THE GOALS OF THE PEACE CORPS

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THE GOALS OF THE PEACE CORPS

THESIS

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CHAPTER I

INTRODUCTION

Agencies such as the Peace Corps are by nature benevolent, which means they are devised for the expressed purpose of granting aid to other persons. In this case, the avowed purpose is aid for the underdeveloped nations of the world. However, politicians lodged in governmental authority are not humanistic solely for the sake of helping others; there are political aims to be gained. What these aims are and how they affect the operation of a youth corps for peace is a major concern of this thesis.

Background of the Corps

Throughout the history of man the idea of helping one's neighbors has existed, but for many centuries it was reserved for the realm of religion. One of the first groups was led by Saint Benedict, who sent small delegations of young men into the areas outside the Roman Empire to help the farmers and, of course, to convert them to the accepted religion.

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1Senate, Summary of the Legislative Record and Digest of the Major Accomplishments of the Eighty-Seventh Congress, First Session (Washington, 1961), p. 96.

After Saint Benedict's delegations, many other church groups have been active in the field of aid in raising the standard of living of the world. But, in the tradition of their predecessor, the major concern of all these groups has been religious, not political. Many of the later missionaries refused to live as natives, but carried their own philosophy and culture into the host nation with them. In so doing, they did very little to promote peace and understanding among the world's people.

It was not until 1910 that William James, an American psychologist, promoted the potential political values inherent in benevolent endeavor. In "The Moral Equivalent of War," an essay published in Memories and Studies, he stated that man wanted war to fulfill heroic intentions. He added that in order to have peace, man must channel his energies into peaceful activities. Therefore, James called for a general conscription of men for an army of peace. Men were to be drafted into this army which would be sent into the underdeveloped nations to work for peace and understanding. James wrote in his famous essay:

> If now--and this is my idea--there were, instead of military conscription, a conscription of the whole youthful population to form for a certain number of years a part of the army enlisted against Nature, the injustice would tend to be evened out, and numerous other goods to the commonwealth would follow.⁴

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³Ibid., p. 13.
James's army was not purely humanistic; his intentions also had political implications. If America's "gilded youth" could be drafted into an army and sent out into conditions of extreme poverty as an "army against Nature," they might get "some of the childishness knocked out of them." Once they were brought back home, their maturity would result in a more informed and cognizant political participation. Ultimately, great benefits would come to the commonwealth.

The people of America were not willing to allow conscription of armies for peace; therefore, James's idea was not tried in its entirety. However, in 1933, President Franklin Delano Roosevelt incorporated many of James's ideas into the Civilian Conservation Corps. Membership in the CCC was voluntary; but, once a person had joined, he was required to live in small barracks and follow a regimented schedule as if he were a member of the nation's armed forces. In addition to the barracks and schedules, each person was required to wear a special uniform.

In 1935 President Roosevelt formed an organization for the youth of America: the National Youth Administration. High school dropouts joined the NYA and were given jobs which kept them busy, gave them money to spend, and developed a

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5Ibid., p. 291.
6Hoopes, Peace Corps Guide, p. 11.
skill which later made it easier for them to find jobs. Many performed services in a hospital while others cleared swamps or helped build parks and recreation facilities. There was one major difference between the Civilian Conservation Corps and the National Youth Administration: members of the latter did not live in regimented camps. The idea of governmentally-instituted benevolence, partially for political purposes, was showing signs of achieving acceptance.

Peace Corps officials claim that the closest predecessors to the agency are the International Voluntary Service and the Thomists. The IVS is a group formed and directed by the leadership of fifteen leading church denominations. Young people are chosen and sent into the poorer nations of the world to give technical aid directly to the people of these nations. The IVS is not formally involved in church proselytizing. The Thomists are a group of individuals who remained in the Philippines after the conclusion of the Spanish-American War to teach the natives to speak English. Although the IVS is still in operation in 1965, the Thomists were disbanded and brought home in 1933.

\[7\textit{Ibid.}\]


\[9\textit{Ibid.}, p. 21.\]
The present Peace Corps actually had its origin in 1960 when a bill was passed in the first session of the Eighty-Seventh Congress authorizing a study of the possibility of establishment of a Point Four Youth Corps. It was so named because it was to be formed under Point Four of the Mutual Security Act, which called for international assistance.¹⁰ Later in the same Congressional session, then Senator Hubert H. Humphrey introduced a bill to establish a Peace Corps. Although it was introduced too late for passage in 1960, Senator John Fitzgerald Kennedy utilized it in his Presidential campaign. On March 1, 1961, President Kennedy signed an executive order establishing a Peace Corps within the Department of State; and, on September 22, 1961, by statutory act, it became a permanent agency of the federal government.¹¹

Purpose of Thesis

Since the passage of the bill in 1961, many people have written articles concerning the failures and/or successes of the Peace Corps. Much of the information contained in these articles has been biased or partisan in nature, and it offers very little constructive aid to the serious student. It is


still too early to determine the general success or failure of the agency since only time can allow for a completely objective evaluation of this type. A complete evaluation can not be made at the present time for at least three reasons. First, after only four years of activity, there is not enough information on field operations to determine its benefits in general. Second, the Department of State has not released all of the agency's annual reports to Congress and the President. Information must be based on the few scattered reports from countries utilizing the Corps volunteers and on individual reports from the overseas personnel. Third, information from these sources is not always reliable and it does not allow for a completely objective analysis.

Although a general verdict of success or failure for the agency is not possible, specific strengths or weaknesses can be detected, and recommendations can be made for amelioration in the latter.

Sources of Data

Sources for evaluation of the Corps are Senate and House hearings, the Congressional Record, newspapers such as the New York Times and the Washington Star, speeches of Vice-President Richard M. Nixon and President John F. Kennedy, and bilateral

12 There are some people who disagree. See Eric Sevareid, "Time is Ripe to Evaluate Peace Corps," Peace Corps Volunteer, II (February, 1963), 2.
Peace Corps treaties. Also utilized are numerous periodicals, the major publication being the Peace Corps Volunteer published by the agency, and pamphlets published by the federal government. With this information it is quite possible to determine wherein lie the strengths and weaknesses of the program, but it is still virtually impossible to evaluate the failure or success in general.

Method of Procedure

This thesis contains five chapters which are divided into four major areas. The first chapter is a general introduction to the thesis. Chapter II is a study of the political struggles necessary for establishment of the agency. Chapters III and IV are surveys of the agency's functions—its objectives, its field operations, and its cost. Much of these three chapters must be descriptive history, but included will be an analysis of the politics involved in the operation and administration of the Peace Corps. Chapter V is a general concluding statement which lists the problems related to the functioning Peace Corps, and gives some recommendations for more efficient operation.
CHAPTER II

THE CREATION OF THE PEACE CORPS

The Peace Corps came about as the result of a proposal for a Point Four youth corps. In June, 1960, Henry S. Reuss, Democrat from Wisconsin, introduced a bill requesting a legislative study of the efficacy of sending young people to the underdeveloped nations of the world to aid in their technical development. The new concept to be found in the Point Four program was the idea of direct people-to-people aid being entirely governmentally supported. Governmental subsidies for religious activities were not new since the federal government had previously subsidized, in limited amount, certain sectarian efforts.

Passage of the Peace Corps Act

Immediately upon proposal of the bill, Congressman Reuss began receiving mail and editorial comments which were laudatory in nature. Seeing the excitement created by a youth for peace idea, then Senator Hubert H. Humphrey introduced the Peace Corps Act. Like Congressman Reuss, Senator Humphrey was deluged by mail from proponents of the idea. The general consensus was that the proposal could prove to be a very useful component of the United States foreign aid program.

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Several sections of Humphrey's proposal were relatively unpopular in Congress, but the major point of contention centered on the draft exemption for volunteers. Many Congressmen believed that men would volunteer for a youth corps in an effort to avoid the army draft. If volunteers should apply only to avoid conscription, the calibre of persons involved in the program for peace would deteriorate. Congressmen were of the opinion that they could not depend on the volunteer to do his best if he had joined because a corps for peace was less hazardous than one for war. In any case, the bill was introduced too late for passage.

The Peace Corps Act which was passed had first come into being as a professed idea on October 4, 1960, when Presidential candidate John F. Kennedy delivered a television message to the first-time voters of the nation. The then Senator Kennedy asked if American youth would be willing to spend as long as ten years in a foreign nation working for the cause of freedom. He continued to warn young people that our country could not possibly prosper if the youth of America did not care to spend this time.¹

Throughout the campaign Kennedy developed and expanded his idea. In the message to new voters mentioned above, he

suggested letting service in the Peace Corps relieve a young man of draft duty.² In Chicago, on November 4, Kennedy proposed that it be open to those people who were forced to retire as well as to those persons fresh from college.³ By the time of the general election in November of 1960, the Senator from Massachusetts had completed his plans for the youth corps for peace.

The proposal was quite popular with the general public. An editorial appearing in the November 5 issue of Christian Science Monitor urged bipartisan support, and claimed that two benefits could be derived from it.

1) The energy and the mechanical, agricultural, and linguistic skills of certain trained young Americans would be put to more effective use in winning friends and strengthening independent nations.

