on exactly the same basis as the other volunteers. If, after returning from a first term in the Peace Corps, a conscientious objector was called up for alternative service, he would then perform his alternative service by serving a second term. This would be exactly analagous to the situation in which a returned volunteer was called up for duty in the armed forces. Of course, the conscientious objector should not be under any compulsion to perform his alternative service in the Peace Corps, if he would rather do so in another agency.

The second proposal would, however, also be consistent with the Selective Service regulations in that conscientious objectors under present rules are not eligible for any post-alternative-service benefits. This solution would be somewhat less satisfactory than the first proposal, however, in that it might tend to create two classes of Peace Corps participants--the true volunteer and those performing alternative service. In the case of the first proposal, although this difference would also exist, it would be tempered by the fact that all conscientious objectors performing alternative service in the Peace Corps would have served a previous term strictly as volunteers.

Relationship of Volunteers to Laws of Host Country

It has been proposed in some quarters that a certain measure of diplomatic immunity be extended to Peace Corps Volunteers. This proposal is clearly inconsistent with the objectives of the Peace Corps, however, in that it violates the basic principle of mutuality between Peace Corps Volunteers and host country nationals. The extension of any special privileges to Peace Corps personnel with respect to host country laws would erect a barrier between the volunteers and the host country nationals with whom they live and work by fostering the unfavorable image that Peace Corps Volunteers were above the law. In addition, it would probably also involve the Peace Corps in protracted and difficult negotiations with host country governments.

The only conceivable justification for the extension of such extra-legal privileges to the Peace Corps is the possibility that in a few isolated cases a volunteer violating a host country law might become involved in a legal system in which our concept of justice does not prevail. The risk, if indeed any appreciable risk is involved, can be minimized by:

1. Briefing volunteers on matters pertaining to host country laws during orientation and training period.

2. Evaluating this risk along with other factors when making initial feasibility study with respect to the establishment of a Peace Corps project in a particular country.

On the basis of the experience of the related voluntary agencies in many different parts of the world, the extension of diplomatic-immunity privileges to Peace Corps personnel is clearly not justified. All of the available indications are that there would be little to be gained in terms of protection, and much to be lost in terms of human relations and hence overall effectiveness by the adoption of such a proposal. Although not eligible for diplomatic immunity, volunteers must not become involved in political activities. The difficulties volunteers would encounter in this respect are fully recognized, and special orientation must be given on this subject.

In-Service and Post-Service Benefits

Among the in-service and post-service benefits which have been suggested in interviews and position papers are:

1. APO privileges.
2. A one-month paid vacation, subsequent to 12 months' service in the field.
3. Social security and/or other retirement benefits.
4. Life insurance benefits.
5. Re-employment rights.
6. Financial assistance for further education.
7. Post-service personnel guidance and counseling.

None of these proposals have been studied in detail. Considering the question of benefits in toto, however, it seems inconsistent with the principles and objectives of the Peace Corps to overload the program with fringe benefits.

Of the above listed items, it is recommended on the basis of the limited information received, that primary consideration be given to items 1, 2, 4, 6, and 7, and secondary consideration to the others. Particular emphasis was placed on assisting volunteers with their career development and post-service education. It has been suggested that those who have made especially outstanding records in the Peace Corps and who wish to make a career of private or governmental foreign service, should be given a "G.I. Bill"-type of scholarship, to take special courses for as many years as he has served abroad, in order to improve his basic education in this subject field (i.e., he should be able to elect this instead of a post-service bonus).

Samuel Hayes (1961:67) suggests "The United Auto Workers has made the interesting suggestion of a system of educational loans for college study which would be repayable through voluntary service abroad; or, alternatively, for scholarship aid following volunteer service. In this way, many highly motivated but poorly financed young people might get the college educations they would otherwise miss."

On the basis of opinions expressed in the position papers and in the overseas interviews by host country nationals, it is specifically recommended that P-X (post-exchange) and commissary privileges not be extended to Peace Corps Volunteers.

Terms and Conditions for Supervisory Personnel

In considering the terms and conditions for supervisory personnel, it is assumed that at least two categories or levels of supervisory personnel will exist. These are made up of: (1) the field leaders who will be in immediate

charge of the projects and in close contact with the volunteers, and (2) the administrative supervisors, bi-national board staff, and Peace Corps liaison officers.

It is further assumed that the terms and conditions of service of the administrative supervisors will be essentially the same as those for personnel holding positions of comparable responsibility in the various existing overseas U. S. Government operations or United Nations missions. Consequently, the remainder of the discussion is devoted to terms and conditions for field leaders.

The study has not indicated that the terms and conditions of service for field leaders should differ in any essential way from those for volunteers other than in the matter of pay and maintenance allowances. This finding was borne out by the questionnaire results shown in Table 10-6, and by the position papers and interviews.

Although it may be assumed that a high percentage of the prospective volunteers do not have family, financial and property responsibilities, it is generally recognized that this assumption will not apply to most of the well-qualified prospective field leaders. Since the leaders will be older and more mature people, having for the most part families to support, homes to pay for, insurance policies to maintain, etc., those without independent wealth would not be able to serve in the Peace Corps in a voluntary or semi-voluntary capacity without making great personal sacrifice.

On the other hand, since volunteers and field leaders will be closely associated it would be undesirable, from the viewpoint of morale, for any great discrepancy to exist in salary or overseas maintenance allowance.

One possible solution, involving a two-fold approach, would be to: (1) provide the leaders with sufficient overseas maintenance allowance for themselves and their accompanying dependents to permit them to live on essentially the same basis as the volunteers, and (2) make individual allowance arrangements between the field leaders and the Peace Corps to ensure that the leader's financial obligations at home are discharged for the period of time that he is on assignment.

Under such an arrangement, the prospective leader when applying for an assignment with the Peace Corps, might submit an itemized estimate of his fixed expenses such as house payments, insurance payments, property taxes, etc. After reaching a mutually acceptable figure, the Peace Corps might agree to deposit this amount in a bank of the leader's choice in an account from which the bank under power-of-attorney could discharge these obligations for the period of time that the leader is on assignment.

Table 10-6

MOST EFFECTIVE REMUNERATION AND LENGTH OF SERVICE

Results from Questionnaires

Colorado State University, Fort Collins

Question	Group to Whom Response Applies	Related Agencies (27 total) %	Alumni-participants of Related Agencies (222 total) %	ICA Alumni (16 total) %	UN Alumni (25 total) %
1. Policies pertaining to pay recommended as being very effective. *					
a. Voluntary (maintenance plus incidental expense allowance)	Leaders	15	11	0	0
	Volunteers	19	26	6	12
b. Semi-voluntary (maintenance plus small salary)	Leaders	19	27	0	0
	Volunteers	19	42	6	12
c. Paid (maintenance plus salary)	Leaders	33	27	31	16
	Volunteers	22	16	18	12
2. Policies pertaining to length of service recommended as being very effective.					
a. Less than 1 year	Leaders	11	6	0	4
	Volunteers	11	9	0	0
b. 1 - 2 years	Leaders	26	33	19	8
	Volunteers	33	52	19	8
c. More than 2 years	Leaders	59	47	38	20
	Volunteers	33	54	31	16

* Respondents were asked to rate as very effective, effective, or ineffective, only very effective responses are recorded in this table.

With respect to post-service bonus payments, an amount ranging from one and a half to twice that established for the volunteers would be appropriate for the field leaders.

Summary and Conclusions

Living conditions: - Living conditions for volunteers should be established on a level comparable to that of host country inhabitants engaged in similar types of jobs, adding only such "extras" as are required to maintain the health, vitality, and effectiveness of volunteers. The living conditions of volunteers may differ considerably in certain respects from the living conditions of host country nationals, but should not exceed the foreseeable achievement capabilities of local inhabitants.

Circumstances permitting, it is recommended that living accommodations for volunteers be arranged for small groups made up of approximately equal numbers of Americans and host country counterparts.

Length of service: - It is concluded that there is a correlation between length of service of volunteers and their effectiveness on a project. Based on the available evidence a standard minimum period of two years on field assignment in addition to the time required for orientation and training and travel is recommended as the optimum for the Peace Corps. Shorter terms of service may be justifiable in exceptional cases. It is recommended that re-enlistments be in one-year increments.

Related problems which require further study are:

1. Resignations and involuntary terminations of service.
2. Turnover of personnel on projects.
3. Short-term projects and assignments.

Remuneration: - Remuneration for Peace Corps Volunteers should consist of a small spending allowance, a post-service bonus, and a maintenance allowance. The objective in establishing a remuneration policy should be to achieve an overall level and balance among the three forms of remuneration which is insofar as possible:

1. Consistent with the objectives of the Peace Corps as regards mutuality with host country nationals.
2. Equitable from the viewpoint of volunteers.

It is recommended that spending and maintenance allowances be based on the mutuality concept, and that the post-service bonus, amounting to $50-$60 for each month of service in the Peace Corps be based on the equitability concept.

Health protection: - Although it is recognized that assignment of volunteers to many of the areas in which the Peace Corps will be operating entails certain health risks, the experience of a number of agencies in the field incicates that this need not be a serious problem provided that appropriate precautionary measures are exercised. It is therefore recommended that the orientation and training programs include a course in health protection and first aid appropriate for the prospective areas of assignment.

Recognizing also that some cases of serious illness and injuries will occur, it is recommended that backstopping operations include facilities capable of extending emergency medical service to all volunteers.

Consideration should be given to the establishment of a health, accident, and disability insurance program which would cover all volunteers during their period of service, and also for post-service expenses traceable to illnesses contracted or injuries sustained while on assignment in the Peace Corps.

Relationship to Selective Service: - It is recommended that no references to the Selective Service System be incorporated into the Peace Corps legislation. At the same time, it is urged that local draft boards utilize their prerogative of administrative decision, which exists within the present system, to grant deferments to volunteers so as to enable them to complete their terms of service in the Peace Corps. It is also urged that local draft boards take into consideration past service in the Peace Corps in the event that the number of a returned volunteer does come up.

With respect to the question of properly certified conscientious objectors, it is recommended that with one exception, no differentiation be made between conscientious objectors and other volunteers. The one exception is that only that service which extends in time beyond the standard term of service in the Peace Corps should apply to the fulfillment of alternative-service obligations.

Relationship of volunteers to laws of host country: - The extension of any special privileges to Peace Corps Volunteers with respect to the laws of the host country is regarded as contradictory to the basic interests and objectives of the Peace Corps.

In-service and post-service benefits: - It would be inconsistent with the principles and objectives of the Peace Corps to overload the program with fringe benefits. However, it is recommended that serious consideration be given to the following:

1. APO privileges.
2. A one-month paid vacation, subsequent to 12 months' service in the field.
3. Life insurance benefits.

4. Post-service personnel guidance and counselling.
5. Financial assistance for further education.

It is specifically recommended that P-X privileges not be extended to Peace Corps personnel.

Terms and conditions for supervisory personnel: - At least two categories of supervisory personnel, (1) administrative supervisors, and (2) field leaders, will exist.

It is recommended that the terms and conditions of service for the administrative supervisors be essentially equivalent to those applying to personnel holding positions of comparable responsibility in existing U. S. Government or United Nations overseas operations.

For the field leaders, it is recommended that essentially the same terms and conditions of service which apply to the volunteers should apply here also, with the exception of those terms relating to pay and allowances.

It is recommended that the post-service bonus payment for field leaders be approximately one and a half to twice that for volunteers.

With respect to maintenance allowance, it is recommended that agreements be worked out between the field leaders and the Peace Corps on an individual basis. In reaching such agreements, factors such as the number of dependents, and the leader's fixed financial obligations at home should be considered.

Chapter 11

COST

The cost of the Peace Corps will depend upon many variables. Among them are:

1. Number of volunteers
2. Type of project
3. Location of project
4. Level of pay
5. Administrative structure

Due to the fact that there is no precedent for the proposed program which compares in both scope and scale, some of the factors upon which the variables depend are essentially unknown. However, the experience of a number of agencies which have operated programs similar in scope, but on a considerably smaller scale, provides information upon which a reasonable cost estimate can be based.

Elements of Cost

For estimating purposes, the costs were subdivided into ten contributing elements which are listed and analyzed as follows:

1. Salaries and/or spending allowances: - Includes total direct remuneration to volunteers and field leaders, made up of any combination of salary, spending allowance, and post-service bonus payments. For field leaders, items such as dependent's allowance, and allowances for fixed expenses at home (see Chapter 10) are also included.

2. Maintenance of project personnel: - Covers expenditures relating to housing, food, clothing, and incidental essentials both during orientation and training period, and while on overseas assignment. This element may vary greatly, depending on country and location within country. For example, maintenance costs would be high in some urban areas and also in isolated primitive areas where logistics are difficult.

3. Supporting equipment and materials: - Includes items such as books and other literature, tools, vehicles, instruments, and

materials which are essential to operation of project. Considerable variation is anticipated here also, depending primarily on type of project.

4. Orientation and training: - All phases of orientation and training program both in the United States and in host country with exception of living expenses.

5. Travel and transportation: - Includes travel to orientation and training location, passage to and from host country, essential travel within host country, and vacation travel. Considerable variation is to be expected, depending primarily on mode of conveyance and distance of travel.

6. Health and life insurance: - Health insurance aspect covers all medical and hospital expenses. Rates may vary depending on health hazards associated with project location.

7. Vacations: - Includes one-week leave immediately prior to embarkation, and a one-month leave to be taken following completion of one year of overseas service.

8. Research and evaluation: - Covers all research and evaluation activities which are financed directly by Peace Corps.

9. Administration and overhead: - Includes all administration above project level, in United States and overseas, recruitment and selection of volunteers and leaders, public relations, and other indirect costs.

10. Miscellaneous and contingencies: - Includes costs not covered under other nine elements, and also expenditures arising from unforeseen circumstances.

Estimated Costs

A cost estimate was prepared on the basis of information derived from questionnaire results, position papers, and interviews. The results of the estimates are shown in Table 11-1. The costs are divided into domestic and foreign components, each of which is subdivided into the 10 elements discussed in the previous section. All costs are stated in terms of cost per participant-year. For each element an anticipated minimum, maximum, and average cost was computed.

The totalized results in Table 11-1 indicate that depending on conditions associated with a specific project, the cost per volunteer-year may vary

Table 11-1

ESTIMATED ANNUAL COSTS
(In U. S. Dollars)

Item	Domestic Expenditure			Overseas Expenditure		
	Minimum	Maximum	Average	Minimum	Maximum	Average
Salaries and/or spending allowances[1] (including post-service bonus)						
Volunteers	$630	$1,030	$770	$150	$600	$300
Field Leaders (divided by 10)	300	550	380	120	330	210
Maintenance of project personnel[1]	220	440	330	500	2,500	1,000
Supporting equipment and materials	400	1,200	800	100	300	200
Orientation and training[1, 2]	500	1,000	750	150	700	400
Travel[2]	400	1,300	800	100	500	300
Health and life insurance	10	20	15	120	240	180
Vacations	70	130	100	140	260	200
Research and evaluation	98	277	169	98	277	169
Administration and overhead	293	833	504	293	833	504
Miscellaneous and contingencies	292	678	462	177	654	346
TOTAL	$3,213	$7,458	$5,080	$1,948	$7,194	$3,809
COMBINED TOTAL (For each Volunteer)				$5,161	$14,652	$8,889

[1] Expenditures incurred during first three months pro-rated over entire 27-month period of service.

[2] Expenditure pro-rated over entire 27-month period of service.

over nearly a three-fold range. These results also indicate that the domestic costs will exceed the overseas costs.

Assumptions: - A number of assumptions were made in arriving at the estimates listed in Table 11-1. These are listed according to the various cost elements as follows:

1. Salaries and/or spending allowances

   a. Length of service - 3 months in U. S., 24 months overseas
   b. Spending allowance ranging from $12.50 to $50.00 per month and post-service bonus from $50.00 to $80.00 per month for volunteers. These rates doubled for field leaders.
   c. An average ratio of ten volunteers to one field leader
   d. An average of three dependents for each field leader with dependent's allowance ranging from $300 to $700 per dependent per year.
   e. A fixed-expense at home allowance ranging from $2,000 to $3,500 per year for each field leader.

2. Maintenance of project personnel

   a. Food and housing ranging from approximately $3.00 to $6.00 per day in U. S., and from $1.40 to $7.00 per day overseas
   b. Clothing allowance ranging from $100 to $200 per year per volunteer

3. Supporting equipment and materials

   a. $500 to $1,500 per volunteer per year
   b. 80 per cent of total spent in U. S.

4. Orientation and training

   a. From $1,000 to $2,000 per volunteer for three-month period
   b. Three-month period in U. S.
   c. One to two months in host country

5. Travel -- as indicated

6. Health and life insurance -- as indicated

7. Vacations -- vacation allowance ranging from $200 to $300 per year per volunteer

8. Research and evaluation

   a. 5 per cent of total direct costs
   b. 50-50 split between domestic and overseas expenditures

9. Administration and overhead

   a. 15 per cent of total direct costs
   b. 50-50 split between domestic and overseas expenditures

10. Miscellaneous and contingencies

   a. 10 per cent of total direct and indirect costs
   b. Pro-rated according to whether expenditure domestic or overseas

Extension of estimated cost: - Assuming that the Peace Corps expands to and remains constant at about 10,000 volunteers, and furthermore assuming that the computed minimum and maximum costs indicate the extremes for the various projects rather than an overall average cost, the total cost of the Peace Corps program may be expected to reach a stable level of about $80 million to $100 million per year.

Sources of Funds

The consensus as derived from questionnaires, position papers, and interviews is that the U. S. should expect to assume responsibility for the greatest share of the cost of establishing and operating the Peace Corps. Host countries should be encouraged to support projects in their own countries -- both financially and in other ways -- to the extent of their capabilities. This support might consist of providing housing, staff for orientation and training programs, counterpart volunteers, expense and maintenance allowances for volunteers, administrative expenses of the bi-national board, and/or other similar items. On the basis of the overseas interviews, it does not seem overoptimistic to assume that from 10 to 20 per cent of the total program cost may eventually be borne by the host countries.

Suggestions have been received from many sources that, in view of the current drainage of gold from the U. S., careful consideration should be given to the utilization of U. S. -owned local currencies (derived from P. L. 480 surplus commodity disposal, repayment of Development Loan Fund loans, and other sources), where available, to help finance expenses in the host country. By national agreement, these funds are used currently in countries where they are in surplus (notably in some Asian countries) for some of the expenses of some of the voluntary agencies with government contracts, for educational exchange programs, and the like. Hayes (1961: 82) says in regard to this, "If a considerable part of these total costs can

be paid for in local currencies of the countries participating in this program, it might turn out that dollar appropriations needed each year would be less than half of the total $80 million estimated. As a considerable part of these total costs would be domestic costs in the United States, the impact on our balance of payments would be negligible." Hughes, LaBaron, and Seastone argue, however, that such funds should not be earmarked for Peace Corps expense because the funds are then not available for other purposes, which are perhaps more important for the welfare of the host country.

The possibility for cooperation by industry, foundations, private citizens, and others, in terms of financial contributions to the Peace Corps program has been suggested by many sources. This would also include the potential contribution by host country agencies which have an interest in the program. With respect to the proposed phase of the program involving grants for specific projects to existing private agencies, it is urged that government funds be used to supplement and expand the existing overseas programs of these agencies, and not to replace existing sources of financial support.

Comparison with Costs of Other Agencies

In order to enable comparison of the cost estimate presented in Table 11-1 with the costs of several existing agencies, cost data reported in the questionnaires by a number of agencies are listed in Table 11-2. That these data represent many kinds of projects, operated under many different conditions, is reflected by the wide variation in the costs reported. Therefore, comparisons should be used with great care.

For further comparison, cost estimates for two proposed Peace Corps projects are shown in Table 11-3. These estimates were compiled independently of the estimate in Table 11-1.

Summary and Conclusions

Depending on the particular conditions associated with a specific project, the cost per volunteer may vary over nearly a three-fold range. It is anticipated that the mean cost, covering all phases of the program, will be on the order of $9,000 per participant per year. Assuming that the Peace Corps expands to approximately 10,000 volunteers, it is anticipated that the total annual cost of the Peace Corps program will stabilize at about $80 million to $100 million. It is furthermore anticipated that more than half of the funds will be spent in the U. S., and that from 10 to 20 per cent of the total costs might be borne by the host countries receiving assistance from the Peace Corps program.

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* Memorandum of 3 May 1961

Table 11-2

COST DATA FROM RELATED AGENCIES

Results from Questionnaires

Colorado State University, Fort Collins

Agency	Average Operational (per volunteer year)	Average Overhead & Administrative (per volunteer year)	Travel: International and Internal (per volunteer service period)	Recruitment, Orientation, Salary and Maintenance (per volunteer service year)
		Religious Agencies		
# 1	$5,000	$100 - $200		
2	$1,500	$ 50 - $100	$ 750 - $1,250	$ 500 - $1,000
3	$5,000	$200 - $500	$1,250 - $2,000	$1,250 - $2,750
4	$3,000	$500 - $1,000	$1,000 - $1,250*	$2,750 - $3,000
5	$2,000	$200 - $500		
6			$1,000 - $2,000	$6,000
7	$1,000	$ 50 - $100		
8	$2,000	$100 - $200	$1,250 - $2,000	$2,500 - $3,000
		Private Voluntary Agencies		
9		$2,000		
10	under $500	$50 - $100		
11	$6,000	$500 - $1,000	$1,000 - $1,250	$1,000 - $3,000
12	$1,000	$200 - $500	$ 500 - $1,500**	$ 500 - $ 750
13			$ 100 - $1,250	$2,250 - $2,500
		Private Other		
14			$2,250 - $2,500	
15	$6,000	$200 - $500	$2,250 - $2,500	over $3,000
16	$2,000	$100 - $200	$ 500 - $1,000	$2,250 - $2,500
17	$1,200	$200 - $500		
18	$5,000***	$200 - $500		

* Does not include living quarters

** Room and board furnished

*** Does not include per diem - $4,500/year

Table 11-3

ESTIMATED ANNUAL COSTS FOR TWO POTENTIAL PROJECTS *

Colorado State University, Fort Collins

	Salary/yr.		Housing/yr.		Orientation & Training		Travel one-way		Administration per year		Other	Total
	Participants	Leaders	Participants	Leaders	In U.S.	Host Country	Participants	Leaders	In U.S.	Host country		Average per Person
Teacher Project 1,000 Volunteers 50 Leaders	$1200	$8000	$480	$1500	$1000 2-4 mo.		$600	$1800	$850	$390	$2800	$8080
Community and Rural Development Project 60 Volunteers 8 Leaders	$1300	$3500	$1920		$210 1 mo.	$50	$1083		$1316		$703	$6583

* From actual proposals prepared by institutions other than Colorado State University.

Chapter 12

SIZE

How large should the Peace Corps be?

Frequently, this is the first question asked regarding the Peace Corps. However, it is not a question which can be answered arbitrarily or at random. Instead, size is a function of several major factors and cannot reasonably be determined until these factors are carefully considered. The final decision on the Peace Corps' size must remain a matter of judgement, of course, but it can and should be a highly informed judgement.

Confusion also arises at times because no distinction is made between the initial size and the ultimate size which the Corps may attain. The consensus of those consulted in this study is that these are two quite different questions.

Factors Affecting Size

The absolute limits to the possible size of the Peace Corps are set by the availability of the elements without which it could not operate. These include:

1. The availability of volunteers.
2. The availability of leaders.
3. The availability of suitable projects mutually agreed upon in host countries.
4. The availability of training staff and facilities.
5. The availability of money to meet the costs.

Each of these factors has been examined in some detail in other chapters of this report, although without attempting to set any absolute limits of availability for any of them. Bearing them in mind, however, nineteen representatives of the principal voluntary agencies with related field programs were asked to estimate the size the Peace Corps might attain in its fifth year of operations. Their views were as follows:

Size by Fifth Year	Number Favoring Size
500 to 1,000	1
1,000 to 3,000	4
3,000 to 5,000	1
5,000 to 10,000	6
10,000 to 15,000	3
15,000 to 20,000	1
Over 20,000	3

A Peace Corps of slightly under 10,000 volunteers thus seems to be the average expectation of those with wide overseas operational experience.

Another factor also has a bearing: the length of service which volunteers put in. It was generally assumed in making the foregoing estimates that two years would be the normal period; thus close to 5,000 new recruits would be needed each year. Increasing or decreasing the turnover by shortening or lengthening the period of service could affect the total number in the Corps at any one time.

Despite this preponderance of evidence for a 10,000 maximum, there have been isolated individuals who have called for hundreds of thousands, and one individual has even called for 1,000,000.

Initial Size

Agreement among the experts was much greater on the question of the initial (first year) size of the Corps. Here 22 expressed an opinion, over 80% favoring a 200 to 1,000 range:

Initial Size	Number Favoring Size
50 to 100	1
100 to 200	1
200 to 500	8
500 to 1,000	10
1,000 to 3,000	1
Over 10,000	1

This "go slow" approach corresponds with the attitude discovered overseas as reported in Chapter 5: that "pilot projects" are needed to work out the mechanics of the program and to test its effectiveness before large-scale operations are undertaken. As the Committee on Educational Interchange Policy of the Institute of International Education said in their December 1960 report:

"Over a period of years, it should be possible for many thousands of young Americans to work in the International Youth Service (Peace Corps). The Committee believes, however, that since the program must be planned to meet realistic expressed needs of foreign countries and that the long-term success of the venture will depend on the selection of the most talented and adaptable young Americans in the initial phase, not more than one thousand qualified young people could be chosen during the first year of operation. Clearer definitions of the needs of other countries and the experience of the pilot group will provide a sound basis for expansion of the program in future years."

This report therefore recommends that for the first year a modest program be undertaken of placing approximately 2,000 volunteers in the field by July 1962, with a steady increase thereafter to approximately 10,000 by the fifth year. Throughout this period, however, as the program is reviewed and evaluated, new estimates of optimum size must be regularly projected so that too small a size never becomes a strait jacket nor too large a size a millstone. It is possible that by very careful planning and by an effective program of built-in research and evaluation, the size of the Peace Corps could expand much more rapidly. This would be particularly likely if the initial projects were carried out so successfully that they inspired an increase both in the demand for Peace Corps Volunteers abroad and in the supply of well qualified applicants at home.

Chapter 13

RESEARCH AND EVALUATION

The last half of the 20th Century is an age when the development and progress of nearly everything with which man is associated depends upon research, development, and evaluation. The total complex of research, development, and evaluation is so important to industry that approximately 10% of its gross revenue is devoted to this three-fold necessity.