2) Such service would provide more experienced diplomats, foreign service officials, and international businessmen—all badly needed in the coming decades of competitive coexistence.⁴

In addition, a favorable response to the Corps was indicated by two polls taken in early 1961, one by Gallup and the other by the Washington Star. The Gallup Poll was conducted during January of 1961 and disclosed several interesting facts. First, 71 per cent of the persons questioned

²Ibid.
³Ibid., p. 1260.
favored such a program. The poll also showed that support was bipartisan among the rank-and-file members of the major political parties, even if it was not among official party candidates. Gallup discovered that 74 per cent of the Democrats, 67 per cent of the Republicans, and 73 per cent of the Independents polled were in favor of the proposal.\(^5\)

In April, 1961, the *Washington Star* polled young persons to determine if they would advise a qualified friend to join the Corps. Only 22 per cent said they would not, indicating the popularity of the program.\(^6\)

On March 1, 1961, President Kennedy signed an executive order establishing a Peace Corps on a temporary pilot basis. His purpose was to allow a period of time to determine if the proposal was worthy of permanent establishment, and to correct as many problems as possible before making it a permanent, autonomous agency.\(^7\)

An administrator for the new agency was required. President Kennedy needed a combination idealist, practitioner, businessman, and missionary, with the necessary ingredient of master politician. His choice for Director of the Peace

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\(^7\)Congressional Record, 87th Congress, 1st Session, CVII, 14539.
Corps was his brother-in-law, Robert Sargent Shriver, Jr.\(^8\) Shriver proved to be an energetic worker who had just the right amount of idealism to believe in the benefits of the program, with the political ingenuity to convince Congress of its efficacy.\(^9\) Essentially, all the work of establishing the Corps as a permanent agency was given to Shriver.\(^10\)

After giving the new agency a three months trial period, on June 1, 1961, a bill for the establishment of a permanent youth corps was introduced in the Senate by J. W. Fulbright, Democrat from Arkansas, and Hubert H. Humphrey.\(^11\) Both these men were members of the influential Committee on Foreign Relations to which the bill (S. 2000) was referred. Senate 2000, referred to as the Peace Corps Act, met with relatively little opposition within the committee. It was given a very favorable report of fourteen ayes and no nays, and was then sent back to the Senate for debate and passage.\(^12\)

Once open for debate the consensus was that it was a good bill. Almost all shared the views of Senator McGee, Democrat from Wyoming:

\(^8\)Ibid., p. 5282.


\(^12\)Congressional Record, 87th Congress, 1st Session, CVII, 17051.
In my judgment, this is, if anything, a program which is perhaps too small at its very inception. Requests have been made for something over twenty thousand Peace Corps men. The calculated program which will put to work some 2,700 to three thousand Peace Corps men in the first year is a far cry from the requests which have been made.\(^3\)

While on the Senate floor Goldwater, the Arizona Republican, insisted that he personally liked the bill, he later accused the Corps of being filled with rich kids seeking adventure and thrills.\(^4\) Senator Capehart, Republican from Indiana, was much more direct in his criticism:

I could support the Peace Corps bill if it were written on the basis of hiring experienced people like doctors and dentists and engineers, who would be paid regular wages to do a specific kind of work and to spend a certain period of time overseas, thereby doing a great deal of good. Therefore, I can not accept it as written. The idea behind the bill is all right, and it would work if we employed experienced men. Otherwise, it will not work.\(^5\)

Senators Goldwater and Capehart were the only notable exceptions to the Senate viewpoint. Senate 2000 passed with little opposition on August 25, 1961.\(^6\) The bill was not so popular in the House of Representatives.

In June, 1961, the Peace Corps Act had been introduced in the House of Representatives by Congressman Henry S. \(^7\)

\(^3\)Ibid., p. 16961.
\(^5\)Congressional Record, 87th Congress, 1st Session, CVII, 16985.
\(^6\)Ibid., p. 17051.
House Resolution 7500, referred to the Committee on Foreign Affairs, was reported out with an extremely favorable report on August 15, 1961. The hearings gave very little indication of the storm of abuse to be loosed in the floor debates. In the Senate bipartisan support had been the rule. In the House, however, partisan politics became the accepted basis for debate. With few variations, Democrats supported the Corps while Republicans opposed it. As the House debates progressed, the Republican opposition proved more vociferous than the Democratic support.

Democratic Congressmen such as Henry S. Reuss of Wisconsin, Clare Morgan of Pennsylvania, and E. C. Gathings of Arkansas staunchly supported the proposal for various reasons. Congressman Morgan believed the cost per volunteer per year (nine thousand dollars) was well worth the benefits received by the United States in the form of prestige. Congressman Reuss had introduced the original Point Four Youth Corps study and had supported the use of a youth for peace for many years prior to the introduction of the Peace Corps.

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18 Ibid., p. 103.

19 Congressional Record, 87th Congress, 1st Session, CVII, 19241.
Congressman Gathings supported the act because his constituency in Arkansas did also. The most outspoken member of the Republican opposition was Congressman H. R. Gross of Iowa. One of his major objections concerned President Kennedy's campaign proposal of draft exemption for volunteers. Although the President no longer asked for the exemption, Congressman Gross was concerned about the issue. In a hearing on the Defense Department budget which Congressman Gross attended as a member of the House Ways and Means Committee, he said:

"... If Congress adopts this resolution to step up the military manpower of this country, then the time has come to serve notice upon President Kennedy and his brother-in-law, R. Sargent Shriver, that there is no need for that boondoggle known as the Peace Corps. Let those so-called volunteers in the Peace Corps take their place in the draft lines and in the calls for Reserves."

Republican Congressmen Osmers of New York, Derwinski of Illinois, and Wilson of California were concerned with the qualifications of the volunteers and opposed the bill.

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20 Ibid., pp. 9744-9479.
21 Ibid., p. 7572.
22 Ibid., p. 14060.
23 Ibid., p. 14061.
24 Ibid., p. 19497.
25 Ibid., p. 19499.
26 Ibid., p. 19244.
on that issue. Wilson's issued statement against the proposal was: "To send a group of youthful people, if not juveniles, to do a job in which they are wholly inexperienced and inadequately trained, is unthinkable." 27

Many requests for a longer trial period came from both Republicans and Democrats. Both felt more time was needed to study the Peace Corps in operation to determine if it had any value as a permanent agency of the federal government. Congressman Jonas, Republican from North Carolina, remarked, "... it is wiser to be more deliberate about it and profit by the mistakes that even the proponents say may be expected," 28 and many persons echoed his sentiments. 29

Probably the most radical suggestion came from Congressman Staggers, Democrat from West Virginia, who believed in a Peace Corps in reverse. "Instead of sending ten thousand Americans overseas to be submerged in foreign conditions and practices, bring ten thousand reputable citizens of other countries here each year at our expense." 30 Although few people seriously considered this proposal, many people were concerned with sending young Americans into foreign environments. For example, Congressman John Rhodes, Republican

27 Ibid.
28 Ibid., p. 19505.
29 Ibid., p. 19237.
30 Ibid., p. 4600.
from Arizona, felt that sending our young people into these areas with little training was offering an excellent opportunity for communist infiltration. In addition, Robert Ruark, newspaper correspondent assigned to Africa for several years, was quoted by Congressman Johansen of Michigan as having said: "The boys and girls who go into these countries will come back sick [physically]. Who pays while overseas and after?"

Richard M. Nixon, California attorney, Congressman Dorn, Democrat from South Carolina, and Congressman Curtis, Republican from Missouri, felt the proposal was a hastily-constructed, "half-baked" idea. Essentially, they felt it was an attempt to get last-minute votes: if then Senator Kennedy had not needed a "gimmick" to gain support, he would never have mentioned the Peace Corps. Therefore, it was believed that President Kennedy did not have time to consider its practicality thoroughly.

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32 Congressional Record, 87th Congress, 1st Session, CVII, 6316.
34 Congressional Record, 87th Congress, 1st Session, CVII, 19535.
36 Ibid.
Criticism and/or support for the agency came from other sources also. The Daughters of the American Revolution felt the Peace Corps might lead to universal civilian draft and job assignments.\(^3^8\) The Communist Party felt the Corps was merely another means of American imperialism and predicted only failure for the endeavor.\(^3^9\) Also in the critical vein, the Economist (London) suggested that the trial period should continue longer until the Corps could develop its own experts.\(^4^0\) It was reported in an earlier issue of the Economist that right-wing groups were urging more training in anti-communist propaganda as a condition for their support.\(^4^1\) This statement does have some validity, as in the case of the Daughters of the American Revolution,\(^4^2\) but Peace Corps administrators did not believe this training to be necessary. However, the American Federation of Labor-Congress of Industrial Organizations supported the Corps, and several labor union officials were placed in high administrative offices.\(^4^3\)

\(^{39}\)Ibid., March 16, 1961, p. 5.
\(^{41}\)"Have Ideals, Will Travel," Economist, CIC (June 10, 1961), 1112.
\(^{42}\)New York Times, April 19, 1961, p. 25.
\(^{43}\)Congressional Record, 87th Congress, 1st Session, CVII, 5282.
Finally, after lengthy debate, H. R. 7500 was brought to a vote in the House on September 14. It passed by a vote of 288 yeas to ninety-seven nays. There were three "presents," and forty-nine abstentions. After the bill spent a short period in the Conference Committee, it was sent to President Kennedy for his consideration.

A few changes had been made in the bill. The Hickenlooper Amendment offered by the Republican Senator from Iowa was passed as a result of the controversy over draft exemption for volunteers. The amendment stated definitely that "service in the Peace Corps shall not in any way exempt a volunteer from the performance of any obligations or duties under the provisions of the Universal Military Training Act." Since all other changes involved rewriting phrases for a sake of clarification, only this amendment offered any substantial revision. In actuality, the choice of draft deferment for volunteers was left to the discretion of the local draft board, and the choice sometimes became a matter of partisan political considerations.

The Peace Corps Agency

After a week of consideration President Kennedy signed the bill on September 22, 1961, making the Peace Corps a

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44 Congressional Record, 87th Congress, 1st Session, CVII, 19535.
semi-autonomous, permanent agency within the Department of State. It was given its own administrative board which consisted of a Director, Deputy Director, and several other officials of lesser importance.

Despite President Kennedy's and Director Shriver's appeals, Congress did not want the Corps to be autonomous.

Shriver's request was based on the following considerations:

1) The Peace Corps is a program of international service, relying on people who are volunteers, people motivated by a sense of service and anxious to do something for their country—not employees earning salaries.

2) To recruit the kind of people necessary for the Peace Corps means reaching people with a special motivation to join a unique program.

3) Many countries abroad welcome the Peace Corps because it is not tied in to the traditional forms of foreign aid.

4) Our separateness from the aid program has created especially enthusiastic response from colleges, universities, and voluntary agencies that have not found it feasible to work in partnership with existing aid programs for various reasons.

5) Our status as an agency within the State Department gives us an opportunity to work directly with Congress in a way that should help us more accurately to reflect the will of Congress.

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48 Congressional Record, 87th Congress, 1st Session, CVII, 14539.
Despite Director Shriver's arguments, the agency was made responsible to both the Congress and the State Department; only the concession of separation from the foreign aid program was granted. A yearly hearing was required for the purpose of deciding whether to continue its appropriations.\textsuperscript{49} A thorough report on the past year's activities, prepared by the Director of the Peace Corps, was to be given both to the President and to the Congress prior to the annual hearings.\textsuperscript{50} In an attempt to keep the public and, in particular, prospective volunteers informed, a portion of the annual report was issued to the public through the Division of Public Information.\textsuperscript{51}

The Director was also made responsible for the appointment or approval of all overseas personnel. These consisted of one representative and several coordinating officers for each host country. The function of the representative is to act as an ambassador for the Peace Corps within his assigned nation. The coordinating officers are to aid the volunteers in each individual project. Coordinating officers were appointed by their respective representatives and were approved

\textsuperscript{49}Ibid., p. 16953.

\textsuperscript{50}National Archives and Records Service, Government Organization Manual, p. 90.

\textsuperscript{51}Letter from James Edwin Gibson, Director of Public Affairs Support of Peace Corps, June 30, 1965.
by the Director. During the hearings concerning Shriver's nomination to the post of Director, he was sharply criticized for his choice of personnel, their pay and their working relationship with United States ambassadors. Shriver insisted that the representatives were required to work with the ambassadors. They were instructed to make periodic reports to the ambassadors and were obligated to abide by any reasonable request made by the United States representatives abroad. Ultimately, the overseas Peace Corps personnel were under the control of the State Department.

Shriver believed that the representative in each host country should be furnished living quarters equidistant from the various projects. This proximity to projects was to allow a discussion of policy problems by coordinators and representatives. Coordinators should be placed as close to each project as possible, and Shriver proposed to have one for every project employing more than twenty-five volunteers.

Still other agencies have been established in connection with the Corps. The National Advisory Council, headed

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53 Senate, Committee on Foreign Relations, Hearings on the Nomination of Robert Sargent Shriver, Jr., to be Director of the Peace Corps, 87th Congress, 1st Session (Washington, 1961), p. 39.

54 Ibid., p. 38.
by the Vice-President of the United States and composed of a board appointed by the President, has two functions. First, it may offer continual guidance to the Director who may accept or reject the advice at his own discretion. Second, it has considerable control over information dispensed to the public. In connection with the Division of Public Information within the Corps itself, the Council keeps the President and the general public informed. By late 1961 other nations had become interested in the possibility of a youth corps for peace, and they requested advice concerning ways to organize and operate their own voluntary corps. Finally, in March, 1963, the International Peace Corps Secretariat was organized to "assist in the establishment or expansion of national voluntary service groups in programs like those of the Peace Corps." This international agency operates partially independently of the United States youth program, and is placed within the State Department on an equal status with the Corps.

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Summary

Essentially, all Congressmen believed in the idea of benevolence inherent in the Peace Corps. But when discussing the agency as a practical means of bringing about the ends of peace and friendship for the United States, partisan politicians forgot all their beliefs in aiding the needy masses. As a general rule, Republicans in the House and Senate opposed the agency, while Democrats supported the Corps.

Interest groups were vociferous in their opinions. Groups to the right opposed the Corps program for its lack of anti-communist propaganda training, or the immaturity of volunteers. Groups on the left were divided in their opinions. Those on the far left opposed the bill while the more moderate elements favored it.
CHAPTER III

PEACE CORPS IN OPERATION

The first consideration in setting up operation of the Peace Corps was finding possible volunteers. Advertisements for the agency were sent to local television, radio, and other communications media in an effort to enlist applicants. These advertisements were, and still are, quite unique when compared to the typical commercial ads. Fearing the enlistment of too many adventure seekers and vacationers, Director Shriver decided to stress the idea of hard work and privation.¹ By the nature of their subject the advertisements did allude to the prospect of meeting strange people and lands, but they also suggested that only a person who was willing to work hard for the benefit of others should join.

Selection of Volunteers

In administering a program as important to the national defense as the Peace Corps one had to be careful in the selection of the volunteers. As Congressman Roland V. Libonati, Democrat from Illinois, cautioned:

¹Senate, Committee on Foreign Relations, Hearings on the Nomination of Robert Sargent Shriver, Jr., to be Director of the Peace Corps, 87th Congress, 1st Session (Washington, 1961), p. 12.
The success of this new venture in international relations will depend largely upon those having the essential high qualities of basic sincerity, emotional stability, and intellectual knowledge of the history, culture, habits, and language of the people to be served.

In response to Congressman Libonati's warning, then Senator Hubert H. Humphrey, Sargent Shriver, Jr., and Congressman Rodino, Democrat from New Jersey, assured members of Congress that only the very best American youth would be sent overseas. But incidents during the first months of operation gave members of Congress cause for some concern over the qualifications of applicants. One such incident involved Charles Kamen, a candidate accepted for training for a project in Tanganyika. Kamen made newspaper headlines with his alleged actions during a Rotary Club meeting in Miami, Florida.

A member of the Rotary Club interviewed said that Kamen had forced his way into the meeting uninvited. During the showing of the film "Operation Abolition," he supposedly

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2Congressional Record, 87th Congress, 1st Session, CVII, 5282.

3Ibid., p. 9288.

4Ibid., p. 14539.

5Ibid., p. 16943.

6New York Times, August 8, 1961, p. 3. The term "alleged" is used since none of the Rotary Club's charges was sufficiently proven, and Kamen continued to deny he had done these things. The Peace Corps supported him.
laughed at occurrences and speeches which were not funny in the judgment of the club members; he also made remarks which indicated to these people that he had some "communist" sympathies. Miami Rotary Club members based their charges on Kamen's references to actions taken by the Communist Party during student riots filmed in "Operation Abolition." The club members further stated that after the film ended, Kamen forcibly took the microphone and demanded an opportunity to "tell our side." After this outburst Kamen was forcibly thrown from the meeting hall and the story was released to the press.

Led by Congressmen Gross, Republican from Iowa, and Fisher, Democrat from Texas, there were demands for Kamen's dismissal from training on the grounds of incompetence and subversive political tendencies. Shriver, who had the ultimate authority in the question, refused saying that Kamen had done nothing in training to indicate his unfitness for the Corps. As long as his record during training remained satisfactory, said Shriver, Kamen would be kept in the

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7Congressional Record, 87th Congress, 1st Session, CVII, 17903.

8New York Times, August 8, 1961, p. 3.

9Ibid.

10Congressional Record, 87th Congress, 1st Session, CVII, 17904.
Corps. The subject of Charles Kamen was dropped within Congress, and Gross and Fisher gained no appreciable support.

**Peace Corps Volunteer Questionnaire**

In an effort to keep substandard volunteers out of the overseas projects, the selection and training procedure is rigid and thorough. The first step in becoming a volunteer is the completion of the Volunteer Questionnaire. This questionnaire is designed to collect general knowledge of the applicant’s character and qualifications. Once completed, the questionnaire is given to an evaluator in Washington whose major concern is a thorough analysis of two areas: job skills, and references. The questions included in the former category concern every possible type of work needed in the overseas projects, both those in operation now and those anticipated for a later date.

The applicant must submit the names of at least six persons knowing the character of the applicant as well as his academic qualifications. The psychologists preparing the test knew that if they permitted only a few names, and allowed

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12See Appendix B.
the applicant to select whomever he wished, only a limited amount of information would be learned. Therefore, it was necessary to request at least six letters from people who knew the person in an informal manner and encouragements were made to submit as many as twelve references.

Much importance is attached to foreign language capabilities and aptitudes. Although it is not necessary for a candidate to be fluent in a language when he applies to the Peace Corps, it is considered essential that the volunteer be fluent in the required language when he arrives at his project. Arguments were prevented when the members of Congress were assured that there was a necessity for proper training in the native language.

The questionnaire evaluator usually eliminates a small percentage of the applicants for various reasons: incomplete questionnaires, below the age of eighteen, married and with dependent children, or the spouse is not volunteering.

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16 See Appendix B.