Research provides the basic data and information necessary to carry out the development of a program, a machine, or a product; and evaluation is the quality control aspect of an enterprise, which is dependent also on the basic data and information obtained from research. If a research program is properly designed, it is possible to use data not only for planned research, but it is sometimes possible also to recognize and measure unanticipated side effects -- whether good or bad -- and then take advantage of this information.

With respect to research and development in general, the Development Assistance Panel of the President's Science Advisory Committee (U. S. Government 1961:4) has stated that:

> "The general objective of a Research and Development Unit within any organization is to undertake investigations, and to develop procedures, techniques, and materials, intended to serve the organization by increasing its efficiency, providing its perspectives, directing it along the most profitable lines of operation, maximizing returns for expenditures, and preparing it to meet new situations."

The committee then lists objectives in more explicit terms with respect to Development Assistance as:

1. Identification of needs and wants
2. Generation of knowledge and techniques
3. Conduct of experiments
4. Transition to operations
5. Use of existing institutions
6. Creation of new resources
7. Coordination of assistance activities
8. Contribution of national policy

On a subject which has many aspects similar to those of the Peace Corps, Hayes (1954:26) has pointed out, in connection with the training of foreign nationals in the U. S., that research "... is an inquiry into the nature of the

processes involved. The most valuable studies of operating programs should have a research as well as an evaluation orientation. They should seek to discover the specific factors responsible for the success or failure of a given program; or, as matters more often work out in practice, the factors responsible for a program's relative success in one area of knowledge, or with one nationality group, and relative lack of success with another. Administrators, and indeed all concerned with training programs, need to know quite specifically which methods and procedures are effective and which ineffective. While program leaders may be shrewd and successful in what they are doing, they may not know exactly why a particular approach is effective. Some of the disadvantages of this lack of appraisal are obvious. The leaders may try to utilize a 'successful' technique in a situation in which it is not appropriate, or, alternatively, fail to use it in still other situations where it would work. And of course, until knowledge is conceptualized in terms of working hypotheses and theory it cannot be easily exchanged and made available to others."

The Current Situation

The overseas programs of the U. S. have developed more or less at random in their early stages of development, with little or no systematic evaluation. These programs are now reaching such proportions, however, and the world is moving at such a rapid pace, that we cannot let this random development continue further without devastating repercussions. Consequently, with a new program such as the Peace Corps, it is extremely important to build into it at the outset a research, development, and evaluation program so that we can know at all times how well objectives are being met and how satisfactory and effective the program actually is.

In the past, we have operated our overseas programs like a pilot flying "by the seat of his pants" in the jet age when radar and the other numerous flying aids are available. All to frequently we learn after a catastrophe, or we come to a gradual, and then sudden, realization that our operations are not, in fact, doing what we originally set out to do. Despite its distortions and other inadequacies, "The Ugly American" has caused us to face up to certain belated agonizing reappraisals. We are discovering that we have frequently used wrong means to obtain desirable ends and consequently we have actually attained a different (and frequently highly undesirable) end as a result. Only through a continual ongoing research and evaluation program can we learn during the process of operating what our results actually are, evaluate them, and then propose and initiate any required modifications.

As a nation, we have not hesitated to pour vast sums of money and other resources into research and development when it is required for our national welfare. Today, the welfare of the world is increasingly inseparable from our own welfare, and consequently we must initiate and conduct a research activity of a size commensurate with the importance of the program.

Comments by Researchers and Analysts

In connection with our economic and technical assistance programs, Ohly (1960:6) has stated that we of the more developed countries "... are now trying to do one of the most difficult and highly specialized jobs that man has ever undertaken and we are gravely lacking in the knowledge and professional competence required to perform it. This is particularly true in, but by no means limited to, the area of human and institutional resource problems, an area wherein the developed nations do not now have, and can only acquire through the processes of painstaking research, the wisdom and information to devise adequate solutions; nor do they now possess... the trained manpower and institutional resources of their own that are necessary to carry out such solutions ... the gap in our knowledge in this area is much greater than the gap in our knowledge, in 1940, with respect to the development of an atomic weapon. Yet I venture to predict... history will conclude that it was more important (and probably more difficult) to close the present gap than it was to bridge the atomic gap during World War II."

Millikan (1960:2, 15) says the Peace Corps should "conduct, in house or by contract, an extensive program of research and evaluation on the entire range of approved (Peace Corps) programs." More specifically, Millikan emphasizes that the Peace Corps must be an experimental program and he underlines the "importance of building into the program from the beginning procedures for the evaluation of alternative modes of organization, methods of selection and training, relations with foreign governments and institutions, and the like. A condition for each program to be sponsored by the (Peace Corps) should be an adequate plan by the sponsoring organization for the evaluation of its own procedures. In addition, (the Peace Corps) should have funds to finance independent contracts for research and evaluation of all its aspects."

Berelson (1961:2) has stated, "In view of the 'pilot-project' nature of the Corps, it is imperative that a careful study of its operation be done, to reap the maximum value of its experiences for later phases of the project."

Preliminary Information Needed

The most important first step in program planning and research is to establish clear cut and carefully-considered objectives. Without these the program cannot be planned intelligently and research and evaluation cannot indicate the extent to which a project or program is meeting its objectives.

To set up systematic and meaningful research which will be useful in evaluation and development, it is necessary to have certain benchmarks established prior to initiating a field project or an activity such as selection, orientation and training, so the facts concerning the situation prior to initiating the Peace Corps project are clearly identified and defined. These benchmarks are very important reference points to use as a basis of comparison of data

taken during the operation of a program and subsequently in order to determine the extent to which the objectives have been achieved.

Use of Existing Information

There is considerable existing information available to assist in planning and conducting research and evaluation programs. Generally speaking, the sources of information fall into three categories:

1. Textbooks and scientific papers which discuss the fundamental principles of such subjects as sociology, anthropology, economics, and psychology which have bearing on the different aspects of the Peace Corps.

2. Scientific studies of overseas operations which are reported as:

   a. Studies of U. S. operations abroad.
   b. Studies of private programs abroad.

3. Anthropological, sociological, and economic studies of development.

4. Other books, records, reports, papers, travel accounts, and diaries which provide information directly or indirectly related to the Peace Corps.

This existing information can serve to guide current planning as well as to guide the direction and pattern of research and evaluation.

Aspects of Peace Corps Programs Requiring Research and Evaluation

All parts of the Peace Corps program must be studied carefully to ascertain which parts should have research and evaluation built into them. The remainder of this chapter is a discussion of these parts and the research programs that should be associated directly or indirectly with the development and operation of the Peace Corps. The general subject areas are:

1. Short-range and long-range program planning,
2. Establishment of objectives,
3. Development of personnel programs,
4. Impact on individuals and groups,
5. Project evaluation,
6. Organizational structure and operational procedures, and
7. Establishment of fundamental principles.

Certain of these parts of the Peace Corps have a greater need for research and lend themselves more readily to a research program than do others.

Host Country Participation in Research

One of the most serious shortages of skills in the less developed countries is the shortage of trained manpower and institutions for conducting research. This is true not only in the physical and biological sciences, but also in the field of social and economic development of a country. Therefore, it is important to build up and strengthen indigenous personnel wherever possible in research, evaluation, and planning as a cooperative activity so that they can assume a progressively heavier share of responsibility for this feature. Furthermore, if host country nationals are involved in these parts of the program, they in turn feel they have more at stake and accept more responsibility for making it successful -- including the contribution of human, material, and financial resources to help in the development of the program. Finally, participation of host country personnel causes less suspicion of our actions and motives, since they (the nationals) clearly understand and are a part of every step and action.

Broad Development Planning Within a Country

To be of greatest value, the entire United States foreign assistance program with the Peace Corps activities as an integral part, must be formulated and administered in the light of sound information regarding development opportunities and the associated assistance needs in each of today's economically retarded countries. Within each country the entire assistance program should be designed and coordinated within the framework of an overall plan for progress, an overall plan that is compatible with indigenous cultural values and political and economic situations. Among the various low-income countries, assistance efforts and funds must be allocated according to some system of priorities based upon development opportunities and needs. Programs and policies in all countries must be fitted into a consistent plan for world development.

Unfortunately, in most of the low-income countries, indigenous research and planning agencies are inadequately developed. For this and other reasons, current development policies and programs may not be reconcilable with rapid growth. Furthermore, to design and conduct Peace Corps assistance activities as supplements to prevailing host country policies and programs may not result in maximum benefit. On short notice, one cannot judge adequately the specific assistance projects that are needed most, because adequate information regarding development potentials and the associated assistance needs is frequently simply not available.

A large share of the information required for formulating and administering the program of any one of the foreign assistance agencies (such as Peace Corps, International Cooperation Administration, and Food-for-Peace) is the same as that required for the others. This is also the same information that is required for socio-economic planning by officials of the less developed countries. In countries with inadequately developed agencies for research and planning, a major objective of the United States assistance program should be concerned

with the generation of more complete information regarding development possibilities and problems and thus the need for various development policies and programs. This should be a cooperative research and planning effort involving personnel native to each country being assisted. A major objective of this assistance should be to develop competence in indigenous research and planning agencies, with nationals of the host country progressively replacing foreign personnel.

Assistance in research and planning is necessary for the eventual development of more effective and worthwhile Peace Corps programs as a part of the total plan for a country. Furthermore, this research must be closely coordinated with the broader research and evaluation program leading to a total country plan -- which should be the function of a new Research and Evaluation Division operating directly under the administrator of the new Agency for International Development.

In each of the developing countries, measures should be taken to institute a continuing program of research and economic planning. Mostly, this should be done within the framework of indigenous planning agencies, with U. S. research and planning assistance given to the extent necessary for the formation of soundly-researched development plans. Care should be taken to insure that development plans reflect host country sentiment; not just those of the assisting nation -- except that plans for external assistance must be consistent with the availability of such assistance. These indigenous planning agencies, with United States assistance, should continually generate and analyze new data regarding resources, technical possibilities of production, markets, cultural values, political situations, etc., and integrate such information into models or judgments of economic development potentials. These models would provide bases for judging the future effects of various development policies and programs, including external assistance programs. Simultaneously, these agencies should be evaluating the effects and effectiveness of current and past development policies and programs, including foreign assistance programs.

Information regarding development opportunities, assistance needs, policies and programs in individual countries must be integrated into a world model of economic development. Only in such a context can administrators and planners of the United States foreign assistance programs make informed decisions regarding the allocation of assistance funds among the various possible types of assistance in the various developing countries.

A substantial share of the personnel involved in planning should be disassociated from the short-term operational problems. Otherwise, the information bases for intelligent long-term planning, might not be adequately developed. On the other hand, both in the individual countries and at the Washington level, certain of the staff of these research and planning agencies should be available to political leaders and action agency (e.g., Peace Corps) administrators to provide information necessary for current decisions -- decisions that cannot be delayed until more complete and more reliable information becomes available. Staffs from these research and planning agencies

should have the responsibility for seeing that the various action programs fit together into a consistent whole, even in the short run.

Establishment and Modifications of Objectives

For each country program of the Peace Corps and for each project in that country, there must be clear-cut, specific, and detailed objectives established. Objectives can be divided, as suggested by Ohly (1960:128), into three general areas:

1. Objectives of entire program for a country, such as: economic and social development, increased per capita consumption, increased GNP, development of certain basic institutions, political stability, and elimination of an inflationary situation.

2. Physical and physically observable objectives, such as: elimination of a certain disease, completion of a geological or economic survey, construction of a well or a road, building a school house, improving sanitary waste disposal system, and reduction of flies or mosquitoes.

3. Basic improvement of human resources, such as: creation of an effective agricultural extension system, development of habits of saving, instilling motivation for self-help, decreasing illiteracy, increasing number of high-school graduates, developing proper attitudes toward dignity of labor, and developing skill at problem solving.

These objectives need to be considered from both the short-range and the long-range viewpoints. Furthermore, as the program or a given project progresses, these objectives must be re-evaluated periodically to determine whether the initial objectives are still appropriate or whether they need to be modified. Furthermore, the initial objectives may have been erroneously chosen and need to be modified as the result of additional information. Finally, conditions may have changed or progress may have been made so that the initial objectives are no longer appropriate. In any case, there needs to be a continual evaluation of the objectives of both the total program and specific projects. This evaluation must be based on data obtained through systematic research and surveys. Because the objectives are so broad and widespread in their nature, the research and evaluation associated with them should be the concern not only of the Peace Corps but primarily the new Agency for International Development.

Peace Corps Planning in a Country

The Peace Corps itself should be involved principally in research pertaining specifically to Peace Corps operations within the framework of the total plan for a given country. To insure sufficient responsiveness to the needs of short-term

planning and operation, Peace Corps administrators should have research units immediately available to them. The bi-national board is the instrument in the host country through which this research should be conducted.

Although it will not be possible to carry out all the detailed research and planning desirable prior to the initiation of the Peace Corps, the general policy should be established that the research and evaluation program, in each country where Peace Corps programs are anticipated, should have as its responsibility the development of information regarding possible action projects. First, surveys should be undertaken to determine all major groups and agencies (public and private, domestic and foreign) engaged in such fields as: resource development, research, education, health, public administration, finance, mining, manufacturing, agriculture, and commerce. Activities in these fields might be undertaken by domestic governments, domestic private groups, foreign government agencies (including those of the United States), and foreign private groups.

Second, surveys should determine the desires of host country officials administering these various activities for specific assistance projects involving Peace Corps Volunteers and the willingness of these officials to support such assistance projects by providing living quarters, salaries, etc. At the same time, the specific qualifications that would be required of Peace Corps personnel should be determined.

Third, from the opinions of the officials, mentioned immediately above, and of other persons (U. S. and host nationals) experienced in similar activities and geographical areas, the surveys should attempt to determine the probable consequences of each potential Peace Corps project, in terms of the material progress of host country people and other foreign assistance objectives.

Fourth, the surveys should concern, for each prospective Peace Corps project, the problems and costs of providing some minimum assurance of the physical and emotional health and physical security of volunteers and leaders involved in each assistance project.

Fifth, the surveys should provide to program planners, detailed information concerning logistics, etc., necessary for final selection and planning of specific projects.

These surveys should be repeated periodically, in each of the developing countries, with a view to determining possible new Peace Corps projects. More or less specific proposals for Peace Corps activities should come from the indigenous economic planning agencies once such agencies are established and/or have time to rework development plans with reference to the availability of technical assistance at the operational level through the Peace Corps. Peace Corps study teams, in cooperation with indigenous planning agencies should be responsible for projecting future needs for Peace Corps activities so as to provide the Corps' administrators a basis for long-range planning.

Personnel Programs

It is widely agreed that the volunteers, the leaders, and the administrators in the Peace Corps should be carefully selected. The basis upon which such individuals are selected can be classified into three major categories as listed in Chapter 7:

1. General characteristics (e.g., age and sex)
2. Physical fitness
3. Educational background (formal and informal)
4. Experience background (jobs, hobbies, organizational experience, travel, etc.)
5. Non-intellective personality characteristics.

Difficult as it is to assign a priority to these five, it has been found that the fifth is the most important -- which includes broad-range adaptive capacity. The following research plan is therefore restricted to the fifth category primarily, as was the U.S. Civil Service Commission study (1953) of the selection methods of overseas employees.

The problem of selecting suitable volunteers for a Peace Corps is similar in certain respects to the problem of selecting suitable individuals for academic training programs and industrial positions. Intensive efforts have been made to broaden the basis upon which personnel decisions are made in these areas, as well as to improve the accuracy of the information obtained concerning an applicant and to streamline the administrative process of testing and selecting. Needless to say, notable gaps exist in the ability of personnel specialists to acquire the degree of speed and accuracy which they would like to have.

It follows that the selection problem with respect to the Peace Corps can capitalize upon the successes and failures of parallel efforts in education, commerce, and industry. Unsolved problems in these areas must be approached as a part of any selection research plan concerning the Peace Corps. In other words, the problem of designing a suitable selection procedure for the Peace Corps is an extremely complex one and must be tackled in an ambitious and long-range fashion.

In view of the fact that applications for participation in the Corps are already being submitted to the Washington office, and the fact that 500 to 1,000 of these individuals presumably will be members of the Corps by the fall of 1961, it is impossible to conduct any extensive research with regard to a selection process prior to the effective beginning of the program. Serious consideration should be given to selecting on the basis of the experience of existing agencies such as the International Voluntary Service. The characteristics of the IVS as well as its experience overseas could serve as the first step in a research plan for determining a suitable selection process tailor-made for the Peace Corps. This is the basis upon which the following research plan has been developed.

Longitudinal study of first group of volunteers: - The first step of the research plan should be a longitudinal study (spread out in time) concerned primarily with the first group of volunteers who are to be selected, presumably without the benefit of as complete a design as will later be developed for the selection plan. It is proposed that those individuals finally selected by whatever means will then, after this selection, be tested by a series of psychological tests and diagnostic techniques, which are intended to reveal, for the most part, the broad-range adaptive capacity of the new participants. Selected tests, inventories, and data-gathering instruments, such as those listed in Appendix E should be administered to this initial group. These tests could also serve as social-psychological benchmarks for a study of social-psychological changes in Peace Corps Volunteers resulting from their experience in the Peace Corps.

Beardsley (letter of January 6, 1961) suggested that individuals who tend to be ethnocentric (that is, they tend to exalt the superiority of the national or ethnic group to which they belong) probably would not apply for Peace Corps service, whereas those who tend to be xenophilic (that is, they tend to be attracted to foreign elements) probably would apply. In his opinion, both groups would be harmful to the success of the Peace Corps if selected. Screening candidates with such instruments as the Xenophilic Scale used by Perlmutter may provide the information needed with respect to the second group.

Baty, however, pointed out that an ethnocentric person who happens also to have a compulsion to "help" someone might volunteer.

It will be necessary to obtain these data from the newly selected volunteers during the early days of their orientation and training program. The information will be used primarily for comparing volunteers who are later found to be outstandingly successful or outstandingly unsuccessful in the host country, thereby providing a basis for evaluating the usefulness of a large number of currently available instruments for selecting Peace Corps Volunteers. The determination of the degree of success of the volunteers will be largely based upon the judgments of leaders and supervisors in the host country where the participant is serving. These individuals will be required to evaluate the degree of success of each volunteer by means of graphic rating scales and general descriptive statements of the activities of the person in question.

Comparison of the successful and unsuccessful members of the Peace Corps can be made by means of a variety of statistical tests. For example, analyses of variance, analyses of covariance, and discriminant functions can be computed (see Wert, Neidt, and Ahmann, 1954:343-385). The first two are statistical techniques capable of testing hypotheses comparing

successful and unsuccessful members of the Peace Corps, and the third is a statistical technique capable of revealing whether a basis can be found for discriminating between successful and unsuccessful members.

Analysis of duties of a Peace Corps Volunteer: - It is obvious that the selection procedure must be developed in terms of the characteristics of the tasks for which the individuals are being selected. Therefore, it is important that the first group of volunteers be used as a source of information concerning the characteristics of the tasks which they are performing. An efficient way of determining these characteristics of their duties is to apply Flanagan's critical incident technique. Periodically during the tour of duty of each volunteer, he or she will be asked to describe objectively an incident which is typical of outstandingly successful behavior as a member of the Peace Corps and an incident which is typical of outstandingly unsuccessful behavior as a member of the Corps. As in the case of Flanagan's analysis of certain military tasks, these critical incidents should be categorized and studied for the purpose of identifying the truly salient characteristics of the volunteer's duties.

It is expected that the analysis of the critical incident information will suggest a family of traits which the participants must possess. Some or all of these traits may be reflected in the information already obtained in the preliminary testing sessions. If so, these pieces of information can be studied in terms of the incidents as well as in terms of the degree of success experienced by the volunteers of the program. It will no doubt be found that some of the pieces of information are not useful in this study and that additional ones are badly needed. It is quite likely that "situational" or "performance" tests of personality will be developed and validated. Hence the selection procedure will be revised accordingly and used with subsequent groups of volunteers.

Continuous research on selection procedures: - It is now clear that the development of an appropriate selection scheme is necessarily a continuous study. It is important that this study begin with the first group of volunteers and that it be continued in a longitudinal fashion with this group in order to determine the relative effectiveness of common psychological tests and inventories with regard to the selection of Peace Corps Volunteers and also to determine through the experiences of these volunteers a clearer picture of the tasks with which they must cope. As the results of this continuous study unfold, the identity of the most suitable psychological inventories and "performance" tests of personality should become increasingly apparent and the manner in which the orientation and training program can contribute to the selection process should become better defined. With respect to the latter point, it is not unreasonable to expect that techniques such as directed role playing (acting according to a role that is not one's own) would be quite

instrumental in both selecting the most appropriate volunteers as well as orienting them towards the tasks with which they will soon be confronted. It is even possible that more elaborate approaches may some day be made.

The experience of education and industry in the area of selection reveals plainly that a really useful and administratively simple selection scheme will require considerable effort and attention on the part of those who direct the Peace Corps. Indeed, it may never be developed in the ideal sense, even with intensive study by a number of groups and individuals. Despite these difficulties, however, the selection problem may prove to be the key one in the success of the Corps, and serious failure here may mean serious failure for the entire project. It is not too much to hope that, whatever selection process is used will be of sufficient effectiveness to justify its use -- even though it may not be as effective as some of those developed by personnel researchers in industry, or as administratively efficient as some schemes developed for college admissions.

Evaluation of orientation and training programs: - Evaluation of the methods, techniques, and content of the orientation and training programs must, of course, be done in terms of the goals of the programs. The first step is, therefore, the clear and detailed formulation of these goals. Ideally they should be stated in terms of the behavioral patterns and accomplishments to be achieved by the leaders and volunteers who are engaged in the program.

Evaluation of any given program is the appraisal of the degree to which the behavioral patterns and accomplishments of the leaders and volunteers approximates that defined by the statement of the goals. Evidence concerning these changes in behavior can be obtained by self-reports by the leaders and volunteers, by observations by qualified evaluators, and by an analysis of the results of their overseas efforts. In each instance data-gathering instruments would have to be developed and a systematic plan for obtaining the data would have to be followed.

Although it is expected that volunteers will be selected because they have certain personality traits and basic abilities, most volunteers will have certain attitudes and traits on which he needs improvement. The orientation and training program must be designed to accomplish this improvement. Because this is a relatively uncharted field of endeavor, however, great care must be taken to use the initial orientation and training programs as pilot projects from which significant and important data will be gathered to evaluate the various programs, methods, and techniques of conducting the orientation and training.

Orientation and training programs could be altered in a controlled manner and changes in the degree to which goals are achieved could be evaluated by one or more of the methods mentioned in the foregoing paragraphs. Some of the major changes which might be made are the following:

1. Length of the program, both in the United States and overseas.

2. Degree of involvement of underdeveloped areas in the United States and the degree of involvement of intermediate countries such as Mexico and Puerto Rico.

3. Scope and content of courses.

4. Relative value of field, laboratory, and classroom experiences.

5. Size of the groups in orientation and training programs and ratio of instructors, leaders, and volunteers.

6. Methods used in modifying and improving the attitudes and personality traits of volunteers and leaders.

From this type of experimentation steady improvement should evolve in the orientation and training programs for both leaders and volunteers.

Summary: - In summary, the foregoing research plan should yield the following results:

1. An evaluation of a number of currently available psychological instruments in terms of their ability to select successful volunteers.

2. The development and validation of new techniques for selection.

3. The design and cross-validation of a selection scheme concerning adaptive capacity, attitudes, and other personality traits involving both new and old techniques, with pre-orientation and orientation "stages" identified.

4. A description of the salient characteristics of the duties of a Peace Corps Volunteer and an analysis of the degree to which they relate to adaptive capacity, attitudes, and other personality traits.

5. Based upon a clear statement of the goals of the orientation and training programs, research can be conducted concerning the general effectiveness of the programs as well as the relative effectiveness of variations in method, technique, and content in order to obtain steady improvement in the quality and efficiency of the various orientation and training programs.

Impact of Peace Corps Program on Individuals and Groups

As a part of total program evaluation it is essential to determine the short-range and long-range effects of the general program and specific projects upon the attitudes, knowledge, and abilities of Peace Corps Volunteers and host country counterparts, as well as the public attitudes and opinions of the U. S., the host country, and the world community. This is closely related to the second objective of helping to develop a better mutual understanding and appreciation for each other, our cultures, and our problems.

With respect to the Peace Corps Volunteers, Berelson (1961:3) suggests that study be made of "their attitudes toward the program; toward the personnel, institutions and policies of the host country; toward their American peers who did not join up; toward the kind of training they received in American institutions, changes in their own life goals, relations with their families, etc. In an important way, this provides a major opportunity for the study of youth movements and the channeling of idealism. The enthusiasm for the program, if it is sustained and pays off in terms of usable recruits, bears witness to the altruistic sentiments of American young men and women. The Corps can be the means of crystallizing this sentiment and transforming it into a social movement. This suggests a follow-up of former members of the Corps over a period of time: how much contact do they maintain with one another, do they transform themselves into a pressure group akin to a veterans organization, do they proselytize and encourage grass-root support for such programs?"

Study of the impact of the Peace Corps in the host country should involve the following, according to Berelson (1961:2):

1. Government, including local political units.

2. Social structure, such as tribalism, clans, and family structure.

3. Values, such as "manana," cultures, enterpreneurship, and work discipline.

4. Complex cultural attitudes which influence rates of development in the more "traditional" society.

5. Effects of the teaching of English (rather than French or Russian).

6. Effects of instruction in U. S.-made equipment.

7. Development of cultural, trade, and commercial links.

8. Processes of diffusion of technology.

9. Effects on style of life and living standards.

10. Development of social and political consensus through cooperative activity.

The foregoing items by nature involve varying degrees of difficulty with regard to research. Each should be studied carefully and thoroughly to the extent possible, however, to evaluate the Peace Corps properly.

Evaluation of Specific Projects

Each specific project should have its own particular set of objectives within the total context of the general objectives of the Peace Corps. Typical objectives have been listed under "Establishment and Modification of Objectives."

"Benchmark" data must be obtained prior to initiation of the project so that base reference information is available, and "before and after" comparisons can be made throughout the life of the project and for a period of time after the project is completed to determine the lasting effects.

Care must be taken to determine the desirable and undesirable effects of the project -- especially in the early stages of development -- in order that the desirable features can be emphasized and the undesirable ones can be modified to reduce or eliminate any negative effect. In most U. S. overseas programs in the past this sequence of: "before" benchmarks, systematic collection of data and evaluation throughout the life of the project, and modification of objectives or operational procedures, if needed, has not been built into the projects and therefore they have not been as effective as they could have been. In fact, some have been outright failures -- this must not happen to any Peace Corps project.