19 Congressional Record, 87th Congress, 1st Session, CVII, 9200.

Still others are rejected on the basis of ratings of "grossly unsuitable" by their references.  

**Medical Examination**

Those remaining after the questionnaire evaluation are sent to the local federal medical examiner for a thorough physical check. Sullivan estimates that about 6 per cent of the applicants do not pass. There are obvious reasons for the physical examination requirement. One of the fundamental demands upon the volunteer is that he live with the natives of the host country and at the natives' standard of living. From the beginning of the Corps experiment there has been a concern for the physical health of the volunteers. Therefore, the medical standards require an examination and in the questionnaire the following is included:

7. **Persons requiring special diets or frequent medical or dental treatment should not file a Questionnaire.** The rigors of Peace Corps life will preclude acceptance of such Volunteers. A thorough medical examination is required for Peace Corps service.

**Placement Test**

At some period after completion of the questionnaire the candidate must take the Peace Corps Placement Test. This

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23 *Congressional Record*, 87th Congress, 1st Session, CVII, 6316.
24 See Appendix B.
test is given once every month by the Civil Service Commission, and its purpose is to aid in placing the candidate into a specific project in the event he qualifies as a Trainee. It is divided into two major areas. The first section tests for general knowledge and reasoning power. By nature, this section requires a background in basic arithmetic, history, government, English, and other liberal arts skills. The second section tests the candidate's language aptitude. Although it may not be necessary to know a language before admission as a trainee, it is essential that the trainee be able to learn a new language. Some projects require an ability to speak one language as the major means of communication, while at the same time teaching English as a second language. If a person is fluent enough to read and converse with the natives who speak that language, the analysts will discover his ability in the second section of the test. Or, if he does not at present know a language but does possess the aptitude to learn one, his ability will be discovered here. In one section, applicants are given two minutes to memorize twenty-two words from the Kurdish language along with the English translations. Later, these words must be used in answering specific questions.

27 Peace Corps, Teachers and the Peace Corps (Washington, undated), p. 3.
Selection

The final step in selection is to program all the information on an applicant into a computer for "nominations" to specific jobs. Once the computer selects a person for a specific project, his records are reviewed by the Peace Corps Selection Board which has the final authority in appointments. The Board decides upon the desirability of a candidate for a particular project and, if accepted, a letter is sent to him requesting that he report to a university in charge of the training for his project. Unfortunately many candidates are not qualified for the projects which are requested by the host country. As a result, only about one in every six candidates ever receives an invitation for training. More- over, a Peace Corps analysis published in the New York Times reported further that only about half of this number is generally free at the time of acceptance due to the long delay necessary to check on most applicants. On occasion this lack of available and acceptable trainees results in cancellation of a project.

\[28\] Ibid.
\[31\] Ibid.
Training of Volunteers

University Program

Once a candidate is accepted for a specific project he becomes known as a Trainee\textsuperscript{32} and begins an intensive study of the country in which his project is located. He goes first to a university chosen for his particular project. Choice of a university training site is made on the basis of facilities, faculty language capabilities, and knowledge of the requirements of the project. The university training consists of eight to twelve sixty-hour weeks of formal classroom training.\textsuperscript{33} Although training differs with each project, certain common aims are to be borne in mind at every university.

1. Providing each Trainee with a better understanding of the Peace Corps' purposes, philosophy, and programs.

2. Giving the Trainee basic conversational ability in the host country's language.

3. Teaching the Geography, economy, history, traditions and customs of the host country.

4. Refreshing the Trainee's knowledge about his own country.

5. Making sure Trainees adequately understand contemporary world affairs.

\textsuperscript{32}Peace Corps, Peace Corps Facts (Washington, undated), p. 5.

6. Informing Trainees of Communist theory and tactics.

7. Making sure the Trainee understands the health hazards in the host country and the necessary medical precautions.

8. Improving the technical or academic skills needed by the Trainee to do his job.

9. Strengthening the physical, emotional, and mental resources which the Volunteer needs to do his job overseas. 34

The trainee will spend ten weeks in intensive study of the language needed for his project. There is a requirement of 360 hours of instruction, and an additional requirement that the potential volunteers be housed together according to project similarity and language fluency. The purpose of this latter requisite is to encourage some use of the language in practical situations. It has been shown that some trainees acquire conversational fluency during this short period. 35 In 1964 there were seventy colleges and universities participating in on-campus training. 36

Field Program

Once a trainee has successfully completed the university program he is ready to begin the field training. A

34Ibid., pp. 15-17.


camp is constructed to simulate as much as possible the living conditions and needed skills of the project. Nevertheless, as it is only an imitation of actual conditions, the trainee may not grasp sufficiently the seriousness of his potential position and, as a result, some volunteers suffer what is known as "culture shock" once they arrive overseas. By this it is meant that they are overwhelmed by the primitive living conditions in the host country. The ones who do not recover sufficiently are sent home. However, during the period from March, 1961, until January, 1963, only 183 volunteers had been sent home because of difficulties adjusting to the new situation. During this same period 4,855 were sent overseas. A possible clue to the failures of these 183 volunteers may be found in Shriver's first annual report on the agency's operations. At the time of the report only six volunteers had been brought home: three for adjustment problems, two because of political tensions, and only one because of a serious "culture shock."
The volunteer who dropped out because of "culture shock" created a political storm which reverberated all the way from Nigeria to the United States. When Margery Michelmore arrived in Nigeria she was shocked and revolted by what she saw. She then wrote a postcard to a boy back home giving a thorough description of the conditions. She said the living standard was quite below her imagination and furthermore she pointed out that the Corps training did not really impress upon her the true meaning of the term "underdeveloped nations."

Unfortunately, a group of Nigerian students intercepted the card and a riot resulted.

A storm of protest ensued. Dwight David Eisenhower pointed to the Michelmore incident as an indication of the immaturity and impracticality of the youth corps. The magazine *America* felt that the fault lay in the method of training and not in the immaturity of the volunteers. It believed that the normal middle-class American youth could never comprehend the real meaning of the words "developing nations" because he had never had first-hand experience of the realities of poverty. *America* suggested that a change in the methods of training might alleviate the situation.

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43 Ibid.
44 "Postcard "Gone Astray"," p. 109.
Since only one person had "culture shock" in one year, and only 183 out of the first five thousand, it is not a serious problem, but the Corps believes it merits some attention, at least. 45

Probably the most significant criticism came from an article written by Paul Conklin and published in New Republic. Conklin believed the entire Michelmore situation was one created by distrust and suspicion. He pointed to the fact that Aliyu Bida, a Nigerian visitor to the United States, had been discriminated against and openly humiliated throughout his tour. The visitor was asked to leave a Maryland restaurant after the waiter refused to serve him a cup of coffee. 46 Conklin said: "As long as Africans are humiliated in restaurants and as long as American Negroes are discriminated against elsewhere, our credentials will continue being scrutinized with great skepticism." 47 In the article there were some inferred charges of Peace Corps discrimination against the Negroes and a suggestion that African delegations attempt to match the racial proportion found in the host country. 48

45 Peace Corps, Third Annual Peace Corps Report, p. 49.
48 Ibid., p. 8.
In spite of protests from the Corps directors that they were not following Conklin's suggestion, by January of 1962, African delegations began to change in their racial proportionment. Although only four Negroes were in the first 120 volunteers sent to Africa, by January, 1962, there were fifteen Negroes within a Corps delegation of 229. Despite its protests, the Corps Selection Board at least gives the appearance of having read Conklin's article.

In the field training much emphasis is placed on physical stamina. Trainees are given difficult tasks for two reasons: first, to see if they are physically fit for the project and, second, to test their psychological acceptance of the job. Many people fail to perform the tasks successfully, but the selection board and the camp psychologists are more concerned with the trainee's acceptance of defeat when he does fail. One incident brought criticism to this phase of Corps training. Janie Fletcher, a sixty-five year old trainee at a camp in Puerto Rico claimed she was dismissed from the Corps because she could not "run a mile before breakfast, swim fully clothed, or swim with both hands tied." The National Review maintained that if she

was dismissed for the reasons stated, a serious error had been committed. They believed concessions should be made for an older trainee who did not have the physical stamina of a younger one.\textsuperscript{52}

Since Janie Fletcher was a citizen of Texas, she asked Senator John Tower, Republican from that state, to assist her in becoming reinstated. As a foe of the Peace Corps, Tower complied. He publicly declared that the problem of this trainee showed the "inexperience, immaturity, and instability of the organization."\textsuperscript{53} Tower further demanded an investigation of training procedures by the Senate Foreign Relations Committee, but the committee refused. Instead, it upheld Shriver's statement that she had been dismissed because she could not learn Portuguese, the language required for her project.\textsuperscript{54} The assumption made by the members of the Senate committee was that the Corps had proven itself capable of using some discretion in the training techniques.

Projects for Volunteers

Selection

Specific projects of the Corps are instituted by the host country, not by the United States. The representatives

\textsuperscript{52}Ibid.


\textsuperscript{54}Ibid., May 11, 1962, p. 10.
of the prospective host country contact one of the United States representatives abroad. If the nation wishes to accept aid from the Corps a treaty is drawn up and signed by both countries. This treaty provides for a Peace Corps representative inside the nation; it does not send volunteers.\textsuperscript{55}

Overtures for the volunteers must be formally made by the host nation, as well as decisions as to what projects are needed, the duration of the projects, and the number of volunteers needed. Only after all these decisions have been made does the volunteer go into the nation.\textsuperscript{56}

The United States does maintain some authority over the ultimate selection of projects. Certain established standards must be met before the job will be accepted and the volunteers dispatched.