Evaluation of specific projects is composed of several aspects or steps in which the appropriate host country nationals as well as the U. S. personnel should participate:

1. Design of the research and evaluation feature, into the project.
2. Collection of the data as specified in the design.
3. The analysis of data and evaluation.
4. Recommendation for project modification to make better use of desirable aspects and to reduce or eliminate the undesirable aspects.

As a part of evaluation of specific projects a comparison should be made with other projects. Berelson (1961:3) suggests this include study of "their missions, their means of eliciting support, formal and informal modes of organizing themselves, the Corps' degree of penetration of the local cultures as against degree of isolation from people and institutions in the host countries; the development of local leadership within the Corps; the persistence of orientation to the task over a substantial period of time and in the face of severe hardships; in short, the internal processes within each Corps group studied in a quasi-experimental situation and in the natural setting. Some attention should be given here to the notion of the Corps groups as 'alien bodies' entering into settled social systems and the problems of cultural contact that are involved in such a program."

The measured effects of various projects having similar objectives, along with information regarding variations in working procedures, organizational structures, etc. among the projects, would provide bases for judging the relative merits of alternative approaches. They would provide a basis for judging the merits of expanding, contracting, altering, or discontinuing specific projects.

In the design of each project, provisions should be made for periodic reviews and evaluations regarding the following issues: Are current techniques of working with host country people having the desired effects, and is there evidence that other techniques would be more effective? Are there "bottlenecks" in the organization due to the organizational structure, administrative methods or inadequacies of individual team members? Evaluation of all projects should be closely coordinated. These types of evaluations would be of most value in improving the effectiveness of projects that are currently in operation. They would indicate immediate needs for changing techniques of working with host country people, organizational structures and administrative procedures and for reassigning or recalling personnel.

Of considerable value would be the development of a casebook giving details of experiences, problems, and situations experienced by the Peace Corps Volunteers and their leaders. This would be especially helpful in training Peace Corps Volunteers and in doing future and immediate evaluations of the projects and programs. Berelson (1961:4) suggests that this would serve "as a stimulus for discussion and a means for giving vividness and immediacy in training."

The casebook idea was discussed with host country nationals and with U. S. officials. From these discussions it is evident that the host country nationals must be involved in the discussion and recording of the various cases to be included. This should not be difficult, however, if host country nationals participate in the evaluation meetings while each case is being

discussed and recorded. In this way each case has more complete discussion from all viewpoints and the representatives from the host country are actually a part of all the steps in planning and evaluation. This makes for a better planned program and for better understanding of the U. S. activities in that country.

Evaluation of Organizational Structure and Operational Procedures

Another aspect of research and evaluation of importance is that which studies the effectiveness of the organizational structure and the operational procedures. This has certain similarities to the operational analysis which business and industry consider so important for successful and efficient operation in the competitive systems of free enterprise in the business world. Although the "competitive" aspects of the Peace Corps in the world are not identical to those for business and industry, it is equally important that the Peace Corps operate at maximum efficiency and effectiveness. In other words, it is important that organizational structure and operational procedures of the Peace Corps do not interfere with its success.

Consideration should likewise be given to research and evaluation of operations pertaining to the host country. And the various approaches used to achieve different program objectives will provide opportunity for comparitive study of their relative effectiveness.

The following are a series of typical subjects or questions that should be studied in a research and evaluation program associated with the effectiveness of organizational structure and operational procedures:

1. What types of official and unofficial relationships between our government and the host government accomplish best the objectives of the Peace Corps? For example, special and detailed study should be made to determine the principles of success and failure of the bi-national boards for the Fulbright programs and the way in which those principles may or may not be applicable to the Peace Corps.

2. What principles are most successful with respect to:

   a. Helping the nationals of the host country to become self-sufficient in the planning and operation of Peace Corps activities?
   b. Stimulating interest in host country nationals for actively contributing ideas, money, material, and personnel to the program?

3. What host country organizational structure and operational procedures are best for decision-making and policy-formation for a successful Peace Corps program?

4. At what points, to what extent, and in what manner should counterparts (host country nationals working with Peace Corps Volunteers and Peace Corps leaders and administrative personnel) and other host country nationals be involved in the process of decision-making, in policy-formation, in planning, in operations, in personnel selection, orientation, training, and supervision, and in research and evaluation processes with the Peace Corps?

5. To what extent and in what manner should Peace Corps Volunteers become involved directly or indirectly with local democratic government planning and operation?

6. At what points, to what extent, and in what manner should the colleges and universities, the private and voluntary agencies, and industry and labor be involved in any aspects of the Peace Corps policy formation, planning, personnel selection, orientation, training, operations, and evaluation? See Oshins (1960).

7. To what extent should the Peace Corps attempt to build a constituency? To what extent is the previous question (No. 6) related to this problem?

These and others are the types of problems of organizational structure and operating procedure which should be explored and studied carefully in connection with the establishment and development of the Peace Corps.

Fundamental Research

In addition to the types of research described thus far in this chapter, there is need for research into the fundamental aspects of the basic principles underlying the reasons for certain results or consequences. The discovery of these fundamental principles is essential in order to take advantage of those which make for success in the Peace Corps, and avoid those which make for failure.

The statement by Hayes quoted earlier in this chapter is appropriate for both fundamental research and applied research. Although it was written with respect to training in the U. S., it has broader application for the Peace Corps and the other aspects of the U. S. foreign aid program. The Peace Corps in particular, however, will be consciously or unconsciously using the basic principles and it is important, therefore, that study be given to insure that maximum use be made of those elements which insure success.

The following are examples of subject areas which should have further research in the discovery and solution of problems associated with the Peace Corps and other aspects of the combined aid agency:

1. Group interaction: - How one group (such as an individual or a team from the Peace Corps) interacts or works with another group (such as a village in a host country) -- which may be from a different culture.

2. Group dynamics: - Which is concerned with the problems of providing successful leadership or groups or teams which may be operating under conditions of severe stress from either internal or external forces.

3. Communications: - Which is concerned with the problem of transferring an idea with all its meaning from one person to another person or group of persons. Misunderstandings and lack of effectiveness frequently arise from a failure to communicate.

4. Decision-making: - Which continually concerns all Peace Corps Volunteers and their leaders. What are the best procedures for successful decision-making, and who should participate? What problems tend to arise when individuals with unlike cultural backgrounds are involved in decision-making, and how can the problems be anticipated and avoided or solved?

5. Culture change: - Which concerns the Peace Corps Volunteer since one of his functions is to introduce and facilitate change. Spicer has outlined certain concepts which must be considered. These are given in Chapter 8 of this report.

Financial and Cooperative Support

Financial support for Research and Evaluation associated with the Peace Corps should be acquired either directly or indirectly from several different sources. Briefly these sources can be summarized as the new combined aid agency (Agency for International Development), the Peace Corps, private foundations, and educational and research organizations.

The interest in research and evaluation for the new AID is expressed in the report of the Development Assistance Panel of the President's Science Advisory Committee (U. S. Government, 1961:4), as presented at the first of this chapter.

If the new Development Assistance Program adopts these objectives, it is quite logical that a large part of the research programs described in this chapter should be financed by the AID -- especially those parts of the program which have broad general application beyond the immediate objectives of the Peace Corps.

The Peace Corps should finance the research and evaluation necessary for the study of its immediate and long-range programs and activities. Examples are: the selection methods and procedures, the orientation and training programs, the effectiveness of particular field operations, and the impact of the Peace Corps upon both Americans and host country nationals -- all based upon determination of the extent to which these and other aspects of the Peace Corps actually meet their objectives.

The private foundations can continue to serve a very important function by sponsoring, on their own initiative, various projects of research and evaluation which will provide pioneering information with respect to both current and future field projects. They are very much needed to uncover new information and open new vistas having either direct or indirect bearing on the Peace Corps. Fundamental research should be supported by the private foundations, as they have been doing, to help in providing the basic tools and building blocks of information for the applied projects, and other kinds of research not undertaken or not adequately researched.

The colleges and universities are especially prepared and qualified to contribute to the Research and Evaluation in a number of ways as outlined in the next section of this chapter. It is reasonable to assume that they would become sufficiently interested in learning about and teaching the fundamentals of successful, effective, and efficient development assistance that they would allocate a part of their budget as a contribution to this objective. However, the size of the total problem, and the great need for research on all aspects of it, requires a research program far beyond the financial capability of the colleges and universities. Therefore, the colleges and universities must be heavily subsidized to do the job which is required.

How Should Research be Conducted ?

Research is intended to provide new truths and a body of knowledge which can be used for the most efficient and effective organization and operation of a given activity, such as the Peace Corps. It is logical then for the Peace Corps to turn for help in this matter to those institutions organized and operated for the purpose of discovering truths and developing bodies of knowledge.

Traditionally these organizations are the institutions of higher education which are involved in both the discovery and teaching of knowledge in the classroom and laboratory. Of special importance is the fact that the process of teaching is in part accomplished through the research itself by having students involved in the research as participants and assistants. By this means several important objectives are accomplished:

1. The scientists and researchers who are discovering truths and developing a body of knowledge are in an academic environment where there are available other specialists from many different disciplines to whom they can turn for advice and mutual stimulation.

2. These experts are retained where they are readily available as teachers of the next generation, which is so important to the future of mankind.

3. The research is conducted with graduate students who thus learn the philosophy and techniques of research by actually participating in it. Having acquired this ability, these students are then available to serve as researchers and teachers themselves or to serve more effectively on the planning and operations staffs which are responsible for the practical application of the body of knowledge developed through research, **this includes foreign students.**

For the foregoing reasons, it is desirable to have most of the research for the Peace Corps conducted in the institutions of higher education where the maximum return on the research investment is obtained.

For certain types of applied research and investigations, especially that involving routine collection of data for which there is little or no educational value, the research should be conducted by private research organizations which are not associated with educational institutions. These organizations can set up highly efficient systems of data collection and analysis which will provide the necessary information at minimum cost and maximum speed. An example of this is the systematic collection and analysis of data for efficient and rapid selection of Peace Corps Volunteers. However, studies concerning the basic criteria for this selection should be undertaken by colleges and universities since the research findings being basic, likewise have broad applicability.

Although it is appropriate for some research projects to be conducted directly by governmental agencies, research can usually be conducted more efficiently and effectively, with the greatest total good in the long run, by private research organizations or colleges and universities. Examples are: studies of the basic criteria for selection of Peace Corps Volunteers as indicated in the foregoing paragraphs and the research and development of some agricultural or industrial method or process.

Throughout the research and evaluation program of the Peace Corps, it is imperative that host country nationals be involved, either directly or indirectly, at each step -- including policy formation, planning research into specific programs and projects, actually collecting data, analysis of data, evaluation, and recommendations for modification. A number of purposes are served by this procedure:

1. The host country nationals become educated in the fundamental as well as the applied aspects of the research and evaluation process.

2. As larger numbers of the host country nationals become educated in research, they can assume increasingly greater responsibility for research, planning, and operations of many types of programs, including certain parts of the Peace Corps. It is also assumed that a successful aid program will enable the host country ultimately to assume full responsibility for its continued development.

3. It is possible to obtain more complete and accurate information involving the host country and its people. This is of very great importance since the Peace Corps is intended to help the host country, and its effectiveness depends in large measure upon the completeness and accuracy of the data used as the basis of planning and operations.

4. Through the participation of the host country nationals it is possible to collect data and conduct research which would not otherwise be possible.

5. The host country nationals are best acquainted with their own country and its people and, consequently, they are in a position to improve the quality and effectiveness of the planning and research when participating as co-equals at every step of the way.

6. By being involved in the planning of research, the collection and analysis of data, and the evaluation of programs and projects at every step, the host country through its representatives has a more thorough and enlightened understanding of our motives and objectives and consequently our activities are less suspect.

Summary and Conclusions

Research, development, and evaluation have become of such great importance to the economy of the United States that large sums are being spent to support it in government, in business, and in industry. Research is needed for the establishment of basic principles of physical, biological, and social sciences; for development of processes and programs; and for quality control and evaluation.

For the Peace Corps, research and evaluation should be closely coordinated with the new Agency for International Development department of research. Furthermore, research and evaluation for the Peace Corps should be built into as many of its activities as possible at the outset so that we can learn from every step what makes for high efficiency and success, on the one hand,

and what makes for inefficiency and failure on the other hand. We must take full advantage of this information to improve the entire Peace Corps program.

The following are the parts of the Peace Corps which should have research and evaluation built in:

1. Objectives: including broad program objectives and individual project objectives.

2. Planning: including country-wide planning and planning for individual projects.

3. Personnel programs: including recruitment, selection, orientation, and training of volunteers, supervisors, and administrators, from both the immediate and long-range viewpoint.

4. Project evaluation: based upon specific objectives and goals as stated at the outset compared to actual achievements--both short-range and long-range.

5. Organization and operation: including a continual evaluation of efficiency and effectiveness in accomplishing the desired objectives.

6. Fundamental principles: to obtain basic information of concern to international development in general and the Peace Corps in particular.

7. Impact: on the volunteers, the host country nationals, and nationals of other countries individually and collectively over both the short-range and the long-range.

For greatest success the research and evaluation program must be conducted jointly by U. S. and host country nationals wherever appropriate. In the host country it should be conducted through the bi-national board.

Research, development, and initial evaluation should be conducted by educational and research institutions and organizations whenever possible. Final evaluation and implementation must be the responsibility of the Peace Corps.

Table 13-1

RESEARCH AND EVALUATION PROGRAM

Results from Questionnaire *

Colorado State University, Fort Collins

Questions on Administration and Operation of a Continuing Program of Research and Evaluation (R & E) for Peace Corps	Alumni of UN (N=25) %	Alumni of ICA (N=16) %	Related Agency (N=27) %	Total (N=68) %
Should be integral part of broader program of R & E on overall technical assistance and cultural exchange	40	69	19	38
Should be independent of other R & E programs	12	0	19	12
Both of the above alternatives	40	31	56	44
Should be done directly by a government agency	4	19	4	7
Should be done by non-governmental agencies such as universities and research foundations	28	19	30	26
Should be done by both of the above	40	63	44	47
Should be done within the Peace Corps Agency	4	19	26	16
Should be done by an agency (government or non-government) independent of the Peace Corps	12	31	26	22
Should be done by both of the above	32	31	30	31

* Some respondents did not answer all questions.

Chapter 14

CONCLUSIONS AND RECOMMENDATIONS

The final conclusions and recommendations of this report emerge from the evidence drawn from hundreds of interviews, questionnaires, meetings, and discussions, both in the United States and overseas. Although the research was designed originally, in accordance with the intent of Congress, to determine the general "advisability and practicability" of the Peace Corps, the decision by President Kennedy to move ahead rapidly with a pilot Peace Corps operation made it important to examine carefully as well a large number of more detailed operational issues.

General Conclusion

A program under which young U. S. citizens would be trained and serve abroad in programs of technical cooperation -- the language describing the Peace Corps in the legislation authorizing this study -- is advisable and practicable.

The Peace Corps is advisable because it can help create the conditions which underlie the attainment of lasting peace. It can do this by meeting presently unfilled needs both at home and abroad. Its immediate objectives should be :

1. To promote the economic and social progress of less developed countries by providing an essential ingredient of growth now lacking: moderately skilled manpower, eager to work at technical and organizational tasks now undone.

2. To foster greater mutual appreciation and knowledge between the people of the U. S. and the people of the developing countries through a program of personal association in common endeavor.

3. To raise the level of citizen understanding of world affairs in the U. S. by providing greater opportunity for personal and organizational participation in foreign operations.

4. To provide experience in overseas operations to a carefully selected group of young Americans and thus to build a reservoir of men and women better equipped for careers of overseas employment in public and private service.

5. To offer our citizens an opportunity to express in practical and needed ways their ideals of democracy, human brotherhood, and the dignity of labor and thereby to strengthen our commitment to these ideals.

The Peace Corps is practicable because it can work towards these objectives with an investment of resources well within the capacity of our nation.

The evidence indicates that there are at present enough willing and qualified young men and women for a Peace Corps of about 10,000 volunteers, costing in all about $90 million a year.

General Recommendation

This report therefore recommends that the Peace Corps be established by law as a permanent agency of the United States Government.

Basic Operating Principles

If the Peace Corps is to achieve its objectives, however, it must adhere to the following basic operating principles:

1. An element of mutuality must pervade all aspects of the Peace Corps. Only in this way will the program be fully acceptable abroad. The element of mutuality itself provides a major way by which the program can strengthen the planning, organizational, and operational skills of the developing nations.

   Recommendations:

   a. An effective instrument for joint effort would be a bi-national board in each country in which Peace Corps Volunteers serve. The board would draw its membership from both governmental and private host country nationals and Americans and would have an able staff to plan Peace Corps operations and provide administrative supervision.

   b. The United Nations family of agencies should give serious consideration to the establishment of an international Peace Corps which could utilize the resources of all nations in a common effort.

   c. A quality of reciprocity should be identified with the program as early as possible so that the Peace Corps is not wholly a one-way flow of personnel.

d. Peace Corps Volunteers should work with counterpart personnel of the host country in joint activities.

2. The Peace Corps should utilize the existing resources of both public and private agencies in the U. S. It would be unwise to initiate on a substantial scale a program of direct operations overseas by yet another government agency. Making use of non-governmental organizations can tap a wide range of experience and knowledge (often at lower cost than through direct operations), can permit a greater degree of experimentation, and can assist in the strengthening of non-governmental institutions in the host countries.

Recommendations: - Peace Corps Volunteers should normally be assigned:

a. To work in existing U. S. government and intergovernmental technical assistance programs; or

b. To work with voluntary groups, universities, and other private institutions which carry out projects under contract with, or grant from, the Peace Corps. The use of private groups should also be extensive in the areas of orientation and training and of research and evaluation.

3. The Peace Corps should relate its activities closely to whatever comprehensive development plan exists in each country in which it operates. Its operations must also be coordinated closely with all other forms of U. S. development assistance. The task of speeding economic and social progress in the economically less developed lands demands the most efficient use of all resources.

Recommendations: - The Peace Corps should eventually become a part of the overall foreign aid Agency for International Development, without losing its separate identity and mission. This will help insure that effective use is made of its unique contribution to the total job of economic and social growth.

4. The Peace Corps must be primarily a working program, not a new method of providing advice nor a variant form of cultural exchange. Its members should perform technical tasks, providing by example on-the-job training to indigenous personnel and demonstrating organizational skills aimed at strengthening the permanent institutions of the new society. The need for Peace Corps Volunteers exists, in varying degree, in nearly all of the less developed countries; in general the greatest opportunities lie in the fields of education, community development, and health and sanitation.

Recommendation: - Peace Corps Volunteers should:

a. Work with counterpart personnel of the host country;
b. Be assigned to existing institutions, private or governmental;
c. Normally spend two years on an assignment.

5. The Peace Corps can best further its goal of building mutual understanding if its members live under conditions substantially similar to those of their colleagues among host country nationals. The privileged living standards of most Americans now abroad have created a barrier to real person-to-person relationships.

Recommendation: - While in service abroad, Peace Corps Volunteers should receive remuneration adequate for them to live generally in the manner of their host country counterparts who are doing comparable work, although with adequate protection for health, safety, and morale. Additional compensation should be payable to volunteers upon their return home after completion of their overseas service, but this post-service payment should be relatively modest. While volunteers should be encouraged to demonstrate ways of living better on an indigenous income, they should avoid all luxury items. Whenever possible, Peace Corps Volunteers and their host country counterparts should live together.

6. The Peace Corps cannot succeed unless its members are carefully selected, fully oriented and trained, and wisely supervised. Successful performance in unfamiliar cultures requires qualities different from those needed in our own society.

Recommendation: - Selection criteria must comprise evidence of needed skills and abilities, physical health, and unusual personality characteristics, including especially proper motivation and cultural empathy. Service in the Peace Corps should not exempt a volunteer from his obligations under the Selective Service Act, although it should permit deferments. At least three months of orientation and training in the U. S., followed by one or more months and continuing on-the-job training overseas, will normally be necessary for Peace Corps Volunteers. Such orientation and training should include orientation about the country and area where the volunteer will serve; the problems of cross-cultural relationships, the forces which are stimulating, and those which are hindering, constructive change in the underdeveloped nations; and the civilization of the U. S. The training should include training in technical and communication (including language) skills needed in the host country. Orientation and training should normally be conducted by American educational institutions, although

special programs for this purpose will need to be developed. Continuous supervision of Peace Corps Volunteers abroad by mature counsellors is essential and selection of these counsellors will demand even greater care than selection of the volunteers.

7. The Peace Corps idea has deep roots in American philosophy, has been developed in practice by a number of voluntary agencies, and shows every promise of working successfully if carried out in accordance with these principles. In many ways, however, it is still experimental.

Recommendation: - The Peace Corps should start on a small scale and remain flexible in its procedures. From the very beginning, a well-conceived evaluation and research program must be built into the Peace Corps. Since the Peace Corps is itself only a part of the total U. S. development assistance effort, this research should be closely related to research on other aspects of our aid program.

Appendix A

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Appendix B

REPORT ON OVERSEAS COUNTRY SURVEYS

In order to fulfill the request of the International Cooperation Administration Guidance Outline, which suggested that surveys be made in several overseas countries to determine the "possibility that members of an international United States youth program would have real jobs to perform within the range of individual capabilities and aptitudes," Colorado State University Research Foundation sent a team of three persons individually to visit Nigeria, and Gabon in Africa; Thailand, India, Pakistan, and the Philippines in South and Southeast Asia; and Colombia, Mexico, Chile, and Haiti in Latin America.

These individuals interviewed a variety of persons in each country (see Appendix B-I), using an interview plan, see Table 2-2, page 12.

Persons interviewed, as will be noted in Appendix B-I, included nationals of the potential host countries, U. S. citizens working in the country, and nationals of third-countries working in the country. The report, unless otherwise specified, represents a consensus from these three types of respondents. The report also represents conclusions from personal observations, from trips taken through each country, and from factual material collected while in the country or from other sources.

I. Potential Effectiveness of Young Americans and Volunteers

There was considerable agreement among individuals interviewed overseas, particularly host country nationals, that young Peace Corps Volunteers could be of great assistance in their countries, in helping to transmit technical knowledge from the specialists to the people who need the knowledge. This agreement, however, was tempered with caution by almost all individuals interviewed overseas that the young people must be very carefully selected, oriented and trained and that they must be placed in the country in well-planned projects.

It should be mentioned, however, that there was a small minority of individuals in all countries who felt that young Americans -- no matter how well trained and how well selected -- could not be of any assistance in the host countries, and that the United States would do better if all young Americans were to stay at home. This opinion was encountered predominately among Americans rather than host country nationals. Allowance should be made, also, for a certain percentage of agreement by host-country nationals by reason of selfish motivations, or simply to "be agreeable".

Importance of mutual approach: - Persons interviewed felt that the objective of developing a mutual appreciation for the cultures, attitudes, and problems of the respective nations might be one of the most important contributions of Youth Corps Volunteers. "Young Americans," said some interviewees, "should come with the idea that they alone do not possess all of the knowledge and skills in the world, but they they are coming both to share and to learn." Some Americans felt that young Americans would get more out of this program than the developing countries. Others thought that our young people might not contribute much to the countries by way of technical aid but could contribute much in terms of values, mutual appreciation, and a general lasting effect on the people of the country. All persons interviewed agreed that the image of the United States as presented through movies and other media needs to be changed radically so as to present the United States in a better and more accurate light, and that if the Peace Corps could be of assistance in this respect, this objective alone would be worthwhile. It was sometimes stated that the Peace Corps would add a "personal approach" to our technical aid, which many people feel that we have not had to date. Several persons, especially in the Latin-American countries, cautioned that these countries are proud and nationalistic and that unless great care is taken in the establishment of the program it could not benefit Latin-Americans in the objective of promoting a mutual understanding and appreciation.

Value of Peace Corps as outlet for fulfillment: - Interviewers found some areas of disagreement regarding the proposition that a Peace Corps sould help young Americans by creating an outlet for personal fulfillment. Possible explanation for this might lie in the fact that the idea seemed not to have occurred to many persons before that young Americans have any need for such an outlet. This was especially true of Americans interviewed abroad. Host country nationals were not asked this question. Some persons felt that the answer to this would depend upon the success of the program. Actually, they said, should the program be ineffective, it might be even more frustrating to our young people. Several individuals thought that if the Peace Corps would follow the general pattern set up by American Friends Service Committee and similar voluntary organizations the answer to this question of fulfillment would be definitely be in the affirmative.

One American, in commenting on the objectives in general said: "If ideology is the chief objective, we might get more for our money by sending young host country nationals to the United States for training; if training youth for foreign service is the objective, it would be better to send the United States youth overseas."

II. Organizational Structure

Great emphasis was put on the importance of the organizational structures of a Peace Corps both in the United States and overseas. Many persons interviewed felt that the ultimate success or failure of the Peace Corps rested primarily on the basis of its organizational structure. As an ideal it was generally recognized that a Peace Corps organizational structure must be provided, especially in the host countries, which could operate with a minimum of "red tape" and bureaucratic delay, and which had as its only aims the good of the country which it is serving, and providing all possible aid to the young Americans serving in the country. Americans interviewed overseas were especially vocal regarding need for cutting red tape and making a Peace Corps program one which could be administered primarily on the country level, with a minimum of control from Washington.

There was general agreement that the program should be financed primarily by the U. S. Government; however, there was also opinion on the part of most persons that host country involvement in financing would be desirable to whatever extent is possible. One person stated that he felt that at least a token contribution should be given by the host country government, so that the program would be also "our" program.

Relationship to ICA and other programs in host country: - Interviewers found a widespread and rather intense feeling in the ten countries that the Peace Corps program should not be handled administratively through International Cooperation Administration or any other existing U. S. agency as presently constituted. Alternatives suggested included the establishment of an autonomous agency similar to that of the Fulbright organization, or contracting the program through private agencies, foundations, universities, or missionary programs. Many reasons were given for such opinions. Some persons felt that the Peace Corps programs would be better accepted in the countries if it were not under the direct supervision of the U. S. Government, due to past foreign aid experiences. Others felt that if the Peace Corps program were under the direct auspices of ICA, then the nationals would feel that the young people were attempting to come as experts or technicians. Still others felt that if it were established under ICA auspices as presently constituted, the program would become bogged down in "red tape" and ineffectual on the country level. Persons interviewed were most outspoken in their feeling that the program should be a "country program" and should be administered from the country level to the greatest possible extent. "A new program," said those interviewed, "should be given a chance to develop on its own and not be burdened with the problems and difficulties of already existing organizations."

A minority of persons were found, however, who felt that a Peace Corps program would be most properly and successfully established in the host country under the direct auspices of ICA, considering the fact that ICA already has established techniques and experienced personnel in the country.

A large majority of interviewees recognized the need for a close coordination between the Peace Corps and our already-established U. S. governmental aid programs in the country, for logistical and physical support, as well as for technical advisors.

There was a clear-cut opinion by persons who have worked overseas for many years that consideration should be given to the use of private agencies such as the voluntary and religious groups due to their recognized and outstanding success, and their successful image in the countries.

Need for bi-national approach: - Interviewers in the ten countries found an almost general agreement that any Peace Corps program established in the countries should have some degree of bi-national organization. The bi-national boards of the Fulbright Foundation were given as possible examples of a pattern for country establishment. Again, the need for identifying it as "our program" was emphasized by those interviewed overseas, both the host country and U. S. nationals. There was general agreement that wherever possible Peace Corps activities should be closely related to existing and potential programs in the country as well as with the agencies which are responsible for the implementation of those programs. In those cases where Peace Corps Volunteers would work in educational or other institutions it was thought that they should be a part of the institutional staff, in the same capacity as host country nationals.

It was emphasized, however, that the projects should not be identified as "government-to-government" type projects, but instead they should be operated through private agencies, foundations, universities, or missionary programs, in order to be on more of a "people-to-people" relationship to avoid government (both U. S. and host country) association as much as possible.

Use of counterparts: - The advisability of utilizing counterparts in the host country, was recognized by both Americans and host country nationals interviewed overseas. Interviewers found that in some countries trained counterparts would not be available for certain projects, and that in other countries the host country would not be able to provide counterparts because of financial difficulties.

It was believed generally, however, that an effort should be made to build the counterpart into the Peace Corps program wherever possible.

United Nations Peace Corps: - There were very few persons interviewed overseas who felt that the Peace Corps program could be handled exclusively as a U. N. program. The reasoning behind this appeared to be the many complicating ramifications which would be involved in such an organizational structure. There was general agreement, however, that the U. N. should be encouraged to develop its own program and that the United States should cooperate with this program to whatever extent possible. A few Americans felt that Peace Corps programs might be carried out successfully as a cooperative enterprise by several countries outside of the United Nations. Most persons were of the opinion that U. S. Peace Corps Volunteers should be furnished to United Nations projects and the U. N. specialized agencies, where they were needed and requested.

III. Projects

Interviewers abroad found, with certain exceptions which will be specified later, that the greatest needs in the countries surveyed were in the area of:

1. Education
2. Community and Rural Development
3. Health and Sanitation

How Peace Corps Volunteers can best be used: - Within these specified areas, or in any other areas of need, there was a general feeling that volunteers could be used most effectively as helpers to American or host country technicians, or to provide a middleman means for transmitting technical knowledge to the people who need it. There was also agreement that young Americans must play a legitimate role and fill a recognized need, and they must not fill the positions which indigenous personnel were already qualified to fill. This point was emphasized throughout the surveys.

Need for technician's helpers: - Respondents repeatedly stated that many of the people in the developing countries who are educated and trained do not want to work on the village level; thus there are for the most part two extremes -- trained technicians and unskilled laborers -- but no one in between who is capable of taking knowledge from the technicians to the people. In most countries it is in this area and as teachers that young Americans could be most valuable. There are, of course, exceptions to this general rule.

Need in existing projects: - Persons interviewed felt that young American Peace Corps Volunteers could be most effectively incorporated into existing projects in the host countries. As such they could fill existing needs in these projects or enable host countries to expand the program

further and make it more effective. In some instances new projects could be instituted, as a part of the overall country development plan. Peace Corps Volunteers could best work through government agencies in many projects; in other instances they would be most effective working through host country private agencies, educational institutions, American foreign aid agencies, or private or religious agencies.

Need for work-camp projects: - There was considerable opposition to the idea of work-camp type projects, in which relatively large numbers of Peace Corps Volunteers would be engaged primarily in semi-skilled or unskilled labor. Here there was a feeling that young Americans might be displacing host country nationals; therefore, on such types of projects Americans should be used in very small numbers and primarily as leaders or catalysts. Persons interviewed felt that for the most part Peace Corps Volunteers should work as individuals or in small teams. The opinion was also expressed that should they work in large groups they would be violating one of the basic principles of the Peace Corps: to live together and work together on a "people-to-people" basis with the nationals of the country.

Peace Corps Volunteers, according to persons interviewed abroad, could be effectively incorporated into government agencies, educational systems, and private agencies, providing they were carefully selected and carefully placed with proper preplanning. A variety of suggestions were given to interviewers in the various countries as to how young Americans might be incorporated into the country. One suggestion was that they might come as exchange interns, with host country industrial workers going to the United States to work in our own industry at the same time. In Nigeria, they would serve directly as teachers, while Nigerian teachers are being trained. In some instances they could be hired directly by the host country government to fill a need and at the same time help train the local or indigenous personnel. As has been mentioned previously, the greatest overall needs were found to be in the area of education, community and rural development, and health and sanitation.

Need for teachers: - Of the projects suggested in Nigeria 40% were in the field of teaching. In Southeast Asia and in the Far East the interviewer found approximately 50% of the needs were in the area of teaching English. In the Latin American countries with their higher level of development and lower level of illiteracy, the needs in education were not as great, but still recognizable and noteworthy.

In Nigeria, the considerable need which was found for young Peace Corps Volunteers to each in secondary schools is in direct agreement with the widely publicized Ashby report. Teachers of chemistry, biology, physics, and advanced mathematics would fill the greatest needs in

Nigeria, according to the survey, and these subjects would be the easiest for Americans to teach. The teaching of English represented the second greatest need in Nigeria but would require additional orientation concerning British methods of teaching, pronounciation, and spelling.

A recommendation given in regard to Nigeria is that we encourage Nigeria to send to America for specialized training all Nigerians of the middle management level for whom Americans can be supplied as replacements. "This", says the recommendation, "will mean an immediate postponement and minimizing of people-to-people contact, but will insure in the long run an increasing number of Nigerians favorably disposed to sharing and encouraging physical labor."

Need in community and rural development: - Surveyors found a variety of potential projects in the area of community and rural development throughout the ten countries visited. Outstanding were the requests for Peace Corps Volunteers to assist with the organization and implementation of youth clubs similar to 4-H clubs in the U. S. There were also expressed needs in most countries for young people to help in community development projects -- in irrigation, livestock improvement, road building, construction of school buildings, sanitation, crop improvement, range management, home management, and similar subjects.

In some places surveyors were told that young men and women without college education but with farm and youth clubs experience could be used. In still other sections, young men and women with college degrees in agriculture, engineering, animal husbandry, home economics, or nursing would be needed. Volunteers could assist in teaching community development workers by living in the training schools, assisting with the training, and eventually going into the villages to work.

Need in health and sanitation: - Interviewers found considerable variance in the expressed needs for assistance with health and sanitation projects. For example, in Colombia where our own United States Overseas Mission is assisting with at least eight cooperative health and sanitation projects, volunteers could be fitted into the existing public health agencies in mass vaccination projects, sanitation, teaching nurses aides, and many other fields. In Nigeria on the contrary, due to the level of education among the Nigerians at the present time, the interviewer found that young Americans would currently be relatively ineffectual in the public health program. In the future as the level of education rises and the desire for better health and sanitation increases, the demand for such projects will no doubt increase.

Need for surveyors and researchers: - Another outstanding need uncovered during the country surveys was for young people to assist with socio-economic, industrial, and natural resource surveys of all kinds. Researchers are essentially non-existent in many of the countries and further development of all kinds must wait for surveys which will outline the needs.

A more complete listing of the project needs will be found in Chapter 5.

IV. Qualifications and Selection of Peace Corps Volunteers

Education needed: - Persons interviewed overseas (both U. S. nationals and host country nationals) were asked how much education they felt young Americans coming to work in their country should have. A variety of answers were received. In general it can be stated that there seemed to be direct relationship between the education needed and the type of project in which the young people would be involved; for example, young men without a college education but with the proper background in farming and 4-H clubs would be well qualified for positions in community development projects in some countries. On the other hand, a college education would be needed for persons who would be involved in doing research or certain other technical work. A few people interviewed voiced a strong opinion that they definitely did not want people with a college education while others preferred volunteers with a college degree, and even a master's degree. In general, a need was found for young people with a college degree. In some cases a college degree in itself would not be necessary, but some persons interviewed felt that people with a college degree tended to have a greater amount of tact, tolerance, and sensitivity than non-college graduates. Thus, desired personality characteristics might well be acquired as by-products of a college education, thereby making a college degree especially desirable.

Experience needed: - Regarding work experience, most Americans interviewed recognized that work experience would be desirable but they also stated that increased work experience might lead to a decreased interest in participating in a Peace Corps designed for "grass-roots" work projects.

Importance of personality characteristics and attitudes: - Interviewers found a widespread feeling that the personality characteristics of Peace Corps participants would probably be more important than education, skills, or work experience. This feeling was especially strong among the host country nationals interviewed. Cultural empathy, or a sympathetic and understanding attitude toward other cultures, was one of the personality characteristics found most to be desired for Peace Corps Volunteers. Motivation, also frequently given as a desirable characteristic, was often

broken down into a humanitarian desire to serve others and the pioneering spirit. Often interviewers were told that young people without any special skills or training, but with the proper motivations and other desirable personality characteristics, could come into the country and be useful on many projects. The feeling was often expressed that young Americans have a special ability to analyze a problem, develop a plan, and then organize and carry out the solution. This ability interviewers were told, young Americans have been taught since youth. It is evident, however, that special skills and abilities would be of great importance in the majority of the projects mentioned previously. Other personality characteristics frequently mentioned as being desirable for Peace Corps Volunteers, both by Americans and host country nationals, were the ability to work with others, willingness and desire to learn, flexibility and adaptability, initiative, creativity, enthusiasm, tact, and a sense of humility. All interviewees stressed that Americans must be imbued with the idea that they are coming to learn as well as to help.

Importance of health: - Interviewers found, as would be expected, that young Peace Corps Volunteers must have excellent physical and mental health. It was stressed by those interviewed that adapting to physical living conditions in some areas, especially Africa, will be most difficult, and that a reasonable amount of illness must be expected and taken into account in planning.

Opportunities for girls and married couples: - Surveyors found a surprising number of work opportunities for married couples in the countries visited providing both the man and wife had a needed skill or ability. There would, however, still be a small proportionate need for married couples as compared to the need for single persons. In some areas of the countries visited it was felt inadvisable to send unmarried girls. In all cases respondents stressed that working and living conditions for girls would need to be very carefully chosen, with the maximum amount of supervision. A minority of persons interviewed (mostly Americans) felt that girls should not be sent at all.

Importance of good supervisors: - A great deal of emphasis was placed on the importance of good leaders or supervisors for the young volunteers. It was urged that these leaders be even more carefully selected, oriented, and trained than the Peace Corps Volunteers themselves. They should, it was said, be unusually mature, be capable of working with and leading young people, and preferably be married.

Living Conditions and Pay Scales

Surveyors found a wide variety of living conditions into which Peace Corps Volunteers might be placed in the host country. Country nationals

interviewed were of the definite opinion that living conditions of young Americans coming to work in their country should be similar to and perhaps somewhat better than those of the indigenous personnel with whom they would be working -- but they should also be examples of living conditions which are attainable by the indigenous people. The following are typical examples of housing conditions suggested by persons interviewed overseas.

1. In housing developments - live in new houses as they are being built, but set an example of how to care for and properly utilize the new housing.
2. In Pensions, or similar indigenous housing.
3. In training centers with trainees.
4. With host country families, where standards of living are acceptable.
5. In tents, or similar temporary housing, under certain special climatic conditions.
6. In dormitories with students of secondary schools or universities.
7. In remodeled housing.

Desired age of Peace Corps Volunteers: - As to the recommended age for Peace Corps Volunteers, there was a consensus among the persons interviewed that no one younger than 20 should be sent to the countries, with possibly a very few exceptions. Opinions regarding the upper age limit were more variable, and ranged from 25 to 35.

Health provisions and precautions: - It was urged by persons interviewed that young Americans would need extra health provisions, including vitamins, preventive medicines, auxillary heat in some areas, warm clothes, vaccines, and in some cases extra foods, such as fruits, vegetables, and perhaps dried milk. The extra food mentioned would be especially necessary in the event that they were living with village people since the diet of the low income people in some countries is deficient in vitamins and proteins, and contains largely carbohydrates and fats.

In Latin America the interviewer found that helicopters were available through the American Embassy, or USOM, to take young Americans out of remote locations in cases of emergency. This would also be true in many other areas of the world.

Certain extra precautions in living arrangements should be taken in specified areas for volunteers, including screens or netting where flies and mosquitoes are a health hazard, toilet and sewage disposal facilities, drainage systems for rain and waste disposal, water handling and purification, and proper food selection, handling, preparation, and preservation. Adequate but simple facilities for bathing should also be provided.

Such facilities can be provided for the most part with local materials at very little out of pocket expense, by simply improving the planning and increasing the physical effort. This has been proven in the past by the experiences of the voluntary agencies and religious groups working in the countries.

Remuneration: - In regard to pay or remuneration for volunteers, persons interviewed felt that remuneration should be kept at a minimum, but should allow for adequate subsistence to maintain health and morale, for personal items, and for a minimum amount of travel. It was found, however, that there was no agreement concerning the definite amount of money that would be needed to take care of these items. Due to the inflation in some of the Latin American countries and other parts of the world, the amount needed for subsistence and similar items would need to be related to the costs in the country. It was repeatedly pointed out that Peace Corps Volunteers must not have financial resources which would put them in an economic category inconsistent with the villagers. There seemed to be very little opposition to the idea of having an additional allowance deposited in the United States for the Peace Corps Volunteer to have as a type of "mustering out" bonus when he has completed his tour of duty.

Orientation and Training

One of the greatest concerns of Americans overseas was that the Peace Corps Volunteers should have a very careful, thorough, and effective orientation and training program, both in the U. S. and overseas. There was considerable disagreement concerning the training necessary, especially in the U. S. Many persons believed that the training in the U. S. should be limited to only a few weeks, but usually would agree that the proper type of orientation and training might require a much longer period of time. Special emphasis was placed, by everyone interviewed overseas, on the necessity for knowing the language of the country in which they would be working. The recommended competency in the language, however, ranged from a working knowledge to a high degree of competency, depending on the type of job and location. Interviewers were told that volunteers should have a reasonable knowledge of the language before they were sent to the host country and then should be given further training in the local dialect.

A second area of emphasis of need for orientation and training was the need for knowing the culture and customs of the host country. Some persons interviewed felt that this could be best taught in the host country alone. There was no general agreement.

Repeated over and over again to interviewers was the need for young Americans to be well acquainted with their own country -- its history and its development, its foreign aid policy, etc.

Participants should be given very careful orientation concerning the living and working conditions which they can expect in the host country. Continuing orientation during the period of service was also recommended by most individuals interviewed. Young Americans would need careful orientation in the political situation and laws of the U. S. and also the host country.

Interviewers found little consensus concerning the need for a "boot camp" orientation and training program in a different culture such as Mexico, Puerto Rico, Hawaii, or the Philippines, to serve as a midway acculturation program. It was reasoned that no matter how hard we try we cannot create exactly the cultural environment in a boot camp that Peace Corps Volunteers will actually experience in a host country. Individuals of this opinion thought that the volunteers should be moved into the host country as rapidly as possible, where they could be immersed in the actual culture, with all its variations and ramifications.

Many persons, however, could see great potentials in the possibility of a field or work camp in connection with the orientation and training in the U. S. to serve as a type of environmental conditioning and also as a final selection factor, before taking the volunteer overseas.

Most thoughtful Americans, as well as host country nationals, felt that host country nationals should be used throughout the orientation and training program, both in the U. S. and in the country itself. The Americans were of the opinion that these indigenous personnel must be very carefully selected, and might be taken from the ranks of the older students or faculty members now studying in the U. S. It was also mentioned that the use of counterparts should begin with the orientation and training program in the host country and follow through the remainder of the program, including wherever possible the evaluation phase of the program.

VII. Cooperation and Support from Host Country

Host country nationals in particular were asked questions regarding the possible support and cooperation their country could give to a Peace Corps program. There was a general enthusiasm and a willingness to explore the possibilities for contributions from their country, and there was a general agreement regarding the provision of counterparts. Host country nationals also expressed an interest and willingness to be involved in the planning and establishment of projects. There was great enthusiasm for an inclusion of an exchange element in the program, which would allow host country counterparts to come to the U. S. for training, for internship, or for work experience. Interviewers, however, found a considerable variation in the countries regarding the manner in which a reciprocal

plan could be carried out. Persons in certain countries, where the level of economic development is lower, did not feel that their young community development or agricultural workers were ready to come to the U. S. for training, until their own developmental level was higher. Instead it was suggested that they be sent to Puerto Rico, Costa Rica, or to a country of a similar level of development, for training or internship.

In many cases it was found that living accommodations and perhaps also subsistence for the program might be provided by the host country, either at the local level or by the national government. Many host country nationals interviewed also stated that their country would be very happy to participate in the orientation and training of Peace Corps Volunteers in their own country. In a few isolated instances interviewers found the host country government willing to pay the entire cost of sending a limited number of young Peace Corps Volunteers to their country. It must be emphasized that this finding was extremely rare.

VIII. Relation of a Peace Corps Program to Selective Service

Surveyors found a general agreement among Americans that Peace Corps Volunteers should not be exempted from military service because of their service in the Peace Corps. However, most Americans felt that Peace Corps Volunteers should receive deferment, providing their service had been considered satisfactory and valuable. It was also mentioned that in terms of Peace Corps image in the host country, exemption from military service obligations would be most unwise. There was general agreement among those persons interviewed overseas that the living conditions and work of the Peace Corps Volunteer would be sufficiently difficult and strenuous to discourage draft doggers, and this was considered to be a desirable feature.

IX. The Relative Value of Various Forms of U. S. Aid

Finally, host country nationals were asked the following question: "Of the different forms of aid which the U. S. can give, which do you feel would contribute most to the consistent development of your country?" There was general agreement that qualified technical assistance, whether provided by USOM technicians, by Peace Corps participants, or by some other means, would make a major contribution toward the development of their country. However, there was great reluctance to attempt to differentiate and give relative value to the various forms of technical assistance programs. The general feeling seemed to be that there must be a proper balance of all of these programs. Most of those interviewed felt that the Peace Corps program should be tried as an important addition to our present technical aid program, and hoped that it might furnish an added and much needed personalized, down to earth, people-to-people program, to our present overseas technical aid program.

Appendix B-I

PEOPLE INTERVIEWED OVERSEAS

I. Nationals of host country

A. Government officials
   1. Administrative
   2. Technical
   3. Some local officials

B. People associated with development projects (see Appendix B, 12/60 outline) or people representing agencies which would logically be responsible for implementing future or potential development projects.
   1. High-level administrators / technical personnel
   2. Project-level administrators / technical personnel
   3. Grass-roots level -- i.e., in so far as possible attempt to obtain some representative opinions from people who are benefitting or would benefit from development projects.

C. Educators
   1. University level
   2. Secondary-school level
   3. Elementary-school level
   4. Other

D. Representatives of industry and commerce (private and/or government)

E. Representatives of organized labor

F. Spiritual leaders

G. Representatives of host country in U. S.
   1. Diplomats
   2. Students

H. Public opinion organs (press, radio, etc.)

II. U. S. nationals in host country

A. Foreign service personnel

B. ICA and other U. S. Government agency personnel
   1. Administrators
   2. Project-level personnel

C. Representatives of private agencies (foundations, religious groups, etc.) doing development work in host countries.

D. U. S. nationals in U. N. programs

E. Educators

F. Missionaries
G. Representatives of business and commercial interests

III. Nationals of other countries in host country

A. U. N. personnel
   1. Administrators
   2. Project-level personnel
B. Representatives of other agencies doing development work in host countries
C. Educators
D. Missionaries
E. Foreign service personnel
F. Representatives of business and commercial interests

POTENTIAL PEACE CORPS PROJECTS IN COLOMBIA*

Type of Work	Skill or Training Needed	Approximate No. Needed for Initial Project	Location and/or Sponsoring Organization	Work Description
1. Community and Rural Development	Agriculture, Home Economics, Engineering, Socio-Economic surveys	50-75	CVC (Cauca Valley Development Corporation)	Making community surveys, working with rural people in better farming practices, livestock improvement, sewing, road-building, etc.
2. Health and Sanitation	Laboratory technician, nursing, health instructors, sanitation	15	Ministry of Public Health - in health centers throughout Colombia	Training nurses aides, malaria control, mass vaccination, lab technicians, etc.
3. Community and Rural Development	Building skills, social workers, sanitation, surveys	10	Instituto de Credito Territorial, in any housing development	Supervising building, social workers, making community surveys
4. Survey and Research	Making socio-economic surveys	15	CVC (Corporacion del Valle del Cauca)	Making socio-economic surveys previous to development of communities

* Projects listed represent findings during short-term overseas surveys by CSU staff members and from other sources. It must be emphasized that the projects listed do not represent the total potential for country projects.

Type of Work	Skill or Training Needed	Approximate No. Needed for Initial Project	Location and/or Sponsoring Organization	Work Description
5. Community and Rural	Youth Club organization and leadership	10	Agriculture Extension, throughout Colombia	Helping organize youth clubs, train leaders, supervise projects
6. Education	Teaching English as a foreign language	25	In teacher training schools, agricultural schools, throughout Colombia	Teaching English
7. Forestry	Forest management	10-20 or more	Wherever reforestation is needed, such as in Boyaca, and Santander	Helping villagers plant trees, teaching forest management, etc.
8. Fisheries	Fishery management	4	West Coast ports	Helping with fishery management, marketing, cooperatives, etc.
9. Engineering	Engineering, Agricultural Engineering	10	Self-help housing and Community Development areas - through Instituto de Credito Territorial, or private development organizations	Assisting with road-building, surveying, bridges, etc.

Type of Work	Skill or Training Needed	Approximate No. Needed for Initial Project	Location and/or Sponsoring Organization	Work Description
10. Social Welfare	Social Welfare and Community Organization	2	Bi-national center, in suburbs of Bogota	Helping to operate Quiroga Community Center, then establishing a new center
11. Community and Rural Development	Agriculture Extension, Home Extension	20	Throughout Colombia, wherever extension agents are located	Teaching in Extension training schools and working in rural extension with agents -- both agriculture and home
12. Education	Teaching English as a foreign language	25	In USIS bi-national centers and in teacher training schools	Teaching English and other subjects as needed
13. Education	Teaching physical education sports, and recreation	10	In secondary and vocational schools	Teaching physical education, sports, and recreation in schools
14. Education	Teaching vocational and industrial arts	12	In vocational and industrial schools	Teaching vocational and industrial arts in schools
15. Home Industries	Handicrafts, marketing	5	In community development projects	Teaching handicrafts, weaving, etc.; also better marketing practices
16. Survey and Research	Making surveys and in Agricultural Research	10	Ministry of Agriculture where needed	Making agriculture surveys and doing agriculture research; also assisting in training counterparts

Appendix B-3

POTENTIAL PEACE CORPS PROJECTS IN PAKISTAN*

Type of Work	Skill or Training Needed	Approximate No. Needed for Initial Project	Location and/or Sponsoring Organization	Work Description
1. Community Development	Agriculture, Home Economics, Youth Clubs, Visual Aids, Engineering	Field Work: 8 boys, 4 girls Training Institute: 12 boys, 6 girls	Village AID Projects, in Peshawar Region	Assisting Pakistani and U. S. technicians and advisors, both in field work and in training institutes.
2. Education	Ability to teach English, Science, Recreation, Crafts, etc.	High schools: 20 Technical schools: 8 Teacher training schools: 6 Intermediate colleges: 12 Government College for Women: 1 Primary schools: 5	Ministry of Education, Peshawar Region	Teaching of English, Science, Recreation, Crafts, and similar subjects in schools of Peshawar Region.
3. Home Extension	Home Economics and Community Development	10	Village AID	Live and work with Pakistani supervisors, in home extension and community development type of work.

* Projects listed represent findings during short-term overseas surveys by CSU staff members and from other sources. It must be emphasized that the projects listed do not represent the total potential for country projects.

Type of Work	Skill or Training Needed	Approximate No. Needed for Initial Project	Location and/or Sponsoring Organization	Work Description
4. Industrial	Engineering; also ability to operate machinery in types of industrial plants listed under "Work Description"	10 skilled laborers 10 engineers	Packages Limited, Lahore, West Pakistan	Work with Pakistani counterparts in soap and edible oil plant, textile and cotton plant, air conditioning plant, and packages plant.
5. Vocational Education	Ability to teach vocational and industrial arts subjects	15	Department of Technical Education, West Pakistan	Teaching by demonstration, refrigeration, welding, electronics, air-conditioning, drafting, tool design, electrical equipment, metallurgy, etc.
6. Social Welfare	Social Welfare, and Physical and Occupational Therapy	4 boys 3 girls	Ministry of Social Welfare, West Pakistan	Working with Pakistani counterparts in areas of 15,000 pop. on programs for deaf, dumb, and blind; on clinics, sanitation, recreation programs, reading rooms, etc.
7. Research and Surveys	Ability to do social-economic surveys and other similar research	12 boys and girls	Washington State University Project, West Pakistan	Work under supervision of U.S. technicians, doing social and economic research and surveys on caste systems, the family, and similar subjects.

Type of Work	Skill or Training Needed	Approximate No. Needed for Initial Project	Location and/or Sponsoring Organization	Work Description
8. Building and Construction	Skill in building construction	20 boys	Washington State University Project, West Pakistan	Help to develop better techniques for use of native materials in building construction.
9. CCC (Civilian Conservation Corps)	Skilled labor	40 boys	West Pakistan CCC-type project in cooperation with ICA and UN	Work on a pilot project with Pakistani youth, on reforestation, roads, bridges, sanitation, water supply, and schools.
10. Survey and Research	Ability to make social-economic surveys and do research	12 boys 8 girls	West Pakistan Government	Make surveys of villages in a limited area to obtain data and develop plans for future village project -- with Pakistani counterparts.
11. Geological Survey	Ability to make geological surveys	10 boys	West Pakistan Government	Collection of basic field data on geology, working with Pakistani counterparts.
12. Hydrological Survey	Ability to make hydrological surveys	10	West Pakistan Government	Taking and reporting data on water resources with Pakistani counterparts.