1. Need.
The project proposed by the host country must make a recognizable contribution to the economic, social, or cultural development of the host country. Not only must the government of a country specifically request Peace Corps volunteers for a project, it must also give evidence of its willingness to cooperate on it.

2. Type of work.
The project proposed must require primarily "doers" (as opposed to advisors or consultants) with skills not sufficiently available in the host country.

3. Treatment of volunteers.
The support, treatment, and remuneration must be in accordance with Peace Corps standards.

\textsuperscript{55}See Appendix G.

\textsuperscript{56}United States Senate, Hearings on the Nomination of Robert Sargent Shriver, Jr., p. 42.
4. Duration.
The project must utilize volunteers who will be serving in this or other projects for a minimum of two to three years, including training time.

5. Religious prohibition.
The project must not permit any sectarian religious propagandizing or proselytizing.\textsuperscript{57}

In addition to the above considerations, the following are also important:

1. Selection of countries.
There should be evidence of need and desire in the host country for Peace Corps assistance. It is felt that projects should be widely distributed among geographic areas and countries. The host country should give evidence of a willingness to undertake the resources, mobilization, and internal reform which its own development may require.

2. Selection of projects within countries.
A project should ideally have a direct relevance to the developmental needs of the country, the best evidence of this being the inclusion of the activity within the country's own developmental program. A project should be technically and financially feasible in relation to the plans and activities of the host country. It should also be operationally feasible in terms of adequate working, living and health conditions for volunteers. The host country should show willingness to participate in the work, and/or a capability of eventually taking over the operation of the project. Peace Corps volunteers should not displace local workers; assurances must be given that local workers are not available to perform the jobs for which the Peace Corps volunteers are requested. The extent of impact on the host country's development--i.e., educational effect, psychological effect, and the multiplication of effort through local counterpart activities--will be considered. Availability of Peace Corps volunteers with the particular skills requested must be considered. Ordinarily the Peace Corps will not approve projects which

\textsuperscript{57}Hoopes, The Peace Corps Guide, p. 60.
involve capital costs (tools, equipment, facilities, etc.) of more than $1,000 per volunteer, unless such additional costs are met from sources other than the Peace Corps. 58

Classification

The projects are divided into several classifications: community action, teaching, health, public works, agriculture, and multi-purpose works. 58 From the beginning of the Peace Corps program, most volunteers have been placed in teaching projects. For example, in January of 1963, Bill D. Moyers, then appointed to be Deputy Director of the agency, stated that about 60 per cent of all volunteers then overseas were engaged in teaching. 60 Much support for the agency, and some criticism, came from the fact that teaching was an important function of the Corps. One such criticism came from Senator Hickenlooper, Republican from Iowa, who wondered if the Corps really was justified in sending prospective teachers to foreign nations when the United States was suffering from a shortage of them. 61 Moyers felt that sufficient justification lay in the accrual of insight into

58 Ibid., p. 61.


60 Senate, Committee on Foreign Relations, Hearings on the Nomination of Bill D. Moyers to be Deputy Director of the Peace Corps, 88th Congress, 1st Session (Washington, 1963), p. 15.

61 Ibid.
other people and, most important, into themselves. While Senator Hickenlooper may have needed assurances of the educational benefits to be gained, Senator Muskie, Democrat from Maine, needed none. Two years earlier, in 1961, he had stated: "The initial emphasis on education is most encouraging. Certainly this is the greatest single contribution, outside of the fact of the Corps itself, these people will be able to make."\(^{63}\)

**Problems**

One problem mentioned in connection with the selection of projects was that of extraction of political concessions. Senators Fulbright and Hickenlooper were concerned with the possibility of withholding volunteers to force compliance with the views of the United States. Assuming the proposed purpose of aid to other nations to be the true purpose of the Corps, Senator Fulbright said, "there is a great deal of difference of opinion as to whether or not we use aid legislation or, in this case, the Peace Corps legislation, to achieve other motives or purposes, that is, purposes other than aid."\(^{64}\) Senator Hickenlooper expressed his concern thus:

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\(^{62}\)Ibid., p. 16.

\(^{63}\)Congressional Record, 87th Congress, 1st Session, CVII, 3790.

\(^{64}\)Senate, Committee on Foreign Relations, Hearings on the Peace Corps, 87th Congress, 1st Session (Washington, 1961), p. 49.
... If we say that we will impress American philosophy on these countries, then I can understand your refusal to make agreements with certain countries.

But if your purpose is to assist the countries, then why not, in furtherance of that assistance, send people that will be acceptable, and bow to their particular beliefs that you and I may not agree with at all.\(^65\)

Several of the nations utilizing Corps volunteers are suspicious of ulterior motives although they continue to ask for more aid. After the Michelmore case, the Nigerian government insisted that the volunteers were spies sent by the Central Intelligence Agency.\(^66\) The same allegation was made by Ghanaian officials when they called the volunteers the "new imperialist Americans."\(^67\) And, in addition to these African nations, important elements in some Latin American countries called the volunteers "Yankee pigs" and demanded that they return home.\(^68\) Yet despite all the adverse criticism, these same nations continued to request more volunteers. The African nations were among the first to request projects\(^69\) and in 1964 they received more volunteers than any other.

\(^65\)Ibid., p. 27. The argument flared because the Arab nations would not accept Jewish volunteers. Today, none has asked for the Corps' help.


\(^67\)Senate, Hearings on the Peace Corps, p. 49.


\(^69\)Congressional Record, 87th Congress, 1st Session, CVII, 19247.
geographic area. In fact, Nigeria has the second largest delegation of volunteers anywhere in the world. Margery Michelmore, the postcard writer, is the only volunteer ever to leave Africa for political reasons, and the only Peace Corps delegation to leave a country before completion of a project was the delegation to Cyprus, which left during the Cypriot crisis of 1964.

Summary

The most serious problems for the Corps' officials have occurred in the area of project selection and administration. The question of project selection brought a charge of extraction of political concessions from Senators Fulbright and Hickenlooper. However, the Corps maintained, in reference to Jewish volunteers in Arab countries, that it could not allow the infringement of the rights of American citizens in an attempt to aid some other country.

The problem still disturbing Corps officials is the opinion of nations around the world. Ironically, those nations criticizing the Peace Corps most frequently are those receiving the largest contingents of volunteers. The Latin American nations now have the second largest number of volunteers within any of the five geographic areas.

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71 Ibid.
72 Ibid., p. 60.
73 See Appendix D.
some of the people picket Corps projects, demanding that the "Yankee pigs" go home. Some African nations, with the largest geographic delegation, accuse the volunteers of spying and watch each one with suspicion. Corps officials claim that this type of criticism is simply the result of Soviet and Chinese Communist propaganda.\textsuperscript{74}

The average Peace Corps volunteer cannot be placed into a specific mold. He comes from many varied educational and environmental backgrounds, and he reacts to the conditions around him in different ways.\textsuperscript{75} At the moment, general world opinion is definitely in favor of the idea of a youth corps for peace, and the United States Peace Corps continues to gain subscribers every year.\textsuperscript{76}

\textsuperscript{74}Peace Corps, \textit{Third Annual Peace Corps Report}, p. 54.

\textsuperscript{75}See Appendix A.

\textsuperscript{76}See Appendix C.
CHAPTER IV

PEACE CORPS FINANCES

Contingency Funds

When the Peace Corps was established on a temporary basis by President Kennedy, it became necessary to find available funds for its operation. In connection with the Point Four technical assistance clause, the President was allowed a contingency fund of $100,000,000 per year which he was free to use in whatever way he saw fit, as long as his expenses were justifiable under the Act. The contingency fund could be used since the corps was established under the authority of the bilateral assistance provision of the Mutual Security Act. In March of 1961, President Kennedy withdrew $10,000 to study the feasibility of the Corps and $2,917,000 for field operations.

In June, 1961, when the bill for establishing the Corps was introduced, Congressman Gross was concerned with the amount of money spent during the three-months trial period. Gross's contention was that President Kennedy did not need a legislative appropriation since he had more than enough money to operate the Corps for as long as he wanted. Gross

charged that the agency had actually spent $17,000,000 during the three months. Hence, he said, it was safe to assume that the 1962 requested appropriation of $40,000,000 would only be a portion of the money needed during the year. Of course, Congressman Gross never substantiated his figures and Director Shriver continued to deny Gross's accusations. Hearings before the House Committee on Foreign Affairs show a total operating cost of $2,976,000 for the 200 assigned volunteers during the three month period in question.

In March, 1961, Shriver had insisted that no more than $9,000 would be needed to keep one volunteer in the field for his two-year period. In August, Shriver still maintained that the cost would not exceed $10,000 for the two-year period, even at its more liberal estimate. At the same time Congressman Avery, Republican from Kansas, argued that the total cost would be around $9,000 per year for each volunteer. History has proven both men to be correct. Congressman Avery was quoting the overall estimated annual costs per volunteer, while Director Shriver

2Congressional Record, 87th Congress, 1st Session, CVII, 19502.


5House of Representatives, Hearings on the Peace Corps, p. 6.

6Congressional Record, 87th Congress, 1st Session, CVII, 19241.

7See Appendix E.
was considering only the cost directly paid to the volunteer in readjustment allowances and living expenses.