Type of Work	Skill or Training Needed	Approximate No. Needed for Initial Project	Location and/or Sponsoring Organization	Work Description
13. Education	Teaching English, Science, and vocational subjects	50	West Pakistan, through Ministry of Education	Teaching English, Science, and vocational skills in high schools and vocational schools, and science and professional courses in colleges and universities.
14. Community Development	Agriculture, Home Economics, Engineering, etc.	14 boys 6 girls	Village AID Projects in West Pakistan	Assisting Pakistani and U.S. technicians in training institutes, in subjects such as schools, seed, water supply, etc.

POTENTIAL PEACE CORPS PROJECTS IN NIGERIA*

Type of Work	Skill or Training Needed	Approximate No. Needed for Initial Project	Location and/or Sponsoring Organization	Work Description
1. Education	Ability to teach in secondary schools; A.B. degree	60-100, predominately boys	Ministry of Education	Teaching Sciences, English, Mathematics, etc.
2. Agriculture	A.B. degrees in agriculture	45-60 boys	Agricultural schools and Ministry of Agriculture	Assistants to specialists in agricultural projects; lecturers in Agricultural schools.
3. Agriculture	M.A. degree in Agriculture; skill in research and surveying	20-30 boys	Ministry of Agriculture	Research in soil surveys, forest surveys, irrigation surveys; research in poultry, animal breeding, and plant breeding.
4. Agriculture	Experience in farming; no college degree	30 boys	Model farms and training centers	Supervisors at model farms and training centers, and assistants to lecturers; instructors in care of farm machinery.

* Projects listed represent findings during short-term overseas surveys by CSU staff members and from other sources. It must be emphasized that the projects listed do not represent the total potential for country projects.

Type of Work	Skill or Training Needed	Approximate No. Needed for Initial Project	Location and/or Sponsoring Organization	Work Description
5. Community Development	College degree in Agriculture or Engineering, or work experience.	15-20 boys	Community Development Training Schools	Supervisors or instructors in training schools for Community Development.
6. Administration	College degrees	18-30 boys	Regional Ministries	To act as assistant secretaries in Regional Ministries, and to help train Nigerian counterparts.
7. Secretarial	Training in secretarial and clerical work	45-60 girls	Regional Ministries	To handle secretarial work in Regional Ministries, and to help train Nigerian counterparts.
8. Public Works Projects	Work experience in surveying and construction; some college degrees.	20 -- no college degree; 15 -- with college degree and special experience	Ministry of Works, Departments of Surveys	Conduct topographical, soil and water, road and land surveys.
9. Handicrafts	Training in Business Administration, Cooperatives, and Handicrafts	10	In four areas of Nigeria -- Maidugari, Kaduna, Benue, and Eastern Nigeria	To organize cooperatives for developing and marketing handicrafts.

The following are suggested as future projects for Peace Corps Volunteers in Nigeria:

1. Instructors in home demonstration training centers.
2. Organization of youth clubs.
3. Organizers of recreational activities.
4. Labor union organizers.
5. Sanitary inspectors.
6. Assistants to regional and federal judges.
7. Engineers in broadcasting and television.

Appendix C

REPORT ON SELECTION AND TRAINING FOR THE PROPOSED POINT IV YOUTH CORPS

Prepared by Michigan State University International Programs
East Lansing, Michigan
February 14, 1961

Introduction

This statement has been prepared in response to a request from Dr. Maurice L. Albertson to the Michigan State University International Programs office. We were asked to give our views on the selection and training of young men for the "Point IV Youth Corps".

Since the exact form which the Youth Corps will take is unknown, we have had to make certain assumptions about the nature of the Corps and these are stated at the outset. They do not necessarily represent our convictions as to the best form for the Corps, but only our best guess as of mid-January, 1961, the starting date for preparing this paper, as to what the Corps would become. Now, in mid-February, it is not clear that these assumptions on which the selection and training recommendations are based will remain valid. While the recommendations would stay fundamentally the same, some modifications would be needed should the concept change to incorporate, for example, more mature or non-University people.

Because of time limitations, we have not dealt specifically with the selection and training of the leaders of the Youth Corps, although many of our recommendations in this statement would be applicable. This subject is an extremely important one, however, and it ought to be considered separately and carefully.

Clearly, we are not presenting a finished selection and training manual. Much detail will have to be added. Our suggestions are purposely presented in fairly broad terms, and reflect the ideas of members of our faculty who, for the past eight months, have been studying the training needs of overseas personnel in a rather systematic effort. Discussion of points set forth herein would be welcomed.

***

I. General Assumptions

The following series of general assumptions about the Youth Corps creates the fundamental framework within which recommendations for selection and training may be proposed. It has been assumed throughout this document that while members of the Youth Corps will perform defined services, they will, while in the field, be in a continuous state of learning

and that host country nationals will participate generously in the establishment and operation of training situations. The whole program will then be broadly educational in the sense that continuous learning situations will be provided. An attitude of "we have much to learn from the host country" should be assumed.

A critical assumption regarding the Youth Corps pertains to the function performed in the field, to the type of service performed by members of the Corps. Some examples of the kinds of services which we assume they might render when requested and qualified are as follows:

1. Junior Assistants under American and/or host country nationals leadership in rural development, urban development or general community development programs.

2. Assistants in government research organizations.

3. Assistants in laboratories and/or experimental plots.

4. Elementary or high school teachers.

5. Librarians.

6. Attache to senior U. S. technicians.

7. Instructors or workers in educational programs for illiterates.

It has been assumed that members of the Youth Corps would not serve in any of the following roles:

1. Member of a mass labor force.

2. High level leadership or policy making positions.

3. Broad supervisory position.

4. Technical assistance officer.

5. Reporters of Intelligence.

In this document it is assumed that personal qualifications for participation in the Youth Corps will require a minimum formal education of graduation from a four-year institution of higher education. Some will probably have completed work at the Master's degree level. Other personal characteristics are:

1. Age - between 21-26 years.

2. Mainly men - some women.

3. American citizens.

4. Unmarried.

Some further general assumptions are that:

1. The Youth Corps is not draft related.

2. The total number of participants at the outset would be about 500.

3. The group would be composed only of volunteers rigorously screened.

4. The term of assignment would be two years, possibly three.

5. Initially a significant number of participants will have had some previous overseas experience.

6. From the beginning of the program evaluation and research will be an integral part.

II. Selection

The general concensus that these would be the outstanding young people of the country implies the need for a carefully detailed selection program. Mature, adaptable social behavior, empathy and sincere interest in people of other cultures are essential. Likewise, flexibility and adjustability and the capacity to solve emerging problems are essential in the kinds of situations in which these people are likely to find themselves. This involves the willingness and capacity for cooperative "followership" as well as the usual qualities of leadership. Above all, these must be people of integrity and unusually high levels of energetic drive and creative imagination. While high academic rating alone is not enough we would assume that preference would be given to those who have demonstrated the capacity to employ intellectual curiosity, drive and innate capacity in the pursuit of consistently high levels of achievement in their past studies. Among other special capacities a high language aptitude would be especially important.

Overseas assignment of the Youth Corps should serve as excellent apprenticeship for a variety of types of international careers. While it is presumed that such long time service may be the ultimate goal of many applicants and that this program is thereby a proving as well as a training

ground, it should be pointed out also that there may be some worthy candidates who see this as an opportunity for broadening their horizons and improving their capacities for local and world citizenship wherever they decide eventually to pursue their chosen vocations. These, too, should be encouraged for the sake of improved international relations.

While it goes without saying that we need people with good health records, both mental and physical, emphasis should be placed also on positive and sensible attitudes toward endurance and keeping fit.

Following dissemination of suitable recruiting information the selection process should be carried out in four steps.

Step 1. Mass Screening.

Screening of application forms should begin in the Central Office of the Youth Corps by December 1st.

Application forms would include as a minimum: health certification, personal data, experience and academic records, references, and area and work preferences. The forms might incorporate some questions or scales for collecting data on motivations and attitudes to be used over the long range as part of the research and evaluation efforts.

Careful processing should eliminate the obviously unfit and leave approximately 2,000 of the most likely candidates for further examination.

Step 2. Testing.

To begin by January 1st.

A battery of tests, to be administered by University testing and guidance bureaus, would include intelligence, personality, language aptitude, and possibly attitudes and values scales.

Applicants would write a short essay on reasons for desiring service in the Youth Corps. Results would be sent to Central Office for further screening to reduce to 800 - 1000 the number of applicants for further interview.

Step 3. Interviewing.

To begin by February 1st.

Step three would include at least two interviews with the applicant and with other interested individuals such as members of the applicant's family, teachers, advisers, employers, and possibly classmates and other associates.

The first of these interviews, conducted by a suitable panel of the local university, might also include observations of performance in various activities on the campus and in the home community.

The second interview would be conducted at the various universities where the panel would consist of representatives from the Youth Corps headquarters, persons concerned with the later training programs, and faculty members of the home university. If possible, this step should include informal contacts with the applicant as well as the formal interview. Applicant would pledge commitment to serve in the Youth Corps, if selected.

Step 4. Selection.

The final step, on or about March 15th, would be the selection of approximately 500 best qualified candidates with an additional 100 to be kept on an alternate list for future reference.

Notifications should be sent in time for acceptances to be received by April 1st. The time schedule for the selection process assures a need for coordination with the normal academic calendar.

Some consideration might be given to the question of potential contributions in other types of overseas work for the approximately 1500 individuals who survived the mass screening but were finally not accepted.

III. Training

Certain assumptions about the training program for the Point IV Youth Corps underlie the sections dealing with objectives, training organization, and training content which follow. The basic assumption to the entire training program is that the host country will participate actively in the training program. Local nationals, it is assumed, will be working throughout the program and particularly in that portion of the training experience which will take place outside of the United States and presumably within the host country. The host country should actually share responsibility with the U. S. authorities for organizing and carrying out the field training. Other assumptions can be stated as follows:

1. Training, or preparation of members of the Corps for service abroad, begins with the selection process and extends throughout the entire period of service.

2. Training content begins at a very general level and becomes gradually more and more specific.

3. All members of the Youth Corps should acquire language competency in order to perform their selected tasks.

4. There will be no attempt to fail people during the course of the training and with but a few extreme exceptions, all persons beginning the training will complete it and assume positions within the Youth Corps.

5. The training programs will be handled by a special training staff which will be carefully selected and which will prepare the content and present it specifically for this program.

6. In the case of those members of the Corps who have had prior experience in an overseas living situation, individuals will not necessarily return to the same country in which they have had their prior experience.

Objectives of the Training Program

Training objectives should be geared to the overall program objectives established for the Youth Corps. In broad terms the objective of the training program is to provide the members of the Corps with some of the general and specific elements of knowledge necessary for their success in working overseas. Within the broad objectives of the program and within the assumptions as stated above, the actual training objectives can be broken down into several phases.

The objectives of the pre-departure phase can be stated as follows:

1. To provide an intermediate understanding and speaking knowledge of the language.

2. To impart a clear understanding of the program's objectives, its operation, its history, and its philosophy.

3. To provide a general understanding of the differences among cultures.

4. To impart an appropriate understanding of the broad processes of change and of development.

5. To provide an understanding of American institutions, both governmental and private, and of U. S. policies.

6. To help the individuals develop a better understanding of themselves, their own philosophies, goals, behaviors, and abilities.

The second phase of training, the within-country phase, begins with the arrival of the individual overseas. Objectives of this phase of the training are:

1. Language proficiency so that the member of the Corps can understand and speak the language of the area in which he will be working is to be developed.

2. A reasonably high level of knowledge of this specific country, region or function should be developed. This should include a knowledge of the history and geography of the area, the people of the country and their institutions, in a broad sense.

3. Each member of the Corps should develop an understanding of his own role, and the role of the Corps within this particular country. He should develop his understanding of the work being done by others within the country.

4. There should be imparted a thorough understanding of the patterns of behavior to be followed and those to be avoided within his particular locale.

The on-the-job phase is the third and final aspect of the training program. During this phase the following objectives prevail.

1. Assistance should be rendered to the individual in his attempts to adjust to the function he is performing and to the culture within which he is living.

2. Specialized knowledge should be imparted to the individual so that he can perform more adequately and handle specific problems in situations as they arise.

3. New information and current events should be brought to the attention of the individual.

4. Coordination should be promoted and "esprit" built up.

These varying objectives and phases can be best understood within a certain organization and procedural pattern set forth for the training program. The organization and procedures for training fall into two broad categories: (1) The pre-departure and (2) Field training.

Considering the pre-departure phase first, two weeks should be spent at Washington at the very beginning of service. About one hundred trainees should be brought together at one time and taken through two weeks of training in the Washington area. Each group of one hundred trainees would then be broken down according to region of destination. For example, Latin America, Sub-Sahara West Africa, Arabic language areas, East Africa, the Asia Sub-Continent, South East Asia (by broad language areas), non-Arabic Middle East, and others. These smaller groups should be sent to ten or fifteen centers at universities throughout the United States.

These universities would then become the training units for groups going to various areas. For example, those going to Latin America might be assembled at one university where they would go through a period of training lasting about three months. About one-third of the time spent at the university center should be programmed by the university, but ought to take place in a less developed field situation near the university. For example, if the group going to Latin America is being trained at a New Mexican or Western locale within the United States, approximately a month ought to be spent away from the university campus and in an arranged training situation "in the field".

Following the training within the United States which, as indicated above, would last for about three and one-half months, members of the Corps would proceed to the countries in which they will serve. There they will be assembled for about two weeks at the central city for training purposes and this will be followed by about six weeks in a simulated field living situation. Following the organized training which will take place during the first eight weeks in the country, individuals will proceed to their assignments, but training should not end. It should continue in the form of periodic smaller meetings of short duration, in which various members of the Corps are assembled. These should take place about once per month during the first six months, perhaps less frequently thereafter. In addition, there will be frequent individual contacts with the leaders of the Corps within the country. At about midpoint in the service within the country, participants in the Youth Corps program in various countries in the area should be brought together for an intensive one or two weeks of meetings.

Training Program Content

Turning now to the content of the training program, each phase of training calls for a different content related to the objectives. From the start emphasis would be placed on the role of the individual trainee -- his motivations, aspirations, values. This would provide a framework within which all other aspects of the training program would fit. Considering first the pre-departure training which takes place in Washington, content would include:

1. A discussion and analysis of U. S. foreign policy -- its objectives, its formulation, its history, and its philosophy.

2. Review of U. S. governmental institutions in general, with major emphasis on those agencies of government which operate abroad.

3. Discussion of the foreign programs of the United States, including military, technical assistance, and foreign aid programs of various sorts.

4. A thorough look at the Youth Corps itself -- its objectives and importance, its organization and methods, and its relationship to other U. S., international, and foreign programs and organizations.

5. A thorough discussion of the American abroad -- his behavior, his adjustment difficulties, his image, and his difficulties.

6. Specific individual conferences to solve administrative and personal problems.

During the three months spent at a university, and an off-campus training site, there will be a heavier area training emphasis. Content will include:

1. Intensive language training, probably amounting to about four hours per day.

2. Lectures and discussions on the general subject of culture differences and similarities.

3. Reading, lectures, and discussions dealing with the broad processes of development and "change".

4. Special sessions involving role-playing, lectures, and discussions on understanding one's self.

5. Consideration of U. S. institutions and policy making processes.

6. Discussions, reading, lectures, dealing with adjustment problems abroad.

7. Sessions devoted to the "do's" and "don'ts" in the area.

In the next phase of training which occurs in the central city, and in the simulated field situation after arrival abroad, language training should continue to be intensive and occupy about half of the trainee's time. In addition to this, training should become quite specific in dealing with the historical and cultural information available concerning the country. Other elements in the training program should include:

1. An analysis of the roles to be played by the various members of the Corps.

2. The work being performed by others within the country, including the work of governmental institutions of the country.

3. Reading and lectures dealing with the geography and institutional framework of the country, and the regions within the country.

4. Very specific discussions of the "do's" and "don'ts".

The final phase of training will continue until the end of an individual's service within the Corps and takes place on the job. Content should include specific discussions of problems being encountered, the new information being developed as the Corps experience matures, and continued attention to current events and developments within the country and around it so that the individual does not become isolated. In addition, specific adjustment difficulties should be talked through and a system of reporting including some continuing evaluation should be worked out, explained, discussed, and fully developed among the individuals on the job.

Appendix C-I

SELECTION AND TRAINING OF PARTICIPANTS FOR THE NATIONAL PEACE CORPS

Professor Lawrence Krader, The American University, Washington, D. C.

February 7, 1961

The National Peace Corps confronts the nation with a challenge of the greatest magnitude and potentiality for development. It affords the youth of the nation an opportunity to perform tasks of usefulness to themselves both at the given point in their life cycles and for their future careers and personal development.

The youth should be of either sex, aged 22 or over; they should have an educational and training background consisting of a bachelor's degree or its equivalent in work or professional experience. The "equivalent to a bachelor's degree" is to be examined by a group concerned with industrial training, the farm group, and parallel programs of comparable nature.

The NPC presents the educator, concerned with training for overseas programs, with a problem of greatest interest. The role of selection and training should be understood in terms of the objectives of the NPC, which are preparation for: tasks of service to the host countries; careers of service to the United States; an increased level of awareness of the actual and potential role of this country in development.

The degree of urgency in the meeting of these objectives is widely recognized. The fitness of the youth will be determined by their response to this sense of urgency. For this reason, the main selection criteria should be, in equal measure, the degree of motivation, intelligence, and previous training and experience. This report should be read in conjunction with reports on objectives, relations to other programs, inter-governmental relations, and reports prepared by the ICA, White House staff, the Albertson report, the Millikan report, the McClelland report, and statements by Congressman Henry Reuss and Senator Humphrey, etc.

The problem of such a training program is a challenging one. We will be faced with a section of youth selected for their high degree of motivation, sense of commitment and intelligence. A group of this kind can be worked hard and taught very much in a short time. This is the most gratifying kind of human beings to work with. These young people provide the highest return on an investment of time and effort in education. The training curriculum is designed to work upon this premise.

The guiding line in curriculum design has been that, given properly motivated and intelligent students, a course content can be given in 12 weeks

which normally is given over an academic year in our colleges and universities. The courses selected must be those relevant to the objectives of the program.

The curriculum is to be built upon the following courses:

Cultural Analysis
American Civilization
Area Studies
Political and Economic Theory
Language
Special Skills: English Teaching
Anti-illiteracy Campaigns
Technology
Agro-Technology
Public Health
Etc.

Each of the courses is designed to meet some specific problem in the work of the NPC. The cultural differences between the United States and the host countries is a subject that must be understood and applied in the interests of both countries. Each will have something to contribute to the other. For these reasons, the course in cultural analysis has been introduced.

Our youth have been found to be in need of training in political and economic concepts, particularly those applicable to conditions in the host countries. They will need training in American civilization as well as in the civilization(s) of the areas they are going to. They will need training in the language of the host country where it differs from English. And they will need to be taught or perfected in some skill which is applicable to the program they will be working in.

Each course content will be the equivalent to a semester. In the case of language training, the equivalent of a year (two semesters) of intensive work is the base line. In the case of the requisite program skill, the equivalent of either one or two semesters work will be given, as indicated. If both a skill and intensive language training are required, the student will be given more time to meet the requirements. Ideally, this is to be avoided.

Orientation and Training in the United States -- 12 weeks

Twelve weeks at one of a group of American Universities. Each university to have some specialization in training. E. g., American University, Washington: specialization in educational training.

Possibility of area specialization and/or training specialization.

Curriculum

Orientation Lectures
Cultural Analysis - Political and Economic Theory of Development
Area Studies
American Studies
Language
Program Training
- Teaching
- Agriculture
- Technology
- Public Health

Classes

25 each

Schedule

12 weeks. Monday through Saturday.

4 periods. 8:30 - 10:20 Monday through Friday
10:30 - 12:20
1:00 - 2:50
3:00 - 5:00

8:30 - 12:20 Saturday

Weeks	1	2 - 6 (5 weeks)	7 - 11 (5 weeks)	1
	1	6	11	12
8:30 - 10:20	Orientation	Cultural Analysis	Political and Economic Theory of Development	Health; Diet and Sanitation
10:30 - 12:20	Orientation	American Studies	Area Studies	
12:20 - 1:00	LUNCH			
1:00 - 2:50	Program Training		Program training or language	
3:00 - 5:00	Language		Language	

A. M.	Weeks	Mon. - Sat.	
	1	8:30 - 12:20	Orientation - 12 Sessions
	2 - 6	8:30 - 10:20	Cultural Analysis - 30 Sessions
		10:30 - 12:20	American Studies - 30 Sessions
	7 - 11	8:30 - 10:20	Political and Economic Development - 30 Sessions
		10:30 - 12:20	Area Studies - 30 Sessions
	12	8:30 - 12:20	Health, Diet, Sanitation - 12 Sessions

P. M.	Weeks	Mon. - Fri.	
	1 - 6	1:00 - 2:50	Program Training Skills - 30 Sessions
	7 - 12	1:00 - 2:50	Language or Program Training Skills - 30 Sessions
	1 - 12	3:00 - 5:00	Language - (60 hours) 120 hours

Orientation Curriculum

Purposes of NPC
Nature and Scope of Undertakings
History of its Development
Relation to Development and Cooperation
Programs of U. S., other Nations &
International Organizations
Relation to Foreign Policy of U. S.

Cultural Analysis Curriculum

Nature of Culture
Environment and Heredity; Race (Nature and Nurture)
Culture and Society (Social Theory)
Culture and Cultures; Sham "culture"
Cultural Values, Progress, and Relativism
Culture and Personality
Language and Culture
Cross-cultural Communication
Cultural Change and Technological Change
Acculturation
Administration of Cultural Change
Culture and Policy; Policy of Cultural Change
Culture Empathy, Culture Shock

Theory of Political and Economic Development Curriculum

Technology: Capitalism, Socialism, Communism
Underdevelopment and Development
Stages of Economic Growth
Relation Between Economic and Political Development
Characteristics of Political and Economic Institutions and Behavior in Underdeveloped Countries

American Studies

Area Studies Curriculum

Environment and Resources
Peoples, Languages, Religions
History
Literature, Arts
International Relations
Prospects of Future Development

Diet, Health, Sanitation, First Aid

Courses

Politics	30 sessions	2 hours each
Culture	30 sessions	2 hours each
Area Studies	30 sessions	2 hours each
American Civilization	30 sessions	2 hours each
Teaching Methods	30 sessions	2 hours each
Language	60 sessions	4 hours each
Orientation	12 sessions	4 hours each

Note: Graduate course normally is 15 sessions of 2 hours per semester

Skills

1. Teaching
   a. English
      children
      secondary school
      adults
   b. Literacy Programs
   c. Science
   d. Mathematics

2. Agriculture
   a. Work in villages at community level

3. Technology
   a. Teaching mechanical and technological skills

4. Work in Universities
   a. Course and lab assistants

5. Medical
   Lab technologists in clinics, hospitals
   Village medical work
   Mobile clinics and field stations

6. Other
   Community development
   Economic survey work
   Social science fieldwork

Appendix C-II

SUGGESTIONS CONCERNING SELECTION, ORIENTATION AND TRAINING OF MEMBERS AND LEADERS FOR THE YOUTH CORPS

Prepared by the Koinonia Foundation
Baltimore, Maryland
March 17, 1961

Youth has a quality -- a natural spirit of exuberance, capable of overflowing with goodwill -- which a Youth Corps should exemplify. This quality should be both fostered and refined. The refining process requires the companion elements of love, challenge and discipline -- not unlike the training of a thoroughbred colt. Or it can be likened to the flame of a welding torch, which when threatened with extinction by a jet of air, only blazes more fiercely and with more intense heat if fed more and more fuel.

Koinonia believes that the fuel for this flame in youth is found in the realm of his religious faith and the faith of his fellows in him. The challenge is found in the measure of the task he undertakes in this faith.

The world situation today with the dire need of our brothers in many lands, and the threat to freedom and the very values of our civilization from other passionate ideologies is adequate to produce the most intense dedication of spirit of youth so as to be capable of meeting any challenge through brotherhood and service. This is the great opportunity of training for the Youth Corps.

SELECTION

Proper motivation for inclusion in the Youth Corps, as given in your Preliminary Report (Page 15), recognizes spiritual roots and values, but there still is the question of determining the depth of motivation and what depth should be required. While it is rarely expected that any youth who has lacked adequate testing by life will have achieved great depth in these areas, the training process can and should be constantly used to deepen and strengthen the motivations of service as well as the degree of empathy, brotherhood, faith in democracy under God, and moral character such as a sense of justice, honor, respect for all men, dependability, truth and integrity.

It is these elements that underlie and give value to the qualities you have identified with successful performance. Many times these other qualities are even born out of these underlying motivating elements. Certainly empathy should not be limited to culture but be deepened to include the overall human and personal empathy which includes the cultural. The maturity named and sought should be one that is also deeply rooted in these spiritual values.

The thought and wording of forms (application and reference) will make selectivity of applicants more accurate. The application form -- especially to college students -- should bring out the potential qualities. The reference form should reveal potential qualities plus job experience, if any. A careful analysis of form material plus the personal interview should give a fairly accurate analysis of the applicant and reduce to a minimum the possibility of placing unqualified people in a training program.

Koinonia Foundation recommends that the well-rounded applicant (one who has carried a well balanced academic program with an acceptable rating, who has shown some leadership qualities in both school and community participation) be chosen in preference to the applicant who has only a high academic rating. We would also recommend that high school graduates with commendable apprentice training and experience be considered in some of the vocational areas.

There are many other personal qualities which should be tested as factors in selection beyond those named in the Preliminary Report. Some of these are:

Judgment
1. Approach problems objectively
2. Wisdom of decisions affecting self and others

Motivation
1. Unselfish attitude
2. Religious insights and convictions
3. Applying ideals to daily living situations
4. Pioneering spirit
5. Sound reason for wishing foreign experience
6. Faith in God or a power greater than oneself

Emotional Stability
1. Mental and physical health history
2. Adjustment to personal problems
3. Emotional reaction to conflict and pressure
4. Emotional effect of personality on others -- relaxed or tense
5. Humility
6. Willingness to suffer, if need be, for a worthy cause
7. Freedom from strong prejudice as to race, ideas, or creed

Education
1. High school
2. College
3. Apprenticeship

Skills

1. Knowledge of skill, experience, capacity to teach
2. Potential for group supervision and planning
3. Thoroughness in execution of details

Cooperation

1. Genius for friendship -- love for people
2. Sense of humor
3. Ability to work with others
4. Acceptance of group decisions
5. Understanding and respect for others' convictions
6. Appreciation of difference in convictions
7. Readiness to try new ideas or even to substitute
8. Willingness to learn and follow an appointed leader

Resourcefulness and initiative

1. Imagination
2. Ability to see things from other fellow's standpoint
3. Able to discover human resources as well as natural resources
4. Demonstrated ability to work responsibly and creatively
5. Evidence of interest in other peoples and countries
    a. Travel
    b. Study
    c. Reading
    d. Research attitude
6. Adaptability to different climate, standards of living conditions and limited food supplies
7. Ability to understand and interpret, without defensiveness, life in his own country, especially in:
    a. Special problems, i.e., race, urban renewal, etc.
    b. Knowledge of methods being used to meet problems
    c. Knowledge of main objectives of U. S. foreign policy

Other desirable personal qualities

1. Ability to communicate
2. Sensitivity and responsiveness
3. The ability to be alone, and use aloneness creatively
4. Courage
5. Basic faith in self and all others
6. Outgoingness
7. Natural enthusiasm
8. Fundamental sincerity
9. Ability to share leadership with partners

Some of these might be included among the characteristics you have named, if properly interpreted, but it is our feeling that they must be made very specific because of their importance.

So far as possible the above qualities should be tested and a certain minimal requirement established in the selection of the candidates for the Youth Corps, but it is recognized that many of them cannot be tested adequately prior to acceptance for training and will have to be further tested in the training process itself. Despite the best efforts to objectify and describe these personal individual goals, it is recognized that the spiritual reality in each person is always the source of value and significance and underlies and goes beyond every such effort. This must penetrate and infuse every relationship and process if these are to be made significant. Hence all training processes will depend on the personal qualities present in the trainees for development.

Many of the qualities given above likewise do not reveal the spiritual roots which produce them, as for example that of emotional stability. Hence, during the training period the cue will be to try and determine what lies underneath in the person -- if any quality, such as sound judgment or emotional stability, is questionable. Let us consider, then, the processes of orientation and training, accepting the above qualities as the goals to be sought.

ORIENTATION AND TRAINING

There are four aspects of every well balanced person that need development, as is widely recognized: the spiritual, mental, social, and physical. Especially for young people in a program such as proposed for the Youth Corps, these aspects seem significant and useful. Certainly all four must be developed. As in the task of selection, Koinonia feels that the spiritual area must be given primacy because it focuses, guides, gives purpose and meaning to all the others. Yet they are all constantly inter-related. This must be remembered if the development is to be sound in producing the kind of individual person capable of functioning successfully in the tasks proposed for the Youth Corps.

SPIRITUAL AND PERSONAL GOALS

We must begin with the foregoing statement of goals to be established, attitudes sought, the personal characteristics that are essential if proper relationships are to be established in the work of the Youth Corps as stated above. These goals will, of course, be constantly refined because any statement made will fail to comprehend the full reality and will be interpreted by others in different ways than intended. Nevertheless, by keeping a constant focus on these goals and being willing to restate, clarify and refine constantly, we can keep moving in the right direction.

Constant Refinement

Spiritual Core

It is our belief at Koinonia that the program content should begin with Basic Philosophy and Faith -- the

SPIRITUAL AND PERSONAL GOALS (Continued)

philosophy of the accepted goals, and keep checking back to them so as to keep them central. While there is nothing in the program content listed in the Preliminary Report that is not of value, it is imperative that it should all be kept close to this spiritual core of relationship if we are to achieve the kind of working relationship demanded in the Youth Corps. For example, Cross-Cultural Relationships must illustrate the basic attitudes that are at play both in world culture at large as well as in detailed intercultural relationships. They should dig into the attitudes that are prevalent in our own personalities as inherited and determined not alone from our own culture but from each one's individual response to his background. Only as these individual areas are opened up will it be possible to gain the desired appreciation and understanding of the experience in cultures in which other individuals have grown. Even so, the individuals from other cultures will need to be seen as individuals -- not as Indians, Chinese, or Russians -- with all of the individual variations of fear, happy or unhappy experience, type of parents, etc., etc., before good relationships with that person can be established.

Spiritual Core (Continued)

The Person is Central

Later Developments

Later, when these attitudes are established in the Corps member, it may be possible to move to a secondary level of study and understanding more objective in character. The difference is perhaps best illustrated in the contrast between the average undergraduate student of economics and the executive or some industrial firm attending a Harvard Business Seminar. The first is apt to be entirely theory; the latter deals with what are living realities to him.

So likewise, the Economic and Social Development and Change listed under Program Content (page 16) should be closely related to the projects in which the Youth Corps members are engaged if it is to be of definite pertinence. We feel that all of the material discussed should be as intimately and personally related to what they are undertaking as is possible. Only in this way will the spiritual character of the goals reach down adequately into the essential mental structure provided in the outline so that the purpose always is in control, making them one.

MENTAL SUGGESTED CURRICULUM

As indicated above the curriculum of the Youth Corps should begin with the statement of our basic philosophy and faith undergirding and supporting the goals of the Corps. It then should proceed and include these four different sections:

I Methods of Environmental Integration,
II Methods of Enlisting Local Initiative and Enthusiasm,
III Cultural Orientation, and
IV Spiritual Sustenance

I. Methods of Environmental Integration

The Corpsman should be taught how to adjust himself to the geographical environment of the host country. In order to achieve this end, instruction should be given about the climatic condition, the hygiene and sanitation of the country to which he is expected to go. If he is given the information, he will be able to prepare his kit and other equipments in a knowledgeable manner. The Corpsman should be also informed about housing conditions, endemic diseases the food and table manners of the host country.

II. Methods of Enlisting Local Initiative and Enthusiasm

The Corpsman is selected to go out to do a specific job. So it should be taken for granted that he has the technical skill and professional knowledge to do it. It may be useful, however, to inform him how the local people of the host country do the same job. If he knows both approaches to the job, he may strike out a new approach himself, perhaps in the long run more satisfactory to the local people.

Whatever the job and the technique of doing it, the Corpsman alone is not competent to do the assignment by himself. He will need the help and cooperation of the local people. It is also desirable that they should take the initiative and show enthusiasm. If they fail to do this, and the Corpsman does the job himself (which is almost unimaginable), he, too, will have failed. The job will be done <u>for</u> the people and and not <u>with</u> the people. Ten to one, it will not help the country much. Hence it is desirable that the Corpsman should be taught how to create enthusiasm for the job and how to enlist sympathy and instill initiative in the people.

MENTAL SUGGESTED CURRICULUM (Continued)

II. (Continued)

It is at this point that he must be able to draw upon knowledge and experience gained in the Community Development field. It is important that he be given a working knowledge of philosophy and basic procedures in this program.

These two sections must be given to each and every Corpsman before he goes out of the country.

III. Cultural Orientation

To carry out the assignment efficiently and to avoid what is known as "cultural shock," the Corpsman should be given some cultural orientation before he leaves for the host country. The intensive part of the training, however, should be preferably given on the spot. In the preliminary cultural orientation, given before his departure, the fundamental topics, such as:

- Social organization
- Political organization
- Economic organization
  - Educational systems
  - Recreational systems
  - Religious systems
    - Arts and
    - Philosophy

should be given at least in the form of an outline. In fact, the preliminary cultural orientation should be fairly extensive (should help to close gaps in knowledge and integrate into total knowledge) but the orientation given to the Corpsman in the host country should be detailed and intensive.

In giving the preliminary cultural orientation, the method should be comparative to save time and repetition. The teachers should give the basic ideas of the different topics as they prevail in the United States of America and then proceed to discuss what they find in the host country. In pointing out the similarities and especially the differences in the cultures, the Corpsman will find where he can build bridges and where he should make special efforts to avoid irritating points.

It may be necessary to deal with the culture of our own country in a special manner in order to make our

MENTAL SUGGESTED CURRICULUM (Continued)

American youth aware of the fundamental values of our American democracy founded on Christianity. He other wise may take them so completely for granted that he may miss their significance.

III. (Continued)

It may also be necessary to give special attention to the character and methods of work of the Communist ideology so that the American youth can be reasonably alert to and understanding of its influence.

It is worthwhile to be more positive than negative. The Corpsman's outstanding desire should be to cooperate and not to condemn, to be friendly and not antagonistic. He has to participate in the culture of the host country to some extent if he desires his program to succeed. He should therefore be on the lookout to discover some of the excellences of the local culture.

In the problem of communication, the Corpsman should be given some instruction of the language, especially of its morphology and structure, before he starts out. The intensive study of the language can be profitably taken up on the spot.

IV. Spiritual Sustenance

In doing a job in an alien culture in a far-off country, not getting the kind of food and company to which the Corpsman is accustomed in his homeland, he is sure to feel often unhappy. Facing the harsh reality of living with strange people, often not adequately educated, he will often wilt away under the impact of daily troubles. To keep his spirit fresh and his vision soaring, he needs to have an artesian well within. For this reason, the Corpsman must have a set of spiritual values and the power of religion to sustain him. Above all, to be effective in his work, he must have a fairly integrated personality.

The consideration of these points demands that the Corpsman must have spiritual training before he leaves the shores of America.

Modification of Above Program

Tests should be devised and used where possible to measure the extent as well as the lacks of knowledge and prior training of the Corpsman in the areas pertinent to the curriculum. This should include also

MENTAL SUGGESTED CURRICULUM (Continued)

Modification of Above Program (Continued)	his grasp of the material in terms of ability to use and apply. Where found adequately prepared in any area, his program should be varied to go more deeply into other areas.
METHODS OF DEVELOPMENT Testing Process	Once the accepted goals have been presented and worked over enough so that their implications for each person is grasped, we come to the training experience of <u>living</u> and <u>working together</u> as the best test of these in their application.
Group Process	Understanding how to work effectively with people in groups is a necessity for Corps members who will be working at the "grass-roots" level. The basic principles of the group process should be presented and the group living experience be used as a laboratory to test these principles.
Leadership	This means that there will have to be adequate opportunity for the leaders to be closely associated with Corps members so as to pick up their successes and failures as individuals in this process. It also means, of course, that the leaders, themselves, must be even more aware and in agreement with the goals sought than the Corpsman, and capable of sound judgment with regard to all the goals.
Summary of Steps	The learning process should consist of three simple steps: First, to present the objectives, as in the preceding statement of goals Second, to put them to the test, in group living and working Third, to examine where success was gained and where perhaps there was failure, so each individual can identify within himself or herself the elements that brought about the success or failure. This does not imply that these steps are easily or simply achieved. For the normal person, if the motivation is deep enough, the act of seeing clearly what needs to be changed suffices to bring the change.

METHODS OF DEVELOPMENT (Continued)

Summary of Steps (Continued)	Sometimes help from an advisor is necessary. At any rate, it makes possible a personal evaluation through which the individual concerned can grow and achieve the desired goals.
Self-Evaluation	Through group discussion, occasional use of questionnaires and conferences with advisors, the Corps members can be helped to look critically at their own behavior in specific stiuations. This should include consideration of their own performance on special assignments and of their relationships with others in the light of the goals which have been set up. Such a procedure would help Corps members to gain in ability to use each new experience for learning and to recognize their own strengths and limitations.
Personal Integration	It is in this way that personal integration is gradually achieved, and if the goals and motives are deep enough, the integration becomes constantly more profound. There is a constant ratio between what is reached for and what happens within. It is at this point that the Youth Corps holds such promise. It is out of this integration that true emotional stability, judgment, flexibility or adaptability, humility, creativity -- practically the whole gamut of desired traits -- can appear.
SOCIAL PROCESS	With this integration, the area of understanding can then grow easily through study of the cultures, of the many types of contact which are to occur, and of the social process needed to achieve the social goals for another people, whether it is growing more food or eliminating some disease. Training to achieve the needed skills for this process is helped by the use of case studies plus projects to apply these social concepts. All of this material will follow naturally the above simple process of seeing the goals, testing them out, correcting what needs to be corrected as revealed in the tests, and then trying to find a steadily growing understanding. A corollary is that once one begins to truly understand oneself in these various testing situations, one is immediately helped in understanding other people and situations.
Specific Applications of Testing Process	Let us suggest some specific illustrations of the foregoing process.

SOCIAL PROCESS (Continued)

Specific Applications of Testing Process (Continued)

Working Together

Solving Pressure
- Outer
- Inner

1. Suppose a definite project is undertaken in which a number of people work together. If it is found that any one in the group is not able to work with others, clearly he or she does not belong in the Youth Corps. However, it may be that the reason is that pressure builds up within the person, a pressure which sooner or later either would explode or find a perverted release. This would be a problem which must be dealt with before the Corpsman could be considered ready to work with people in another culture, so that we could eliminate the inner pressure or find normal and effective release.

Absence of Outer Pressure

2. Likewise, the way to deal with the absence of pressure -- the waiting, or what Americans might term "frustrating delay" -- would be an equally important test but in the opposite direction. What does the person do in a period when one has to wait? Is he able to maintain calm and find ways of profitably using his waiting period? One Koinonian did this dramatically by using a waiting period to develop good relationships with the significant officials of the host government, so that when his turn came to move he knew the people with whom he could move effectively. This, too, is a very severe and real test that is needed for Corpsmen.

Rise to Difficulty

3. Again, what happens when unexpected difficulties arise, especially in a situation in which there are many new, unfamiliar elements? Dr. Schell of M. I. T. in his book of some years ago called, "New Strength for New Leadership," evaluates the hundreds of students who have passed through his hands at M. I. T. by noting their later success as due to their possession of one quality which they all demonstrated in common: the ability to "rise to difficulty." Those not possessing this quality had failed to realize their true potentials in later life. It is this capacity that should in some way be measured and developed or else we must recognize the inability of the person who lacks it to succeed in the Youth Corps.

SOCIAL PROCESS (Continued)

Specific Applications of Testing Process (Continued)

Using Criticism	4. Another common and yet necessary element to determine is whether the individual can take and use criticism, either friendly or unfriendly. This frequently forces a person back to the very source of his values, to his relationship with God. Does he rely on the approval of men alone for validation of himself or does his approval have deeper foundation?
Ability to Teach and Learn	Special situations in the training may need to be set up. For example, if some trainee has a specific skill in the field of construction, he could be assigned to teach others of the Youth Corps who do not have that skill on some kind of a real construction job. It would not need to be elaborate, only genuine. He would then have to rate those he was teaching on their teachability. Likewise, we could ask those being taught to rate their teacher and so establish valid tests for the ability to teach and to learn which are so needed for success in the Youth Corps. In this way the method of establishing principles and then immediately applying the principles and solving the problem can be developed. Or, if the principle is not clear, establish at least an hypothesis to be tested.
Techniques of Problem Solving	There are many techniques which have been developed which could be used with great value that relate to basic problems.
Listening	a. A great deal has been done in industry towards the development of the ability to listen; what is sometimes called "creative listening." This technique could be taught to members of the Youth Corps because of its great importance in communication.
Communication	b. A variety of opportunities should be provided for exhibiting capacity for two-way communication (preparation, information, inspiration) with other members of a team. The testing of communication comes when the other person acts on the ideas given.
Creative Problem Solving	c. Other techniques have been developed in relationship to the Creative Problem Solving process. Much

SOCIAL PROCESS (Continued)

Specific Applications of Testing Precess (Continued)

Creative Problem Solving (Continued)

has been done on this at the University of Buffalo, although this originated with Alex F. Osborn in advertising. It is now fostered under the Creative Education Foundation.

Internationals

d. Rachel DuBois in her book, "Neighbors in Action," has developed techniques by which people who are strangers to one another and of varying backgrounds and cultures can find the common elements in their experience making it possible for them to begin to understand and to work together as friends.

Learn from Failures

e. Some things have been done, also, which are very instructive in "How to Learn from Our Failures," how to accept and deal with failures.

So once the basic attitudes are reasonably established, there are many skills and techniques which can be learned to make easier the establishing of effective relationships -- all of which should be included in the training.

PHYSICAL CONSIDERATIONS

Now we come to the physical. This, of course, must also run concurrently with the spiritual, the mental, and the social. Very simply, yet positively, there must be effective training in physical fitness and activity. There are many excellent systems for this.

Fitness

Foods

Along with this, however, it would be profitable to test the trainees as to their acceptance and assimilation of foods of different types, especially those that would be characteristic of the regions in which they were to work.

If this is to be a grass-roots, people-to-people activity, it is highly probable that native foods as part of the daily menu will enter the picture. Such foods may be the only ones available at times and they would likely be cooked, spiced and served according to local custom. If there is one area in which many Americans are "touchy," it is in this area of food. The willingness

PHYSICAL CONSIDERATIONS (Continued)

Foods (Continued)

to be adventurous, flexible and adaptable will be sharply tested. The training process should look ahead and take advantage of the opportunity to strengthen these qualities through the use of foods of various national origin while the training is in progress.

In the preparation of such native foods it will be the problem of the training staff to procure a skilled cook to prepare such food in typical native fashion. Where the trainee shows himself teachable, where he is free from prejudice as regards foods and food habits strange to himself, where his confidence in himself and his ability to meet a new experience with victory, this element in the training process will probably prove itself to be not only a valuable one but a necessary one in selecting and making ready candidates for overseas service in the Youth Corps. It may also be possible to apply physiological tests to determine whether their bodies can utilize the food effectively to preserve their health. This also would test several personal qualities beyond just the nutritional element.

Physical Character of Training Centers

These suggestions can be expanded greatly, but those given above illustrate the type of approach that is more realistic and less academic than we are prone to accept in most of our training procedures today. It would include also the nature and location of the physical facilities for training centers. There is real question as to whether the average college campus is suitable. Something much closer to the type of conditions they are apt to encounter in the field of the Youth Corps projects is both possible and important.

Special Tools and Skills

The demand for the following items is so basic in almost all underdeveloped countries that one may be called on for understanding of and assistance in them in emergency or unexpectedly at almost any time. To know the fundamentals, therefore, is sound preparation for all Corps members. This is where the Jungle Camp of the Wycliffe Translators

PHYSICAL CONSIDERATIONS (Continued)

Special Tools and Skills (Continued)

has been of such value to those going alone into jungles or very primitive tribal life. It is not suggested that the Youth Corps duplicate these, but that an appropriate equivalent for the differing projects of the Youth Corps be developed. It would include the following special skills and tools:

1. Simple construction or building principles
2. Fundamentals of Public Health and personal hygiene for overseas
3. Basic agricultural practices
4. Basic principles of mechanics and physics
5. * Literacy methods and fundamental or basic education
6. Communication media, and principles of communication
7. Crafts and small industries
8. How to approach learning a new language

* See Literacy Exhibit literature for a suggestion of what could be given in short-time training, what could be given to those who show special aptitude for becoming specialists in literacy.

Appendix C-3

SELECTION, ORIENTATION AND TRAINING OF PARTICIPANTS AND LEADERS OF A YOUTH PEACE CORPS

Prepared by the International Cooperation Center and Staff of
Montana State College
Bozeman, Montana
February 10, 1961

System and Procedure to be Employed in Selection

Criteria for Selection

1. Age range and limitation.

   a. 20-30 years of age would appear to be the most desirable range. Since this will likely be quite a rigorous program, the necessary maturity to fully participate is more apt to be present beyond the 20th year.

2. Educational level and/or work experience.

   a. Although we might expect that most of the people selected would have a college degree, this should not be a requirement. The basis of selection should be ability to meet chosen criteria, rather than years in school. Farm boys and skilled workers or craftsmen are more competent in some fields than college graduates. What we will probably need is a wide variety of educational levels, technical abilities, and people talented in the Arts.

   b. Professional work experience should not be necessary, but would be desirable.

3. Part that attitudes and understanding of other cultures should play.

   a. An effort should be made to select those who have shown an interest in other cultures in their academic work or in other activities.

   b. An attempt should be made to evaluate attitudes and understanding as a part of an interview in the initial selection process. A further evaluation should be made during the pre-selection period of early training, (outlined in another section of this report).

   c. One of the purposes of this program as proposed is to create more realistic attitudes towards, and understanding of, other

cultures. We would not expect full understanding previous to participation, particularly if it is to involve several thousand young people. However, of the applicants, those selected should indicate the most realistic attitudes and the best understanding.

4. Emotional balance is extremely important, because of intimate working conditions, repetition, and the necessity for adjustment of values and traditions.

5. Couples should be involved but need to have solved their marital problems, which are complicated by work abroad. The program should also be open to single women.

6. Environmental mobility.

   a. Should include present ability to feel comfortable with many different levels of society and kinds of people.

   b. Childhood, educational pattern, travel experiences, and work challenges important here.

   c. Spirit of adventure adds to possibility of success abroad.

   d. Capacity to weather "different" experiences without physical or psychic discomfort.

   e. Mobility is an important index of empathy.

7. Intellectual curiosity.

   a. Indicated in part by the breadth of academic interest.

   b. Should include exposure to a variety of disciplines, including behavioral sciences.

8. Talent for building institutions.

   a. Indications of talent for creating and sustaining group action.

   b. Should be creative in the sense that there is capacity to translate ideas into enduring group processes and social institutions.

   c. Should have some idea of whether or not he enjoys the role of leadership.

d. Should be some indication of leadership and organization experience.

1) In college activities.
2) In early job experience.
3) Other previous service abroad and performance in this job.

9. Attitude and situation tests.

a. These could be used as a portion of the interview section of selection. There are tests available such as the "Sanford-Levenson Scale" (a test of rigidity and ethnic attitude), or the Strong Vocational Interest Questionnaire, which might aid in selection. Possibly a new test needs to be developed for this purpose.

b. A situation might be devised to test reaction to segregation, to a crisis communication problem, or other problems often faced in an overseas assignment. This type of evaluation has been used successfully in selection of International Farm Youth Exchange delegates.

c. Dr. Frank Peters of Ohio State University, Columbus, Ohio, has done extensive research in evaluating selection for the IFYE program. He might offer suggestions.

10. Important points in recruiting.

a. People who select trainees must be well prepared for their function.

b. Time and money must be spent in identifying and preparing those best suited for foreign assignment, if we are to do an adequate job of fulfilling the outlined objectives of a Youth Corps.

c. Wives should always be considered along with the husband.

d. Training and recruiting should be one and the same process.

e. A system of classifying skills needed in under-developed countries should be devised for use in recruiting Youth Corps people.

Procedure

1. Assuming that a government agency or an organization financed by government would coordinate the program, we suggest an application procedure should be established which would include:

   a. Completion of questionnaire which would secure information on education, family background, interests, academic competence, ability to express themselves in their own and foreign languages, leadership experience, reasons for interest in this program. There should be a clear statement of the conditions of the application on the front page to clarify obligations of selection. Factors to look for in first selection are (summary of some of the criteria mentioned above):

      1) Resourcefulness and buoyancy - ability to snap back quickly from discouragement and frustration.

      2) Environmental mobility - exposure to many different levels of society.

      3) Intellectual curiosity beyond minimum requirements for academic duty.

      4) Experience in leadership - or talent for building institutions.

      There should be a section in the application for description of the spouse's qualifications in the same areas. Possibly a joint application procedure should be established for couples - both of whom want to apply.

   b. Application blanks available at selected places in each state (such as international centers on university campuses) upon written or oral request, so that interested persons could voluntarily take the initiative to obtain them.

   c. A board of reviewers be appointed in each state to review applications and screen out those who do not meet the standards set for pre-selection.

   d. A stringent physical examination should be required of all applicants. Failure to meet minimum health standards would constitute disqualification.

2. Each applicant, and spouse if married, who pass the first review, then would be called to selected cities in each state to be interviewed. The interview would attempt to measure:

a. Belief in the purpose and meaning of this program.

b. Honesty and sincerity of outlook.

c. Attitudes towards, and understanding of, other cultures which would indicate capability for cultural empathy.

d. Understanding of the American culture, political process, and key values.

e. Comprehension of what is happening in the world.

f. Understanding of the political developments and processes in less-developed areas.

g. Ability to work with people as a leader and organizer.

h. Ability to express ideas orally with clarity and honesty.

i. Kinds of relationships with family and community. Are these relationships satisfactory?

j. Sense of humor.

3. The applicants (and spouses) who satisfactorily complete the interview would then be admitted to the pre-selection training program which could be handled by colleges and universities in the state who meet certain minimum standards and capability for training and testing those selected.

4. An attempt might be made at this point to sort out those who are already quite well prepared for overseas service. They could receive a shorter, less involved, orientation program. We would expect to have a wide range of qualification.

NOTE: Timing at the beginning of the program.

1) If a bill passes Congress there will probably be a great rush to get the first part of the Youth Corps overseas.

2) If the selection process were used to sort those who needed the least amount of orientation and training, and this group could be given their minimum orientation and sent abroad, more time would be available to work more slowly and carefully with those individuals who need thorough preparation before going abroad.

Qualification and Selection of Leaders

1. Educational level of group leaders.

   a. Leaders should have training beyond the Bachelor's Degree -- a Master's Degree, work towards a Ph.D., or other professional qualification.

2. Background and experience of leaders.

   a. The first criteria for selection of leaders would seem to be successful previous experience overseas, and knowledge of what it takes to be successful.

   b. Leaders should certainly be able to meet the same criteria and tests as the applicants for the Youth Corps.

   c. Since these will be leaders of youth, they should have demonstrated successful experience working with youth, and should indicate a sincere interest and competence in being teachers.

   d. There will be several levels of leadership involved. The level of competence should depend on the extent of responsibility. The leaders at the first level, immediately supervising participants, would need to have only slightly more experience and training. They should be selected even more carefully for their attitudes, and need a higher degree of emotional stability, intellectual ability, and initiative. Leaders of succeedingly higher levels of responsibility would be expected to have more mature administrative experience in addition to the other factors mentioned.

   e. Older, retired or semi-retired individuals with experience abroad might be utilized.

   f. Possibly the best performers during the pre-selection training period might be used as leaders.

Orientation and Training

Objectives

1. To judge technical skill.

   a. A formidable knowledge of facts and techniques needed.

b. Must be capable of adapting his skill to varied situations -- resourcefulness extremely important.

c. Must know how to do a job so well that he can adapt.

2. To assure belief in mission.

a. Sense of purpose and enthusiasm.

b. Wholesome understanding of the purpose of a Youth Peace Corps program, or any foreign operations.

c. Frank recognition of frustration.

d. Ability to overcome inherent difficulties without losing organizational efficiency or self-respect.

e. Positive attitude towards the job.

f. Ability to make the most of a bad situation with grace and cheerfulness while attempting constructive remedies in the job itself.

3. To assure cultural empathy.

a. Ability to evaluate his "American" outlook, not merely attitudes and conversation, but thinking as well.

b. Training should include enough exposure to alien ways to ease his cultural shock - to show him in easy stages how relative are the values of American culture.

c. Skill in understanding the inner logic and coherence of another's way of life, plus the restraint not to judge them as bad because they are different from one's own ways.

d. Perceptiveness and receptiveness important.

e. Thorough understanding of the American culture leads to understanding of others' ways.

f. Provide participants with sufficient understanding of conditions to be faced so that adjustment takes place with a minimum of problems.