Employee Salary

Washington Personnel

During the initial debates on passage of the bill, Congressmen expressed concern over the large number of supergrades placed in high-salaried administrative positions within the Corps. Shriver insisted that he needed thirty such officials in the following classifications:

<table>
<thead>
<tr>
<th>Classification</th>
<th>Number</th>
</tr>
</thead>
<tbody>
<tr>
<td>Statutory $19,000</td>
<td>2</td>
</tr>
<tr>
<td>ES-18</td>
<td>0</td>
</tr>
<tr>
<td>ES-17</td>
<td>19</td>
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<tr>
<td>ES-16</td>
<td>7</td>
</tr>
<tr>
<td>Undesignated</td>
<td>2</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>30</strong></td>
</tr>
</tbody>
</table>

Shriver maintained that these persons, highly trained in technical skills, were needed for directing the various administrative agencies of the Corps. Congressmen Gross of Iowa, Gallagher, Democrat from New Jersey, and Maillard, Republican from California, were critical of the many

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8Congressional Record, 87th Congress, 1st Session, CVII, 19502.

10House of Representatives, Hearings on the Peace Corps, p. 38.

11Ibid.
administrative heads; it was found that sixty-three directors of departments were appointed,\textsuperscript{12} and by 1962 there were 446 permanent positions and seventy-one temporary ones, each paid by the administrative appropriation.\textsuperscript{13} In spite of these and other protests, the Peace Corps Act passed both houses with all originally planned personnel. The only mention within the Senate of the supergrades came from Senator Carlson, Republican from Kansas, who wanted to make sure the positions had been authorized by the Post Office and Civil Service Committee.\textsuperscript{14}

\textbf{Overseas Personnel}

In addition to the Washington employees, there are overseas personnel. There is a Peace Corps representative in each host country (there were forty-six in 1964\textsuperscript{15}) as well as a volunteer leader for each project employing over twenty-five volunteers.\textsuperscript{16}

\textsuperscript{12}\textit{Ibid.}

\textsuperscript{13}Senate, Committee on Foreign Relations, Hearings on the Nomination of Bill D. Movers to be Deputy Director of the Peace Corps, 88th Congress, 1st Session (Washington, 1963), p. 10.

\textsuperscript{14}Senate, Committee on Foreign Relations, Hearings on the Peace Corps, 87th Congress, 1st Session (Washington, 1961), p. 97.


\textsuperscript{16}Senate, Hearings on the Peace Corps, p. 38.
The volunteer is given a salary of seventy-five dollars per month which is deposited in the Washington office in his name and is given to him when his service is terminated. Normally, $1,800 is accumulated over the period of two-year service, but at the termination date, a withholding of about $400 is deducted to pay income and Social Security taxes.\(^\text{17}\)

In certain extreme situations of proven need by parents or families, a portion of a volunteer's readjustment allowance will be sent home each month.\(^\text{18}\)

Once a volunteer arrives at a project, he receives no salary either from the United States or the host nation. He does receive a small allowance from the United States which makes it possible for him to live on the same standard as a native doing a comparable job in that geographic area.

Concerning this living standard, a volunteer in Peru wrote this letter to his parents back home.

> I live in a picturesque bamboo mat house I built myself. I buy my water from a picturesque boy with a burro loaded down with water cans. I read and write under a kerosene lantern, sleep on a cot, and cook on a camp stove.\(^\text{19}\)


\(^{18}\)Ibid., p. 38.

This volunteer's experience was quite different from that of one of his comrades in Ghana whose letter was relayed to Senator Stephen Young, Democrat from Ohio. Young quoted the volunteer as saying:

I've got a huge bungalow with three large bedrooms, living room, dining room, family-size kitchen, huge bath facilities—the works. In addition, I have a cook-steward who fixes the meals, washes, irons, and markets. Except for the twenty-two forty-minute periods that I teach each week, my time is my own.\(^\text{20}\)

Senator Young's comment was: "In view of the fact that it costs American taxpayers $9,000 a year to maintain a Peace Corps volunteer, this corps man's status comes as startling news."\(^\text{21}\) According to the Peace Corps report, the circumstances of the volunteer in Ghana are rare and unusual, but they do exist.\(^\text{22}\)

Project Finances

**United States Government Sources**

Once a volunteer is in the field the main office in Washington will not furnish him with equipment which costs more than $1,000. This restriction means that for every

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\(^{20}\text{Congressional Record, 87th Congress, 2d Session, CVIII, 1032.}\)

\(^{21}\text{Ibid.}\)

\(^{22}\text{Peace Corps, Third Annual Peace Corps Report, p. 16.}\)
project having twenty volunteers, the agency may furnish equipment costing up to but not exceeding $20,000. There are two purposes in this restriction: first, to keep the overall costs down to a minimum; and second, to carry out the purpose of grass-roots level aid. By forcing the volunteer to utilize the materials available to him the nationals of the host country will learn to use their native tools more efficiently.

The host country must show the ability to pay for the materials needed. Under very few conditions will the Corps furnish more than the labor. For example, Peru financed a project by appealing to a Colombian private bank and receiving a loan. Also, a school building project in the Dominican Republic was financed by the Agency for International Development. Several times the Corps has utilized such organizations as Co-op for American Remittances Everywhere and Food and Agricultural Organization for financing projects. The Corps supplies the volunteers while the agencies furnish the machinery and money to the host country.

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23 Supra., p. 42.
25 "Dominican Republic," Peace Corps Volunteer, I (September, 1963), 16.
Private Agencies Sources

Originally, the Peace Corps was intended to cooperate with various private and religious groups. Unfortunately, these groups do not help to finance Corps projects for various reasons. The New York Times gave the following explanation for the reluctance of private groups to aid Corps contingents:

... For one thing, the Peace Corps likes to deal in fifty to seventy-volunteer contingents, much larger than those handled by most private groups. The church-state problem has so far shut out all sectarian agencies. The Peace Corps has not altered its church-state stand, but its officials are a good deal less optimistic on the chances of getting religious groups to run non-religious Peace Corps projects.27

In spite of this reluctance, in 1962, gifts from private and sectarian agencies amounted to $18,760; in 1963, they totaled $47,124; in 1964, they were $4,114; and by June, 1965, they rose to $56,280.28 The large contributions from these organizations may indicate a more than moderate interest in spite of their hesitance to become involved directly. Most successful of the Peace Corps relationships with private agencies is the relationship with the 4-H Club.


28Senate, Committee on Foreign Relations, Hearings to Amend the Peace Corps Act, 89th Congress, 1st Session (Washington, 1965), pp. 85-89.
Many Latin American nations now have a "4-S Club" operated by American volunteers.29

Appropriations

Partially as a result of efficient operation, the Corps expenses have not been as great as some envisaged. In 1962, a request for appropriation was made by the Corps and when it was discovered that some funds would be unused, they were returned to the Treasury. In reference to this action, Shriver said:

... Reaching this goal of 11,300 volunteers will cost $102 million in fiscal year 1964 rather than the $108 million we proposed last fall when the President's budget was prepared and we had had only one year of actual experience in the field. You can be certain that if we do not reach this projected volunteer level, the unneeded funds will again return to the Treasury.30

In addition, other savings were made by Corps personnel:

A survey of materials and allowances given Volunteers resulted in each Volunteer being required to purchase his own routine household supplies out of his settling-in and living allowances. Additional cuts were made in the amount of supplies and equipment given each Volunteer. Housing costs for Volunteers—and staff—were also cut. These changes permitted savings

29House of Representatives, Committee on Foreign Affairs, Hearings on Peace Corps Amendments, 87th Congress, 2d Session (Washington, 1962), pp. 150-154. The term "4-S" is the Spanish equivalent of 4-H.

estimated at $2.4 million. Another $475,000 was saved by reducing the use of 4-wheeled vehicles.\textsuperscript{31}

The result of these savings was the significant cut of $10,000,000 in the requested 1966 appropriations. The Corps had originally requested $125,200,000 but the request was later cut to only $115,000,000 after a study of potential areas for saving.\textsuperscript{32}

Summary

Several financial problems have been mentioned in connection with the Peace Corps. When the agency was first established, a $10,000 withdrawal from the contingency fund of the Mutual Security Act was made. Congressman Gross claimed, without substantial proof, that the three months experiment had cost $70,000. Another problem which arose during the Congressional debates concerned Shriver's request for thirty high-salaried supergrades to serve as directors of different divisions of the agency. Congressmen believed he was placing too many administrative heads into office. Still other problems involved the attempts to combine the agency's efforts with those of private and sectarian groups. The desire of the Corps officials was to allow these groups

\textsuperscript{31}\textit{Peace Corps, Third Annual Peace Corps Report}, p. 76.

\textsuperscript{32}\textit{Senate, Committee on Foreign Relations, Hearings to Amend the Peace Corps Act, 89th Congress, 1st Session (Washington, 1965)}, p. 1.
to finance, supervise, and supply technical instruments for the volunteers. Nevertheless, the only meaningful relationship has been made with the 4-H Clubs of America who finance "4-S Clubs" in Latin America.

The Corps has also had some administrative successes, particularly in efficient administration of money expended. No money or equipment valued at more than $1,000 is sent to a volunteer, in an effort to force him to use the resources already available within the host country. Most of these people live with the natives and at the level of subsistence common to their occupational group. For some this means privation while for others it may mean luxury. Substantial savings have been made in living expenses for all overseas personnel, both staff and volunteers. The savings have been sufficient to warrant considerable reductions in the yearly appropriations. The table in the appendix shows discrepancies between requested and legislated appropriations. Each year the unused funds have been returned to the Treasury to become a part of the next year's budget, thereby requiring less appropriations from the legislature. The agency has provided for the loss of private funds through more efficient administration of finances.