4. To assure a sense for politics.

a. Understanding of the political implications of being an "alien," particularly an American alien.

b. Understanding of what is happening politically in host country.

c. Skill needed in sensing trends of which you are a part.

d. Willingness to take account of dynamic political forces that mold whatever one has been sent to do.

e. Awareness of responsibility as a representative of the United States and the particular organization to which you belong.

5. To assure organizational ability.

a. Talent for combining personnel and resources into dynamic, self-sustaining enterprises; an ability to utilize skills and forces to make the desired happen.

b. Ability to adapt this talent to the problems of cross-cultural misunderstanding and communication distances.

c. Involves working yourself out of a "job" by investing in self-sustaining institutions and training the personnel to manage them.

d. Supervisory skill more important than in the U. S.

e. More administrative work required than in comparable U. S. jobs.

f. Includes understanding of the higher echelons of local and parent organizations at home (with red tape involved) and bureaucratic frustrations.

g. Must understand problem of long time of communication complicated by cross-cultural problems of misunderstanding.

h. Ability to get along with one's peers and supervisors.

i. Institution-building ability seems to be a key need for any technician going abroad; along with this he needs to build without receiving personal credit for it.

j. Must realize that "American methods" won't always work. They must be wanted and accepted by the "importing nation," down to the grass roots level.

6. To assure understanding of survival techniques (such as health problems, sanitation requirements, clothing) needed for the conditions to be faced.

7. To prepare participants, insofar as possible, to communicate in the language of their assigned country.

8. To provide a means of judging the fitness of individuals before assignment abroad, through constant association with a training staff.

9. To help build character, involving an ability to respect and appreciate any individual and to place a true value on the work of oneself, and others.

Curriculum

Courses should be included on:

1. Language of the assigned country, where possible.

2. The United States as a democratic nation and culture, designed to create understanding of both accomplishments and failures.

3. The political and administrative process at home and abroad, with particular stress on the current world crises.

4. Economic development, particularly related to problems of less-developed nations, such as the population explosion, scarcity of resources, lack of trained leaders, etc.

5. Nature of Non-Western society, as it differs from Western culture.

6. Technical Assistance and other overseas operations, to provide understanding of purposes and meaning of such programs, with particular emphasis on the place of the Youth Peace Corps.

7. Extension methods -- group processes, building institutions, organizational methods, and administrative procedures, emphasizing the need for adaptation of methods to foreign cultures.

8. World resources, nutrition, and geographical pattern.

9. Understanding of Communism, its distinctiveness, purposes, methods, and extent.

10. Human relations and behavior - cultural anthropology, sociology, psychology, communications.

11. Requirements for good health, sanitation, and general survival in the countries where Youth Corps people will work.

12. Community development and fundamental education; their meaning for developing societies.

13. Meaning and purposes of the Youth Corps. This course might be conducted in seminar fashion as a means of integrating the remainder of the curriculum.

14. Teaching methods - how do people learn and what are the most effective ways of helping them to change their behavior in such a way as to develop individually and as a group.

15. After four months of concentrated, rigorous training in the basic courses outlined, the trainees would participate in a field project for two months in a different culture, outside the United States or in depressed areas of the U. S.

Length of Program

1. To do a competent job of assisting technically less-developed countries, three year assignments would seem more useful, particularly if a new language must be learned.

   a. If the assignment were to be for three years, then a year-long period of preparation (explained later) should help to make the final two years much more effective.

   b. The "casualty rate," due to sickness, death, and people who fail to withstand the rigors of the program, might be higher in a three-year program.

   c. If one year is spent in training and language study, then one year in the field would seem to be too little to make full use of the training invested in them.

2. For several reasons two years would appear to be the maximum desirable length of obligation, selection through termination of service.

   a. Many qualified and interested people might feel that they cannot afford to spend more than two years of time in this kind of service.

b. If Youth Corps participants are recruited primarily from college graduates - they will be anxious to get established in their professional fields or may want to go on for graduate degrees. A period of service beyond two years may seem too long an interruption of these plans.

c. If the total program is limited to two years, a first year concerned entirely with orientation and training, six months in the U. S. and six months in the host country (see section on the orientation and training program) would limit the length of contribution to technical cooperation but might be essential for successful work.

d. An alternative would be to shorten the pre-selection period of training to about four months (which would include 1-2 months of field project) and only two or three months orientation and concentrated language training in the host country.

e. Provision should be made for extending either a two or three year assignment if the participant desires.

Institutional Facilities

1. As indicated earlier, the logical institutions to orient and train Youth Corps participants are American colleges and universities. Most of them are of course already equipped to handle large numbers of young people. Many already have available most of the courses outlined under "Curriculum" and have the staff to meet most of the objectives. Those which are not presently able to offer this kind of training might be encouraged to do so by this program, in order to secure the federal financial support which would be contributed to institutions responsible for training.

2. It is also possible that other organizations (such as International Voluntary Services, The American Friends Service Committee, or International Development Services, Inc.) might orient and train, but few of these have the facilities or staff that would be available on a university campus. They should certainly be involved in determining the kind of people to be selected and the content of an orientation and training program.

3. It would seem most impractical to establish an entire new facility for orientation and training of Youth Corps people when colleges and universities are already able to contribute to this. If funds could be made available to selected colleges and universities (which are willing to meet established minimum standards of staff and curriculum) to

expand their facilities and accommodate the trainees, greatly increased competence for a broader international campus might result.

4. The institutions responsible for orientation and training should also be involved in establishing a definite and well-planned orientation and language training program in the country of assignment. This would be necessary to avoid duplication and wasted effort, but would not necessarily require U. S. staff to go abroad with their trainees.

5. A national coordinating organization should be established, with many of the groups already involved in Technical Cooperation, college staff, and government agencies represented. This group would be responsible for planning and directing all selection, orientation and training, and operation of the program. We are inclined to think this might be better done by such an organization rather than a government agency. It would be financed from government sources, however. Private agencies of many kinds could be involved in planning and carrying out a Youth Peace Corps program and could also probably use many, or even most, of the participants in their own on-going program. This would seem more desirable than to simply attach all of the Corps to the International Cooperation Administration for use on government sponsored projects.

6. Basic requirements for any institution that is to train Youth Corps personnel would include:

   a. Staff personnel competent to teach the subjects outlined in the curriculum, and to meet the objectives outlined for orientation and training. Some of this staff should have had overseas experience under conditions similar to those Youth Corps participants will face.

   b. Housing, classroom, and physical training facilities to accommodate a number of trainees.

   c. A thorough understanding of and belief in the purpose and scope of a Youth Peace Corps.

The Training Program

1. Assumptions.

   a. Knowing a foreign language is not all important. It is a tool, not a quality of mind or spirit; skill in communication is no substitute for having something to say.

b. Training for overseas service can be generalized, it is not necessary to design a completely different training program for each area of the world.

c. It is not necessary to completely compartmentalize the orientation and training of individuals according to the kind of work the trainees will do abroad. Many parts of such training might apply to any overseas occupation.

d. Overseas service should not be considered a new academic discipline or a new profession. Training should be supplementary to professions already very much developed.

e. Immersion in an alien culture is central to an overseas training program and should be an important element in the internationalization of participants.

f. An overseas training program should stress the comparative study of political and administrative process. The educational task is not so much one of instruction about facts as the search for values and encouragement of attitudes. What needs to be encouraged most of all is a positive attitude toward social and governmental complexity.

g. Every American planning to work abroad should know America first, learn to take delight in its pluralism and comprehend the contradictions of its heritage.

2. Based on the assumptions outlined above and the objectives, curriculum, length of program, institutional facilities and methods of selection outlined elsewhere, we suggest that a training program in the United States should require 4-6 months at a minimum. This would include a 1-2 month field project in an alien culture.

3. Realizing that it would be impossible to give each participant a thorough comprehension of all the areas outlined under the objectives and curriculum, we feel that all of these are extremely important and should be covered as completely as possible in the time allotted. Since there will certainly be a wide divergence in previous preparation, participants might be allowed to take only the courses to which they have not been exposed.

4. It seems important that the people who are to be leaders participate in the training and orientation also, even though they might have been through the same material previously. Participation would give them a firmer base for working with the Youth Corps people. This would be a good place for their leadership function to begin and get tested. They might help teach, and coordinate activities during the training period.

5. Since many of the people will be going to countries where a great deal of physical stamina would be required, a program of recreational and sports activities should be designed for the training period to build up and promote physical conditioning. These would be useful in developing human relations adjustments and esprit de corps.

6. As indicated earlier, we feel that no attempt should be made to give additional technical training or specialization to participants. If the program is continued for several years, provision might be made for additional training of those who wish to remain in this kind of work.

7. We feel that the field project outlined as part of the curriculum is extremely important in finally preparing participants (particularly when husband and wife are being trained) and in sorting out those who may not be qualified, or do not really have a desire to go abroad. It should be carefully planned to give participants thorough exposure to primitive living, language problems, filth, disease, organizational mix-up, close prolonged association with team-mates, and other problems that would undoubtedly be associated with work abroad.

8. Depending on the language competence needed, the first two to six months in the host country should be devoted to orientation and concentrated language study. This would be a period of adjustment essential to successful work in the selected projects. The young people would study history, traditions, morals, politics, etc. of their hosts, in addition to language. Such a program should be carefully planned in cooperation with the universities and colleges which do the pre-selection training. It might be handled by specially selected American personnel in cooperation with host country colleges and universities, and/or might be under the supervision of leadership selected previously for the Youth Corps.

Additional Suggestions

1. Most of the interested people at Montana State College feel that Youth Corps people should be added to on-going projects or funneled through existing organizations, which have done successfully the kind of work envisaged for participants in this program. The government should finance the Corps but should allow it to be as much of a people-to-people enterprise as possible.

2. The first year of a Youth Peace Corps program should be limited to several pilot projects. Each project might use a variety of personnel, to test methods, skills, and kinds of people most suitable for a larger program. Possibly 1,000 - 2,000 people might be a

sufficient number for the first year of orientation and training. This number could be expanded in succeeding years as more facilities become available and more is known about the usefulness of the program.

3. Many people here feel that this program should be on an international basis, open to young people of all nations. One way to accomplish this might be to make an International Peace Corps under the U. N. International students on this campus have expressed interest in such an idea. They feel also that people from other nations should be involved as fully as possible in the training and orienting of participants. This would be the best possible way to give the youth an exposure to foreign thinking before going abroad.

Appendix C-4

Example of

ORIENTATION AND TRAINING PROGRAM for PEACE CORPS PARTICIPANTS in LATIN AMERICA

Colorado State University, Fort Collins

The problem of training Peace Corps participants to meet the exacting demands of work in the developing countries is a challenging one.

Orientation and training courses should be subject to carefully planned research and evaluation, and should be kept flexible and adaptable in order to comply with the results of such evaluation.

An orientation and training course must constantly question its effectiveness for preparing participants to carry out the objectives of the Peace Corps. For example, do the participants have the ability to improvise; consequently, do the challenges of problem situations represent potential opportunity and a plan of action, with the resultant high morale, or do they result in frustration, inaction, and low morale? More specifically, do the participants recognize the potentials of locally available materials and skills, and the prevailing attitudes for developing projects which will improve social-economic conditions? Can they communicate with their counterparts in an effective manner? These and many other aspects of the program, as related to the training of the participants, must be constantly challenged.

A successful training program should emphasize how the structure and functioning of institutions is related to the nature and solution of problems of social-economic development. Conventional academic courses in the social sciences, humanities, and other areas are not sufficient for achieving this purpose, without careful adaptation to the objectives of the Peace Corps.

ORIENTATION AND TRAINING PROGRAM IN THE UNITED STATES (GENERAL PLAN)

(8 weeks)

Introduction
to Course
(1 day)

Factors Affecting
the Development of Nations
(1-2 days)

2 hrs/day	2 hrs/day	2 hrs/day	2 hrs/day	2-4 programs per week
Latin America Area Study (In the context of Development Problems of the Host Country (5 weeks)	U. S. Policies Institutions, Civilization, etc. (3 weeks) Problems of Social, Psychological and Physical Adjustments for North Americans in Host Country (3 weeks) Techniques of Adapting and Communicating Technical Skills and Knowledge, in Cultural and Economic Context of Latin American Areas (2 weeks)	Language Study Spanish and/or Portuguese language and Host Country Dialect Study (8 weeks) English as a Foreign Language (Time to be Determined)	Acclimating Experience in Work Camp Area (8 weeks)	Evening Recreational Activities (8 weeks)

ORIENTATION AND TRAINING PROGRAM IN HOST COUNTRY

(2-4 weeks)

Introduction to Host Country (Sightseeing, welcoming, etc.)

- Continued Area Study and Study of Host Country Development Problems
- Field Trips to Provide Illustrations for Area Study and Development Problems
- Continued Language and Dialect Study
- Short-term Work Project
- Holiday and Evening Recreational Activities

(Arrangements should be made whereby host nationals will assume major responsibility for week-end activities by having personnel as guests in homes, etc.)

(Orientation and Training Program in Host Country will continue for the entire period of service, on an informal, on-the-job basis.)

I. INTRODUCTION TO COURSE

A. General objectives and operation of Peace Corps, and objectives and content of Orientation and Training Program.

B. Factors affecting the development of nations (general, on a world-wide level).

1. Economic geography etc. (e.g., population and resources distributed).

2. Social institutions.

3. Cultural values.

4. Planning for economic and social development.

a. Principles of social and economic development.

b. Role of technical and economic assistance in facilitating development.

c. Give examples of U. S. and other aid programs.

d. Role of Peace Corps.

II. HOST COUNTRY AND LATIN AMERICA AREA STUDY

(In the context of the Development Problems of Latin America)

An area study of Latin America in general and of the host country specifically will be given, in the context of the development problems of the host country, and even more specifically in the context of the development area in which participants will be working. Partial course content will be as follows:

A. Physical Geography

1. Topography

2. Climate

3. Physical features

2. Available facilities

3. Health and sanitation problems in relation to development of country

M. Development Projects and Problems in Host Country

1. Review of current projects for social-economic development

2. Relation of Peace Corps activities to existing programs

3. Plans for future development, including socio-economic surveys

4. Problems of development -- success and failure

III. UNITED STATES POLICIES AND INSTITUTIONS

A. United States as a Developing Nation (colonial period, and 18th and 19th centuries)

1. Development policies and methods (e. g., railroads, waterways, homesteading, tax structure, etc.)

2. Role of foreign investment and other forms of assistance in United States development

3. Development of social and economic institutions

B. Survey of Current United States Domestic Scene

1. Political parties

2. Role of government, business, labor

3. Distribution of benefits (wealth, education, etc.)

4. Controversial issues (minority problems, immigration policies, trade policies, and militarism, McCarthyism and other manifestations of international tension in the United States)

C. Growth of United States as a World Power

1. Isolationist tradition

2. United States involvement in foreign affairs (from post-war reconstruction into cold war and long-term foreign aid programs)

IV. TECHNIQUES OF ADAPTING AND COMMUNICATING TECHNICAL SKILLS AND KNOWLEDGE IN CULTURAL AND ECONOMIC CONTEXT OF LATIN AMERICA

A. Examples from experience

B. Setting up hypothetical problems

C. Some instruction or orientation in basic skills and demonstration techniques which would be useful in Host Country

D. Art of communication in cross-cultural context

E. Knowledge of and familiarity with tools and artifacts which are in common use in Host Country

V. PROBLEMS OF SOCIAL, PSYCHOLOGICAL, PHYSICAL ADJUSTMENT FOR NORTH AMERICANS IN HOST COUNTRY

A. Instruction in social customs, mores, appropriate behavior patterns for North Americans in Host Country

B. Intellectual preparation for "culture shock"

C. Physical adjustments

1. Training in health precautions

a. Preparation of food and water

b. Supplementary nutrition

c. First-aid training

d. Sanitation

2. Physical training (can be integrated to some extent with recreational program)

a. Hardening (e.g., work projects, hikes, calisthenics, becoming accustomed to doing without labor-saving devices, etc.)

b. Instruction in sports and games of Host Country

4. Natural resources

5. Land utilization

B. Demography

1. Vital and social statistics of the area

2. Relation of these statistics to social-economic development problems

C. History of Latin America in general and Host Country specifically

1. Previous civilizations

2. Modern history

3. Internal and external forces relating to the present developmental status of Host Country

D. Political Development and Governmental Organization

1. National, State, and Local Government structure

2. Position in relation to world politics

3. Relationship between political structure of Host Country and developmental problems

E. Economic Development and Organization

1. Agricultural and industrial structure

2. Relation between economic structure and social-economic development

F. Family Organization

1. Family patterns of living, i.e., husband-wife and parent-child relationships, and mate selection and courting practices

2. Significance of kinship for understanding the problems of development

G. Religion

1. Practices, symbols, and meanings
2. Basic philosophies
3. Background and influence on contemporary life
4. Relation between religion and development problems

H. Education

1. Present-day educational system, governmental and private
2. Place of education in life of people
3. Relation of educational system to social-economic development

I. Food

1. Kinds and consumption
2. Eating habits and customs, including taboos
3. Nutritional problems relating to health
4. Methods of preparation

J. Clothing

1. Kinds of dress
2. Significance

K. Literature, Music, Arts, and Crafts

1. Folk music and dance
2. Handicrafts, painting, sculpture, architecture, etc.
3. Poetry and prose, folk tales, legendary characters, heroes, etc.

L. Health and Sanitation

1. Health and sanitation problems of the people

VI. LANGUAGE TRAINING

A. Language and Host Country Dialect Study

Language study will be given continually throughout the training course, both in the United States and in the host country. The amount to be given will be determined, in the final analysis, by the language proficiency of the trainees. If necessary, varying amounts of language training will be given to the trainees, according to their proficiency.

B. English as a Foreign Language

A limited amount of training will be given to each trainee in the teaching of English as a foreign language. Amount of training given will depend upon available time.

VII. ACCLIMATIZING EXPERIENCE IN WORK-CAMP SITUATION

A. Location

Possible locations for this phase of training include:

1. Migrant labor camps -- Spanish-speaking migrants
2. Training center such as UNESCO Center at CREFAL, Mexico
3. Indian reservations
4. Mountain camps

B. Time Allotment

Final plans have not been made for this part of the study. Possibilities being considered include the following:

1. Trainees to live for entire period in work-camp situation and to take instructors to the camp
2. Trainees to spend two hours daily in a work-camp situation
3. Trainees, in rotating groups, spend one or two weeks in work-camp situation

C. Camp Life

The work plan is intended to include some of the following features:

1. Trainees will be involved in housekeeping duties.

2. Trainees will be instructed in the preparation of the food of the host country and in the accepted methods of kitchen and housework on a family basis.

3. Equipment as similar as possible to that of the host country will be utilized.

4. Host country personnel will participate in work camp training period, on an instructor basis.

5. Special attention will be given to proper health and sanitation problems at this time.

6. The work-camp situation will be utilized to aid in the final selection of participants.

7. Trainees will work with Spanish-speaking migrant laborers, in organizing groups, teaching English, recreation, handicrafts, and other activities similar to those in which they will be engaged in host country.

VIII. EVENING RECREATIONAL ACTIVITIES -- in U. S. and Host Country

Plans for evening recreational activities for trainees include the following:

A. Folk-dancing -- U. S. and Host Country

B. Games -- U. S. and Host Country

C. Films -- U. S. and Host Country

D. Lectures and discussions

E. Dramatic productions and skits, based on Host Country and U. S. culture and customs

F. Hospitality in Host Country

G. Participation in Host Country holidays and festivals

H. Periodic evaluation sessions by participants

IX. TECHNIQUES OF INSTRUCTION -- in U. S. and Host Country

Techniques to be used in instruction of trainees will include the following as appropriate:

A. Classroom lecture

B. Discussion and debate

C. Role-playing

D. Visual aids, including films, slides, and tapes of Host Country

E. Field trips

F. Problem-solving

G. Case studies

H. Work experience

I. Participation techniques

J. Reading assignments

X. COURSE MATERIALS

Course materials to be used in training include the following:

A. Film strips and slides

B. Records

C. Motion pictures

D. Printed subject outlines and test materials

E. Books or pamphlets or both on Host Country to be given each trainee as reference materials

XI. STAFF

A. Instructional Staff

(U. S. training)

Instructional staff for the training period will include staff members from the Departments of Sociology, Psychology, Education, Government, History, Languages, Visual Aids, English Language Training Institute, Economics, Engineering, Agriculture, Home Economics, Extension, Vocational Education, Physical Education, and others if necessary.

B. Other Staff

(U. S. and Host Country)

Additional staff members to be employed will include:

1. Host Country personnel to act as instructors in language and dialect, customs and culture, and area study in general

2. Individuals with experience in directing overseas youth projects

3. Specialists in subjects not represented at University Training Center

Appendix D

MEMORANDUM ON AN INTERNATIONAL YOUTH SERVICE

by
Max F. Millikan
Center for International Studies
Massachusetts Institute of Technology
Cambridge, Massachusetts
January 1961

Summary

The problem is to devise a new government instrument which can help match the apparent needs of the underdeveloped countries for trained manpower with the swelling supply of dedicated American young people eager to participate in constructive activities in the underdeveloped countries. Such an instrument should be in a position to experiment with a variety of kinds of programs, since we do not know enough about how best to operate them to launch with confidence a massive unified program. On the other hand, it is important that these programs should be coordinated both with each other and with the entire range of U. S. technical assistance activities and that they should all come under a common symbolic heading.

The proposed solution is the establishment of a new agency, the International Youth Service Agency, with a director reporting to the director or coordinator of U. S. development assistance programs and a distinguished board representative of the major private groups with experience and interest in the employment of young people overseas. The Agency (IYSA) would operate mainly through contracts or grants to a variety of private nonprofit organizations such as universities. It would establish standards for the operation of approved programs, to be called International Youth Service Programs, but would not itself administer programs in the field. It would develop information on the precise characteristics of manpower needs and the availability of young people to meet them, provide technical assistance to approved programs in matters of selection, training, administration overseas, relations with foreign governments and institutions and the like. It would provide funds for administration, training, transportation, and some supplement to the salaries of members of IYS programs, though they would be paid local salaries in foreign countries by the host institutions. It would conduct, in house or by contract, an extensive program of research and evaluation on the entire range of approved IYS programs.

The program should be launched on a limited pilot basis with no more than a few hundred members employed on tasks now known to be clearly vital to the recipient countries. It would be expanded as experience with the various pilot ventures yielded confidence in the criteria which should be applied. Tough criteria of both academic and personality qualifications should be required by IYSA; participants should be required to commit themselves for at least two years, and should all have at least a bachelor's

degree. Some programs should be developed for those with graduate degrees in such professional fields as agriculture, medicine, engineering, and the like.

It is my recommendation that at this stage no selective service exemption should be granted to participants in this program but that individual participants should be eligible for consideration for deferment in the same way that some graduate students in the United States are allowed to continue their studies.

Rationale of International Youth Service

The appropriate rationale for an International Youth Service is suggested by two key phenomena which have been emerging with increasing clarity in recent months.

The first of these is that many of the underdeveloped countries engaged in active programs of modernizing their political, social, and economic life confront over the next two or three decades serious shortages of educated and trained people to carry out programs of education, improvement of health, reform of agriculture, promotion of industry, improvement of government administration, expansion of technical training, development of programs of social welfare and community development, and the like. Most of these countries are developing plans for the training of suitable numbers of their own citizens to fulfill these functions but because training and education are inherently slow processes with long lead times the flow of indigenous personnel will be grossly inadequate in the early years.

This gap in available skills could be at least partially filled and the modernization of these societies, so critical to their stability, accelerated if they could make use of substantial numbers of people from the developed countries. The needs vary from one underdeveloped country to another, but in almost all there will be for at least the next decade serious shortages of trained people at all levels of education and experience. Preliminary studies in a few of these countries have established clearly that a part of this need could be met by young people with the equivalent of bachelor's or master's degrees in a wide variety of different fields.

The second fact supported by a mounting flow of incontestable evidence is that there are large and growing numbers of Americans in their twenties deeply motivated to place their energies and talents at the service of constructive world causes and prepared to devote two or three years of their lives to such services irrespective of their long-term career objectives. This motivation is growing in all sections of the American public, but it is particularly noticeable among students currently engaged in undergraduate and graduate training.

If the need of the underdeveloped countries for the services of trained young people and the supply of young persons dedicated to international service can be effectively matched, a number of important purposes of U. S. national policy can be served. Some of these are:

1. The economic and social modernization of the underdeveloped world under free institutions can be considerably accelerated. That this is a vital U. S. interest because of its contribution to a peaceful and orderly international community is a fundamental premise of current American foreign policy.

2. By this means a better understanding by the peoples of the underdeveloped countries of American institutions and of the purposes, values, and motivations of Americans can be brought about. There is abundant evidence that this kind of understanding is more effectively promoted by the engagement of individual Americans and foreigners on joint efforts to solve common problems than by massive propaganda or information programs, though these have their place. It must of course be said that such joint efforts if improperly conceived and poorly administered can backfire badly and damage rather than improve international understanding, but these risks, some of which are elaborated later in this report, can be minimized.

3. A program of this kind can play an important part in building over time a growing reservoir of American citizens with an intimate knowledge and understanding of conditions in other parts of the world. As the world becomes increasingly interdependent such a reservoir is important, first, to provide nuclei of informed public support for American foreign policy, and, second, to provide a pool of people from which more mature individuals can be drawn for later overseas service, public and private, in the American interest.

4. Such a program can provide a challenge and an outlet for the deep desire of Americans to find, in the American tradition, new and constructive opportunities for expressing their most deeply held values.

Principles to Guide a U. S. International Youth Service

1. The members of such a service must be selected with a view to their being capable of effectively filling locally felt needs for trained manpower in the underdeveloped countries. If the members of such a service are not felt by the host country to be genuinely helpful and useful in promoting that country's own objectives, the program, whatever its educational benefits for the Americans involved, will create frictions which will frustrate American purposes. There are currently in operation a number of privately sponsored programs for sending young people overseas with the primary purpose of contributing to their education and understanding of foreign

countries, such as the "Experiment in International Living," "Operation Crossroads Africa," and the like. These serve a very useful purpose and deserve encouragement, but their contribution to solving the manpower problems of the host countries is not sufficient to justify their inclusion, at least in the initial stages, in a program financed by the U. S. government. A central criterion for International Youth Service activities must be their demonstrable utility to public or private institutions in the host country.