33See Appendix F.
CHAPTER V

CONCLUSIONS AND RECOMMENDATIONS

Almost everyone was in agreement concerning the Peace Corps' aim of giving aid to the underdeveloped nations. However, less idealistic issues became the objects of many heated debates. Issues such as communist infiltration,\(^1\) practicality of the youth corps,\(^2\) finances,\(^3\) draft exemption,\(^4\) and the benefits to be gained from the program\(^5\) were the more important concerns of many congressmen and senators. After four years of Corps operation, several of the issues have been settled. However, the question still troubling numerous congressmen is that of practicality: does the Peace Corps really accomplish its goals, whatever they are?\(^6\)

\(^2\)Congressional Record, 87th Congress, 1st Session, CVII, 19244.
\(^3\)Ibid., p. 19502.
\(^4\)Ibid., p. 16971.
\(^5\)Senate, Committee on Foreign Relations, Hearings on the Nomination of Bill D. Moyers to be Deputy Director of the Peace Corps, 88th Congress, 1st Session (Washington, 1963), p. 15.
According to official statement of the Corps, aid to the underdeveloped nations was the primary objective of the agency, but many persons have doubted this statement. The first disagreement with this purpose occurred when Senators Fulbright and Hickenlooper questioned Sargent Shriver about the possibility of extracting political concessions in exchange for specific projects. The two senators became concerned when the Peace Corps refused to send volunteers into the Arab nations. However, the issue was dropped until the host countries began to question the motives of the United States.

Since October of 1961 when Margery Michelmore wrote her ill-fated postcard, some of the African nations have claimed that the volunteers were spies sent to them by the Central Intelligence Agency. Nigeria and Ghana have continually accused the Peace Corps of spying and/or imperialism. At the time, only brief mention of these incidents was made in Congress.

Then, in January of 1962, top Corps officials granted their subordinates authority to classify Peace Corps

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8Supra., p. 45.
10Congressional Record, 87th Congress, 2d Session, CVIII, 1032.
information. Once again, the charges of the African governments gained prime importance in the Congressional debates. These subordinates were given permission to use their discretion in classifying reports and memorandums as "top secret," "secret," "confidential," or "not for publication."

Many congressmen protested. Senator Young, Democrat from Ohio, said he had a "dim view" of classification of information at will.11 Meanwhile, Congressman John H. Moss, Democrat from California and chairman of the House Information Subcommittee, demanded that Shriver explain why secrecy was important.12 Shriver said that classification was ordered because Peace Corps volunteers sometimes conduct diplomatic negotiations vital to the defense of the United States.13 Later, the issue was dropped, still unresolved, and no proof of work with the Central Intelligence Agency was offered.14 Naturally, the Corps officials insist they are not in the least way connected with the agency, but they cannot prove it because proof would require lifting the secrecy on many important documents. Likewise, congressmen and the foreign governments cannot substantiate their charges

11Ibid.
13Congressional Record, 87th Congress, 2d Session, CVIII, 1032.
since they do not have access to all Corps information. Still, it is very probable that the Peace Corps' ultimate purpose is something more directly beneficial to the United States, since the first concern of any foreign aid program is the benefits to be gained from the aid expended.

The ultimate purpose of the Corps is something other than aid. The activities of the volunteers offer many political benefits to the United States. Only two are expressed openly. The first of these is the friendship of many of the world's people. Immediately before passage of the Peace Corps Act, a Birmingham, England, newspaper was quoted as saying: "The President's initiative should do something to destroy the image of the 'Ugly American'." Through the aid of the Corps the United States expects to gain friends. Secondly, the American officials hope to get aid to the people, rather than the government. In former assistance programs, it was felt that too much went to the government bureaucracy. The result was more money for the bureaucrats, only nominal support for the United States,

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15 Senate, Summary of the Legislative Record and Digest of Major Accomplishments of the Eighty-Seventh Congress, First Session, p. 96.

16 Congressional Record, 87th Congress, 1st Session, CVII, 9289.

17 Senate, Summary of the Legislative Record and Digest of Major Accomplishments of Eighty-Seventh Congress, First Session, p. 96.
and no alleviation of the poverty of the people. The Peace Corps is an attempt to correct the failures of former aid programs.

Both of the above were expressed benefits; but there appear to be others that are not openly discussed. Through giving aid to these countries the United States quite possibly receives some information on political and economic conditions. The issue of connection with the Central Intelligence Agency was never satisfactorily concluded, and there is still cause for suspicions in this area. At least it has never been proven that Peace Corps representatives and volunteers do not relay important information to the agency and, until there is proof, there is always the possibility.

The Arab nations indicated a desire to make overtures which the United States rejected since the Arab nations would not accept Jews. In another instance, the United States withdrew all contingents from the island of Cyprus on March 19, 1964. They agreed to reinstate this project as soon as a

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18 Supra., p. 45.

19 Senate, Committee on Foreign Relations, Hearings on the Peace Corps, 87th Congress, 1st Session (Washington, 1961), p. 27.
cease-fire agreement was signed between Greece and Turkey. Why were volunteers not removed from Africa where a young nurse was hit by a marauding rebel; or from Bolivia, where two volunteers were held hostage during a tin mine strike; or from Panama, where volunteers were located in the midst of a riot against the United States? The official files are classified "secret" and no answers are forthcoming from Corps officials.

The agency has been relatively successful in some areas. Many of the host nations feel the Corps and its volunteers have been very beneficial to their nation and to their people. The following is from a letter sent to Charles S. Houston, Peace Corps Representative in India:

It is our good fortune that we met you in October, 1963. It is a golden letter day which changed the luck of Konalli.

Nowadays we are on the way to improving our living by increasing the land products. We have interested in the poultry farming too. The water facilities are available by irrigation which is necessary for agriculture. We have prepared a Short road to go to Kumta by our own "Shramadana" in the guidances of Mr. John from which we can send our crops easily to the

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21Ibid., p. 59.
22Ibid., p. 55.
23Ibid., p. 57.
market. Our School is also improving Step by Step.
The standard English language of the students are improving in Konalli.

The standard of English level is yet to be improved. For which the assistance of "Peace Corps" is essential. And again there is need of a High School, kindergarten, hospital, and the transport facilities as well as improved agricultural system. We believe that these things can be done only with the connection of your help and cooperation of your "Peace Corps."

Yours obediently,
Konalli School Betterment Committee

In January of 1964, Sargent Shriver visited Thailand to receive an honorary degree at Chulalongkorn University. In his capacity as guest speaker, the Thai Foreign Minister said:

It is indeed striking that this important idea, the most powerful idea in recent times, of a Peace Corps, of youth mingling, living, working with youth, should come from this mightiest nation on earth, the United States. Many of us who did not know about the United States thought of this great nation as a wealthy nation, a powerful nation, endowed with great material strength and many powerful weapons. But how many of us knew that in the United States ideas and ideals are also powerful? This is the secret of your greatness, of your might, which is not imposing on or crushing people, but is filled with the hope of future goodwill and understanding.

Perhaps one of the best measurements of Peace Corps success is the number of nations now having corps of their own. In 1963 President Kennedy created a separate Department

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24 Ibid., pp. 39-41.
25 Ibid., p. 11.
of State agency, the International Peace Corps Secretariat. Its function was to advise other nations planning volunteer service programs similar to the American program. In 1964, thirty-three nations had inaugurated their own domestic or international agency for volunteer aid. Countries with volunteers serving abroad include Canada, Australia, Belgium, Denmark, The Netherlands, France, Federal Republic of Germany, New Zealand, Norway, Switzerland, Israel, and the United Kingdom. Although not affiliated with the Secretariat, the Soviet Union now utilizes this form of foreign aid. In fact, the official Russian title is the English "Peace Corps." In spite of its overwhelming successes the agency has encountered failures, the major one in the area of availability of volunteers. There have never been difficulties in attracting applicants; the forms arrive at the average rate of 4,638 per month. But, only a small percentage is taken immediately—for most there is a year-long wait. Due to the wait, many will not be available at

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27 Peace Corps, Third Annual Peace Corps Report, p. 11.
28 Ibid., p. 73.
29 "Healthy Yearling," America, CVI (March 24, 1961), 809.
the time of assignment.\textsuperscript{31} The problem has become so great that some projects, such as the one scheduled in Brazil, have been cancelled due to a lack of suitable volunteers.\textsuperscript{32}

One of the financial failures of the Peace Corps involves the attempts to combine the agency's efforts with those of private and sectarian groups. Private agencies hesitate because Corps contingents are larger than they wish to handle, and sectarian groups do not want to become involved directly because of church-state relations. But, since the number of volunteers requested for many projects is not available, the Corps must send small contingents which have been acceptable to some of these groups, for example, Co-op for American Remittances Everywhere, Food and Agricultural Organization, and the 4-H Clubs of America. Unfortunately, the problem with sectarian groups is not so easily solved. The nation's history of separation of church and state cannot be easily set aside; missionary activities are too imbedded in doctrine. Corps officials are losing hopes of gaining any direct support from sectarian groups.