2. A corollary of this first principle is that the International Youth Service should be conceived as an integral part of the broader U. S. government effort to assist the underdeveloped countries in building the institutions essential to self-confident and effective nationhood. ICA, the U. S. government agency up to now responsible for technical assistance, has for the most part confined its activities in the past to the provision of technically qualified advisors to the underdeveloped countries. The International Youth Service will be much more effective if it is part of a broader effort by the ICA or a successor nation-building agency to provide assistance to the underdeveloped countries in meeting their operational manpower needs during the period when a gap exists between those needs and the supply of indigenous trained people to meet them. Some efforts have already been launched by ICA to cooperate with the underdeveloped countries in estimating their trained manpower requirements over a future period. These efforts should be greatly expanded and in particular should be focussed on the qualifications required of foreign personnel who might be supplied to fill the gaps at all levels in the indigenous manpower supply. Such surveys will provide a much sounder base for estimating the character and extent of that portion of the needs which might be filled by relatively young college graduates.

3. While these surveys, to be conducted at the initiative of the host governments but with the assistance of the United States and other developed countries, are essential to the development over time of maximum effectiveness in the International Youth Service, its inauguration on a pilot basis need not await their conclusion. Some surveys of these needs have already been made in some countries which establish the probable utility of significant numbers of young Americans. For example, the so-called Ashby Commission in Nigeria has estimated the minimum requirement for secondary school teachers in that country over the next twenty years, the probable maximum supply of Nigerians to fill these posts, and the gap which might be filled by foreign personnel. The Commission believes that young Americans and Western Europeans with college degrees could, with some additional training, be effectively employed in these posts. In a number of other cases minimal needs are apparent to informed observers even in the absence of careful surveys. The Colorado State University study of the Point Four Youth Corps now in progress under a contract from ICA will identify some of these presently apparent needs which might be served by an International Youth Service.

It might be noted that in few if any of the underdeveloped countries do these needs include relatively unskilled manual labor, for which there is in most cases a surplus indigenous supply. Thus the program could be started on a pilot basis with certain activities where it is already clear that there would not only be no competition between foreign members of an International Youth Service and citizens of the host country but where the manpower supplied from outside can fill a crucial requirement that cannot be met in any other way. As the surveys proposed in paragraph 2 above are completed, additional areas of need can be clearly identified and the Youth Service expanded to meet them.

4. It is probable that many different kinds of programs to employ youth abroad, with many different standards and characteristics, will be needed and desirable. A substantial number of private agencies are already administering small programs of this kind. Others are in process of formation. Since the needs are various and unclear and since the experience with such programs to date is too limited to give us confidence that we know precisely how they should be designed, a large amount of experimentation is called for in the early years of the program. This suggests that a massive, centralized, federally operated program is not the right way to launch this effort. Rather, it is suggested that a small semi-autonomous government organization should be established, which we shall refer to hereafter as the International Youth Service Agency, which would operate mainly through contracts with or grants to a variety of different privately organized programs. The structure and functions of the IYSA will be described later, but broadly it would provide information to and coordinate private activities, establish standards to be met by programs to be certified as International Youth Service Programs, provide funds for the support of certain of the activities of such programs, provide technical assistance to such programs in matters of organization, selection, training, overseas administration, relations with foreign governments and institutions, and the like and conduct either directly or by contract an extensive program of research and evaluation. To be eligible for financial aid and for certification as an International Youth Service activity, private groups would be required to meet the standards laid down by the IYSA. The nature of these standards is described later.

5. Especially in the early stages the standards of training and selection imposed by the IYSA should be very high. A few dramatic failures in the early pilot stages could do irreparable harm to the program as a whole. The enthusiasm for such programs among the youth of the country and the numbers of persons eager to participate even under relatively difficult conditions are believed to be such that the IYSA can afford to be very highly selective without risking a supply of participants more than enough to meet the numbers that can be effectively placed and administered in the early years. At least at the beginning the level of training and maturity that goes

with an undergraduate college degree should be a minimum. A number of programs for persons with various kinds of graduate degrees should be actively explored.

6. International Youth Service Programs should be explicitly designed to fill a temporary shortage of indigenous persons with the necessary qualifications in the host country. Such programs should be accompanied by and integrated with programs developed by ICA or its successor agency for the training of adequate numbers of host country citizens to take over in due course the functions to be performed in the interim by IYS Programs. Such programs should in every case be an integral part of broader programs worked out between the host country and technical assistance agencies of the United States, foreign countries, or international bodies for filling the long-run manpower and institutional requirements of the host country. Such programs will include many elements not within the purview of IYSA such as the bringing of citizens of the host countries to the United States and other developed countries for training, support to the indigenous institutions of the host country, etc.

7. Members of the International Youth Service will normally serve in operational rather than advisory capacities in the foreign country. This means that unlike technical assistance personnel who are employees of the U. S. government assigned to assist foreign organizations, members of the IYS should normally be employed by and responsible to institutions in the foreign country. They will be serving in a kind of internship rather than as technical advisors. Clearly the terms and conditions of their employment must be worked out cooperatively between the sponsoring U. S. organization and the instituion or agency in the recipient country with very considerable care to avoid possible conflict and controversy. For each such program there should probably be established a high level board with responsible representatives of both the host country or institution and the sponsoring organization. This will require delicate and careful negotiation and administration. Where possible, primary responsibility for this should rest with the private American institution sponsoring the program but with advice and assistance from both the IYSA in Washington and the U. S. Technical Cooperation Mission in the field. It is essential however for the smooth working of the program that the host institution in the foreign country should feel that IYS members are their men for whom they are basically responsible and over whom they have at least partial control. Much more careful thought should be given to the pattern of these arrangements.

8. In line with the principle set forth in the preceding paragraph, it will probably normally be desirable that the host country institution accept the obligation to pay IYS members salaries in local currency at the rate applicable for jobs of the kinds they hold. Their willingness to do this will be an important index of the value to them of the functions being performed by IYS members. Certain costs will clearly have to be paid out of funds appropriated by the Congress to IYSA. These will include costs of training,

maintenance, and salary while outside the host country, costs of transportation from the United States, costs of medical treatment and medical insurance over and above what the host country provides, and the like. In cases where the host country salary scale is low, salary supplements can be provided from IYSA funds particularly for people with higher levels of professional training. This must be handled however with very great care to avoid the appearance in the host country of a significantly different standard of living for foreign than for indigenous personnel. The sense of dedication of those applying for the youth corps should be such that they are prepared to accept standards of remuneration substantially lower than those they could expect from jobs in the United States. This question likewise requires much more thorough study.

9. One of the most important and difficult problems of administering a program of this kind is provision for adequate administration and supervision of the activities of IYS members by mature and responsible Americans. While as suggested above IYS members should essentially be working for the host country institution, there must be for each small group of American IYS members a senior responsible American in the host country to follow their activities in detail. In the case of the larger programs these team leaders can perhaps be supplied by the sponsoring American organization. In these cases the IYSA must establish standards and criteria for American supervision and provide assistance in arranging for it. In other cases such supervision might be supplied by senior people assigned by ICA to technical assistance missions in the host country. Supervision of this kind will probably be best handled by people who have been sent to the host country to do jobs of work in education, agriculture, medicine, or some other field in which the IYS Program is operating and to take on this supervisory task as an additional responsibility. It should be remembered that such supervision will call for administrative and diplomatic talents of the highest order. Further study and experimentation on this problem of American supervision of IYS members in the field is certainly urgently needed.

10. One of the most important standards to be set by IYSA for approved programs has to do with the character and extent of the special training to be provided the participants in such programs before they take up their duties in the foreign country. Here again considerable experimentation is called for and a variety of training schemes should be tried. However, certain basic conditions should be established for all such schemes.

In virtually all cases a minimum of several months of training will almost certainly be wise. This should include some rudimentary language instruction in the native language of the area to which participants are to be assigned. For work in regions in which a European language other than English is for historical reasons the lingua franca, notably French and Spanish, candidates for assignment to those areas should probably have

some competence in the European language as a condition for selection. For language training in native dialects it may be possible to use as instructors students from the areas in question resident in the United States. This has the added virtue of making the International Youth Service concept applicable in a mutual two-way fashion rather than as a unilateral matter. This point is elaborated in paragraph 18 below. In addition, there must be instruction in the economic, cultural, social, and political characteristics of the region to which the participant will be assigned. There should also be some instruction in the special circumstances of application of the professional field in which the candidate will be working, e.g., education, health, agriculture, industry, etc.

For the larger programs, especially those sponsored by educational institutions, the sponsoring organization may take on responsibility for performing the training function according to standards established by IYSA. In other cases where it appears desirable, IYSA may make separate training contracts with educational institutions to conduct the training required for the program in the United States for the benefit of a number of sponsoring organizations. As the training requirements for these programs are clarified, IYSA may be able to distribute to educational institutions information on the kinds of course work which it might be desirable for candidates to try to work into their regular academic programs in advance of making application for membership in the International Youth Service. What fraction of the prerequisites can be assured by selection and what fraction must be supplied by training after selection will have to be determined experimentally as the program proceeds. In many cases it may be desirable to establish an additional training and orientation period in the foreign country before the participant actually starts his internship activities.

11. Another set of standards which must be established by IYSA relates to the procedures for the selection of participants. Professional and academic qualifications are certainly important here, but maturity, personality characteristics, flexibility and adaptability, and capacity to adjust to difficult living conditions are all important. Unfortunately, the science of testing for these intangibles is still quite primitive. We do not yet have formal tests which can substitute for the wise intuitions of experienced interviewers. The judgement of those organizations which already have some experience in the selection of people for overseas assignments should be drawn on heavily here. This is one of the areas to which serious research attention should be given by IYSA as recommended in the next paragraph.

12. Throughout the above comments it has been emphasized that this must be an experimental program. This underlines the importance of building into the program from the beginning procedures for the evaluation of alternative modes of organization, methods of selection and training,

relations with foreign governments and institutions, and the like. A condition for each program to be sponsored by IYSA should be an adequate plan by the sponsoring organization for the evaluation of its own procedures. In addition, IYSA should have funds to finance independent contracts for research and evaluation of all of its aspects.

13. It is difficult to estimate the numbers of young people that might effectively be utilized in programs of this sort. Because of the experimental nature of the program, and the limited information now available about needs, it should certainly be started on a small scale. In view of the number of private activities which have already accumulated some experience, it should probably be possible to place several hundred young people in the first year or two, but there should be no pressure to achieve greater volume until there is sufficient experience and background study to give some confidence that expanded numbers can be wisely used. The possible rate of expansion will depend in considerable measure on the extent to which studies of the over-all manpower demand and supply situation can be promoted by ICA or its successor agency.

14. Another reason for starting modestly is that it is highly desirable that members of the Youth Service be spread in small numbers through the host society. It would be unfortunate if the service led to the establishment of substantial American communities in the foreign country not easily assimilated into the local society. This would greatly reduce both the educational value of the program to the participant and its service value to the host country as well as posing serious positive dangers of the kind illustrated by American enclaves of military and other personnel abroad. There will be a temptation to assemble groups of youth corps members together because of the ease of administration and supervision but this must be vigorously resisted.

15. There should be experimentation with the most suitable term of service, as with other aspects of the program, but particularly in the early stages it would appear undesirable to support programs of less than two years' duration (including the training period).

16. As to age limits, it seems most unlikely that programs of the kind here envisaged can be operated effectively with people under twenty-one and even in this age group general maturity should be an important principle of selection. While the needs of the underdeveloped countries are for people of all mature age groups and it is hoped that the U. S. nation-building agency will develop more effective procedures than it now has for recruiting people in mid-career, there is an important symbolic value in treating the International Youth Service as a separate piece of the assistance program designed primarily for people just coming out of undergraduate and graduate schools.

17. On the controversial matter of the selective service status of members of the International Youth Service, it is my view that it would be undesirable to publicize this program as an alternative to the draft. The numbers will certainly be small in the early years and there is abundant evidence that draft exemption is not required as a bait to induce an adequate number of applications to permit the selection of a first-class group. It would of course be desirable to prevent the disruption of the program which would be caused by IYS members being subject to draft call while on duty with the Service. It would be desirable therefore for authority to be provided for deferment of individuals in the Service on much the same basis as deferments are granted to students in the United States taking graduate training.

18. The International Youth Service Agency should give serious study to a variety of possible ways of giving the program a two-way character by exploring possible services to be performed in the United States by young people sent here for education and training from the underdeveloped countries. A certain amount of this now goes on in informal ways. Local communities call upon foreign students for lectures, discussion groups, occasional language instruction, and the like. Systematic examination might well reveal a substantially expanded set of possibilities for part-time activity of this sort. The most promising areas would appear to be participation by foreign students in the United States' primary and secondary school system in course work designed to introduce the students to economic, cultural, political, and geographic conditions in the underdeveloped countries. They might perform services in more advanced educational programs at the college level including perhaps language instruction. They might as suggested above be utilized for these purposes in the training programs of the International Youth Service activity.

They might be used in some adult education activities in the United States, though there are dangers to their own development in having them placed in the position with adult groups of having to explain or defend the foreign policies of their governments. In any case, the values of trying to give the Youth Service idea a genuinely international flavor with real elements of reciprocity are so great that these possibilities should be very seriously explored.

Organizational Structure

1. What is here proposed is that there be established by Congressional action an International Youth Service Agency. There are virtues in giving such a body semi-autonomous status and freeing it from the bureaucratic rigidities of the Civil Service and of regular government departments. On the other hand, it is absolutely essential that this activity be closer coordinated with and indeed be an integral part of the U. S. government's nation-building activities. On balance, my present feeling is that the virtues of

having it report to the director of the U. S. foreign aid program outweigh the disadvantages of this solution.

2. It should be headed by a director of international stature, probably from the academic world but with great knowledge of the underdeveloped countries and with unusual administrative and diplomatic skills.

3. To underline its semi-autonomous status, it should be governed by a board of directors on which should sit representatives from ICA, USIA, the State Department, the major foundations, representatives of the principal professions in which the Service is active (education, health, agriculture, etc.) and at least one senior social scientist distinguished for his work on underdeveloped areas.

4. It should have a small staff of its own but should in addition rely heavily for information and advice on the staff of the ICA. It should utilize studies of manpower needs of that organization and coordinate closely with its technical assistance and institution building activities.

5. It should directly administer no overseas Youth Service programs itself, but should have funds to encourage and support by contracts and grants-in-aid a wide variety of such programs conducted by private organizations.

6. Its functions should include the following:

a. To develop information on the one hand on needs for manpower in the underdeveloped areas which might be met by young persons with undergraduate or graduate training and on the other hand on the availability throughout the United States to young people with suitable skills to meet these needs.

b. To establish standards for programs to be certified as approved International Youth Service Programs including standards for:

selection and qualifications for personnel

training

administration in the field

period of service

salary and perquisites of members

minimum health safeguards

evaluation

c. To finance, in part or in whole, by contract or grant-in-aid, approved programs to be administered by private nonprofit organizations, such financing to include provision for administration, training, transportation, medical care and insurance, and in some instances salary supplements.

d. To arrange for and finance training programs for International Youth Service members.

e. To act as a clearing house to provide information and assistance to universities, foundations, and other nonprofit private organizations on all aspects of International Youth Service Programs.

f. To stimulate the development of new programs by suitable institutions and organizations in areas where there is a demonstrable need not yet met by existing programs.

g. To sponsor independent research and evaluation of alternative methods and procedures for conducting such programs.

Conclusions

The key concept of this proposal is that particularly in its early stages this should be an experimental program in which the IYSA would support a wide variety of schemes having in common that they are devices to use young Americans in filling the interim manpower needs of the underdeveloped countries while they are expanding their own human resources. The danger and risks to which such a program is exposed should not be underestimated. The whole program could be brought into irreparable disrepute in the early stages if it is started on too ambitious a scale, if it pays too little attention to careful selection of the participants, if the approved programs take insufficient account of the nature of the needs of the underdeveloped countries, if they are conducted with inadequate awareness of the subtle and difficult problems of retaining good relations with the officials and institutions of the foreign countries or if they exercise inadequate firmness in insisting with host government and institutions on conditions which give the program a chance of success.

On the other hand, too great caution and rigidity in the administration of the program could be equally bad. It should be recognized from the beginning that there will inevitably be some failures and some mistakes. These will not be fatal if they are limited to parts of the program and counterbalanced by some notable successes. It is essentially for this reason that we recommend a variety of differing contracts with private organizations each of which will bear principal responsibility for its own program rather than a massive

centrally organized governmental effort. The fact is that we simply do not know a great deal about how to make a program of this kind a success. Sensible administration can, by setting minimum standards, avoid gross and predictable errors but the administration must be bold and flexible in trying a variety of arrangements to test the best methods. The program should be undertaken in the conviction that it must be possible to find a sensible way of matching the undoubted enthusiasm and dedication of the young people of the United States for international service with the equally undoubted manpower needs of the underdeveloped countries.

Appendix E

DATA GATHERING INSTRUMENTS

1. The Rotter Incomplete Sentences Blank
2. The Minnesota Multiphasic Personality Inventory
3. The California F Scale
4. Xenophile Scale (see Perlmutter, 1957)
5. The measurement of psychological need by means of Stern's Activities Index
6. The measurement of perceived press, either by means of Pace's High School Characteristics Index or Pace's College Characteristics Index
7. Kuder Preference Record-Occupational (Form D)
8. A test of language aptitude such as the Modern Language Aptitude Test by Carroll and Sapon
9. A test of mechanical comprehension such as the Test of Mechanical Comprehension by Bennett
10. The Wechsler Adult Intelligence Scale and a group test of general ability such as the Army General Classification Test
11. Sociometric Techniques (Ratings in which raters name those in a group who possess certain specified qualifications)
12. Interviews with a random sample of the newly selected volunteers. Questionnaires covering the same topics for all others.
13. Analysis of a statement written by each volunteer concerning his reasons for joining the Peace Corps, manner in which the experiences he will have will contribute to his life goals, and his anticipated activities in the future should he not be selected for service in the Peace Corps.
14. Biographical Information Questionnaire concerning personal data with regard to recent educational, vocational, and family experiences.

For further details concerning many of the instruments mentioned, see appropriate references in O. K. Buros, The Fifth Mental Measurements Yearbook; Chapters 7, 8, 14, 16, and 18 of L. J. Cronbach, Essentials ofPsychological Testing, Second Edition; the journal article by C. R. Pace and G. G. Stern, entitled "An Approach to the Measurement of Psychological Characteristics of College Environments," Journal of Educational Psychology, 1958, 49, 269-277; and H. V. Perlmutter, "Some Relationships Between Xenophile Attitudes and Authoritarianism Among Americans Abroad," Psychological Reports, 1957, 3, 79-87.

Appendix E-1

Suggested
REFERENCE RATING FORM
for
Peace Corps Volunteers

The individual named above has made application for service in the Peace Corps, and has listed your name as a reference.

Studies have shown that to be most successful in working and living with people of other cultures, Americans need to have the following qualifications and characteristics:

1. A humanitarian desire to serve others.
2. A pioneering spirit.
3. Maturity (including humility, tact, and patience).
4. Cultural empathy.
5. Adaptability and flexibility.
6. Dependability, reliability, and honesty.
7. Spirit of cooperation.
8. Ability to communicate.
9. Imagination, creativity, and initiative.
10. Physical health.
11. No racial, religious, or other prejudice.

- The following questions are designed to determine your evaluation of the applicant's qualifications and characteristics.

- It is very important that you give frank, candid, and accurate answers.

- Your answers will not be used alone, but together with the answers from several others who are acquainted with the applicant.

- No applicant is perfect, and low ratings from one person will not by themselves disqualify an applicant.

- If you do not feel competent to judge, then check the column "Inadequate opportunity to observe."

- Please return the completed questionnaire as quickly as possible in the enclosed envelope which does not require a stamp.

	Inadequate opportunity to observe	Below average	Average	Above average	Excellent (top 25%)	Outstanding (top 10%)	Remarks
Job Competence							
Dependability on job assignments.							
Promptness on completion of job assignmants.							
Ability to concentrate on work and not be distracted.							
Ability to do his own job and leave others alone.							
Industriousness and initiative as a planner or worker.							
Imagination and creativity as a planner or worker.							
Ability to learn a new job quickly.							
Cooperation with supervisor and others on the job.							
Ability to make constructive suggestions.							
Ability to work without close supervision.							
Willingness to work overtime and under difficult situations.							
Ability to distinguish what is important from what is unimportant.							
Ability to supervise others.							
Loyalty to employer and organization.							
Personality & personal habits							
Courteous and well-mannered.							
Spirit of enthusiasm.							
Personal habits							

	Inadequate opportunity to observe	Below average	Average	Above average	Excellent (top 25%)	Outstanding (top 10%)	Remarks
Personality and personal habits. (cont.)							
Unselfishness and altruism.							
Mental alertness.							
Integrity and honesty.							
Emotional stability							
Liking for other people.							
Sincerity.							
General rating on personality.							
Sexual habits.							
Ability to relax and enjoy recreation.							
Maturity							
Judgment							
Ability to be patient, objective and unemotional, even under trying situations.							
Ability to be tactful under difficult and provocative situations.							
Ability to be humble and not show pride and arrogance.							
Ability to argue his point effectively and calmly.							
General rating on maturity.							

	Inadequate opportunity to observe	Below Average	Average	Above Average	Excellent (top 25%)	Outstanding (top 10%)	Remarks
Group Relations							
Ability to mix well with other people.							
Ability to cooperate as a member of a group.							
Ability to lead a group.							
Ability to lead from behind							
Ability to see viewpoint of others							
Kindliness and understanding toward others.							
Ability to express himself and be understood by others.							
Loyalty to the group							
Ability to acquire and hold friends.							
Amount of respect others in group hold for him.							
Ability to lose gracefully.							
Participation in outside activities.							
General rating on relations with others.							
Adaptability and Empathy							
Ability to adjust to a sudden change in plans.							
Ability to adjust to new surroundings.							
Ability to withstand frustration.							
Ability to see and understand another person's problems and difficulties.							

	Inadequate opportunity to observe	Below Average	Average	Above average	Excellent (top 25%)	Outstanding (top 10%)	Remarks
Adaptability and Empathy (cont.)							
Amount of concern for another person's problems and difficulties.							
Freedom from racial prejudice.							
Freedom from religious prejudice.							
Ability to be resourceful and self-reliant.							
Desirable persistence and determination.							
General rating on adaptability and empathy.							
Motivation							
Dedication to a "worthy cause".							
Dedication to a life of service to others.							
Extent of pioneering spirit							
Loyalty to high principles of morality.							
Loyalty to high principles of democracy.							
Health							
Physical health							

What is his special strong point?

What is his special weakness?

What kind of associates does he choose?

From what kind of home environment does he come?

What are his physical handicaps?

Would you employ him if you had a job opening for which he is qualified by training?

Has he ever been discharged from a job?

Does applicant like to participate in outside activities?

Do you recommend applicant for the Peace Corps?

Do you have any reason to believe applicant might not be successful in the Peace Corps? (if so please explain).

Check any which apply:

( ) Overconfident
( ) Erratic
( ) Wholesome
( ) Retiring
( ) Sensitive to criticism
( ) Friendly
( ) Smokes some
( ) Uses some liquor
( ) Has used narcotics
( ) Sexual perversion
( ) Is or has been married

Under what conditions have you known this person?

( ) Employer
( ) Teacher
( ) Friend
( ) Coach
( ) Minister
( ) Classmate
( ) Group leader
( ) Outside activities
( ) Other

Note: A well-designed experimental program on rating of applicants should make it possible to reduce the length of the foregoing questionnaire by eliminating questions which are unnecessary and combining questions which are so closely related they consistently elicit the same rating from the respondents.

Appendix F

PARTIAL LISTING OF AGENCIES AND INSTITUTIONS WHICH ASSISTED WITH STUDY*

Agricultural Missions, Inc.
American Anthropological Association
American Association for the United Nations
Americans Committed to World Responsibility
American Council on Education
American Friends of the Middle East
American Friends Service Committee
American Jewish Joint Distribution Committee, Inc.
American National Red Cross
American Psychological Association
American University
Arizona State Teachers College
Asia Foundation
Bellarmine College
Benjamin Rosenthal Foundation
Board of Missions of the Methodist Church
Brethren Service Commission
Brethren Volunteer Service
Brookings Institution
Business Council for International Understanding
Central Connecticut State Teachers College
Clarion Teachers College
Colorado State University
Committee for International Economic Growth
Committee for a National Trade Policy
Conference Board of Associated Research Councils
Congregational Christian Service Committee
Cooperative for American Remittances Everywhere (CARE)
Cornell University

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* A complete listing of all those contacted (either as individuals or by organization) for information or assistance would be difficult at this time. Colorado State University is grateful to all such persons and organizations, for without their cooperation the comprehensiveness of this study and report would have been an impossibility.

Council on Economic and Cultural Affairs
Economic Development Office of the Ford Foundation
Ecumenical Voluntary Service, National Student Christian Federation
Ecumenical Work Camps
The Experiment in International Living
Fisk University
Ford Foundation
Friends Committee on National Legislation
Harvard University
Howard University
Human Relations Area Files
Illinois State Normal College
Institute of International Education
Institute for International Services
International Cooperation Administration
International Cooperation Center of Hawaii
International Development Services, Inc.
International Farm Youth Exchange
International Voluntary Services, Inc.
International Voluntary Service - Service Civil Internationale
Kansas State Teachers College
Keene Teachers College
Koinonia Foundation
Lisle Fellowship
Lutheran World Relief, Inc.
Manhattanville College
Maryknoll Fathers
Massachusetts Institute of Technology
Mennonite Central Committee
Mexican Ministry of Agriculture
Michigan State University
Montana State College
National Council of Churches
National Education Association
National Science Foundation
Ohio State University
Operation Crossroads Africa
Peace Corps
Purdue University
Putney Graduate School of Teacher Education
Queens Teachers College
Reed College
Rockefeller Foundation
Scripps College

Selective Service System
Social Sciences Research Center, Punjab University, Lahore, Pakistan
Southwest Texas State Teachers College
Swarthmore College
Syracuse University
Troy State Teachers College
Unitarian Service Committee
United Nations and its specialized agencies
University of California
University of Chicago
University of Florida
University of Michigan
University of Minnesota
University of North Carolina
University of Pittsburgh
University of Washington
University of Wisconsin
U. S. Bureau of the Budget
U. S. Department of Health, Education and Welfare
U. S. Department of State
U. S. Information Agency
U. S. National Student Association
Voluntary Service Overseas
Volunteers for International Development
The William H. Dunwoody Industrial Institute, Division of International Service
World Education, Inc.
World Foundation Against Hunger and Misery
World Neighbors, Inc.
Yale University