Recommendations

Continual problems have been found in the area of training. There are still some criticisms of the level of language


\textsuperscript{32}\textit{Ibid.}, p. 1.
fluency possessed by the volunteers. In addition, there have been a few minor incidents created by "culture shock" (Margery Michelmore was the only truly serious incident receiving public attention), and the Corps does attempt to correct the situation. One recommendation for alleviating both of these problems has been a longer training period, perhaps as long as one year. The Corps selects its volunteers for only two years and it must shorten the training time to the minimum requirements in order to get the volunteer into the field as soon as possible. Perhaps six months extra training could be the answer. There appears to be no problem in the question of length of service; many young people offered to volunteer in 1960 when then Presidential candidate Kennedy was talking in terms of ten years' service. And, in 1964, when 1,962 volunteers were scheduled to terminate, 134 extended their terms of service. The extra time spent in training could allow the person to receive first-hand knowledge of the existing conditions.

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34Peace Corps, Third Annual Peace Corps Report, p. 49.
35Congressional Record, 87th Congress, 1st Session, CVII, 4600.
within his host country, and "culture shock" might be eliminated. In addition to the abolition of the lack of experience with conditions of poverty, the trainee would acquire more fluency in the native language and could be more self-sufficient from the first day of his life abroad.

The Peace Corps has two objectives, one hidden and one open. One involves the professed objective of aid to the underdeveloped nations of the world. The other is entirely related to the national interest, and to the interest of powerful groups and individuals in both the United States and host country. If the self-interest motive should become widely recognized as such, the agency may find itself in disrepute throughout the world. At the moment the volunteers are sent to help as many nations as is possible. All nations requesting aid cannot receive it because there is a shortage of volunteers. But many people are given help and are taught ways to raise their standards of living. When the support for the United States becomes a proven objective, these nations might continue to ask for American aid as always, but the United States would lose its idealistic appeal to them. There is much prestige to be gained by keeping the nations of the world from proving that the United States is merely trying to win support for her policies.

38 "Postcard 'Gone Astray'," America, CVI (October 28, 1961), 109.
The Peace Corps' successes can continue only if certain procedures are observed. Dwight P. Heath, Assistant Professor of Anthropology and the Peace Corps advisor on Bolivia, notes six factors for success which must continue:

1) Peace Corps responds to needs as felt by the people: Requests for Peace Corps volunteers are submitted by the host government for specific kinds of skilled workers to help in specific projects which the local people feel are important.

2) Peace Corps volunteers are prepared for overseas service: Volunteers undergo an intensive language study as well as an introduction to the history, economics, politics, sociology, culture, and other aspects of life in the country to which they will be sent.

3) Peace Corps volunteers are integrated with nationals: They work on similar jobs, live under similar conditions, and meet in informal social activities as well as on the job.

4) Peace Corps volunteers are administered by the host government: These people work in the employ of the national government, with national colleagues, on projects which are of importance to the local people.

5) Peace Corps is an efficient organization: Every effort has been spent to keep the administration at a minimum, to avoid top-heavy bureaucracy.

6) Members of the Peace Corps are concerned about their work: They share an enthusiastic esprit de corps which stems from their emotional as well as their intellectual dedication to their work.38

A seventh factor would be the extraction of political concessions in exchange for projects. Future politicians would be wise to insure that the political manipulation of projects does not become evident to the nations of the world.

38Congressional Record, 87th Congress, 2d Session, CVIII, 2095.
APPENDIX A

PEACE CORPS VOLUNTEER QUALIFICATIONS*

Job Skills:

<table>
<thead>
<tr>
<th>Type of Job</th>
<th>Professional</th>
<th>Amateur</th>
</tr>
</thead>
<tbody>
<tr>
<td>Farm Equipment</td>
<td>580</td>
<td>538</td>
</tr>
<tr>
<td>Carpenters</td>
<td>172</td>
<td>290</td>
</tr>
<tr>
<td>Plumbers</td>
<td>616</td>
<td>1,462</td>
</tr>
<tr>
<td>Nursing</td>
<td>270</td>
<td>344</td>
</tr>
<tr>
<td>Electricians</td>
<td>295</td>
<td>684</td>
</tr>
<tr>
<td>Surveyors</td>
<td>205</td>
<td>371</td>
</tr>
<tr>
<td>Automobile Mechanics</td>
<td>406</td>
<td>926</td>
</tr>
<tr>
<td>Handicrafts</td>
<td>313</td>
<td>868</td>
</tr>
<tr>
<td>Tractor Operators</td>
<td>712</td>
<td>263</td>
</tr>
<tr>
<td>Knowledge of Foreign Areas</td>
<td>2,462</td>
<td>--</td>
</tr>
</tbody>
</table>

*Congressional Record, 87th Congress, 1st Session, CVII, 12579. This study is based on data compiled from the first 4,800 applicants.
APPENDIX A—Continued

Language skill: Give a short talk, read a newspaper, write a letter, understand a discussion. Number who could do at least two:

<table>
<thead>
<tr>
<th>Language</th>
<th>Number</th>
</tr>
</thead>
<tbody>
<tr>
<td>Spanish</td>
<td>1,028</td>
</tr>
<tr>
<td>Italian</td>
<td>203</td>
</tr>
<tr>
<td>French</td>
<td>1,048</td>
</tr>
<tr>
<td>Portuguese</td>
<td>66</td>
</tr>
<tr>
<td>Hindu and Urdu</td>
<td>12</td>
</tr>
<tr>
<td>Mandarin, Cantonese, or other Chinese</td>
<td>22</td>
</tr>
<tr>
<td>Arabic</td>
<td>24</td>
</tr>
</tbody>
</table>

Activities:

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<th>Activity</th>
<th>Number</th>
</tr>
</thead>
<tbody>
<tr>
<td>Football</td>
<td>880</td>
</tr>
<tr>
<td>Swimming</td>
<td>2,520</td>
</tr>
<tr>
<td>Mountain climbing</td>
<td>495</td>
</tr>
<tr>
<td>Working with youth groups</td>
<td>2,100</td>
</tr>
<tr>
<td>Volunteer in hospital or clinic</td>
<td>407</td>
</tr>
</tbody>
</table>

Educational level:

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<tr>
<th>Level</th>
<th>Number</th>
</tr>
</thead>
<tbody>
<tr>
<td>1 or more years of graduate or professional study</td>
<td>1,203</td>
</tr>
<tr>
<td>College graduate</td>
<td>1,817</td>
</tr>
<tr>
<td>1 to 3 years of college</td>
<td>1,248</td>
</tr>
<tr>
<td>High school graduate</td>
<td>389</td>
</tr>
<tr>
<td>Less than high school graduate</td>
<td>143</td>
</tr>
</tbody>
</table>

Professional concentration:

<table>
<thead>
<tr>
<th>Concentration</th>
<th>Number</th>
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</thead>
<tbody>
<tr>
<td>English and Foreign languages</td>
<td>207</td>
</tr>
<tr>
<td>Engineering, math, chemistry</td>
<td>192</td>
</tr>
<tr>
<td>Education</td>
<td>1,047</td>
</tr>
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Ages:

<table>
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<th>Age Range</th>
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</thead>
<tbody>
<tr>
<td>21 - 25</td>
<td>2,507</td>
</tr>
<tr>
<td>26 - 30</td>
<td>686</td>
</tr>
<tr>
<td>31 - 50</td>
<td>437</td>
</tr>
<tr>
<td>66 and over</td>
<td>99</td>
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</tbody>
</table>

Sex:

<table>
<thead>
<tr>
<th>Gender</th>
<th>Number</th>
</tr>
</thead>
<tbody>
<tr>
<td>Male</td>
<td>3,061</td>
</tr>
<tr>
<td>Female</td>
<td>1,356</td>
</tr>
</tbody>
</table>
APPENDIX B

PEACE CORPS VOLUNTEER QUESTIONNAIRE *

The purpose of this Questionnaire is to enable the Peace Corps to obtain information about the number and qualifications of people now prepared to volunteer for service with the Peace Corps.

Filling out and returning this Questionnaire does not constitute an obligation on the part of either a volunteer or the Peace Corps.

U.S. citizens 18 years of age or over. Including married couples without children under 18, if both husband and wife are willing to volunteer for the Peace Corps, may file Questionnaires. Married couples are asked to return Questionnaires in the same envelope.

Questionnaires will be reviewed to determine the number of qualified persons available for various Peace Corps projects. Ultimately, the Questionnaires, together with additional tests and interviews, will enable the Peace Corps to make tentative selections of volunteers for specific overseas projects. There will then be a training period in the United States for volunteers so selected. Only after completion of the training period will volunteers finally be accepted for overseas service.

Peace Corps volunteers should have technical ability, physical stamina and emotional stability. They must be able to adapt themselves to an unfamiliar way of life and to work overseas with peoples of all colors, religions, races, and cultures. Many volunteers will work and live apart from other Americans. Proficiency in a language other than English often will be necessary. The usual length of service will be two years.

Everyone returning this Questionnaire should understand that at the present time the Peace Corps program is on a temporary pilot basis.

Those returning this Questionnaire need not write the Peace Corps again except to advise of a change of address or a change in availability.

INSTRUCTIONS FOR FILLING OUT QUESTIONNAIRE

1. Type your answers if possible or write clearly in dark ink.
2. Answer all questions. Read the instructions for each question carefully. When you have finished filling out the questionnaire, check your answers to be sure they are complete and accurate. Ignore the bold face code numbers beside the boxes.
3. If you use additional pages, attach them securely to the Questionnaire. Use only pages of about the same size as this page.
4. If you are married, the Questionnaires of both husband and wife should be sent in the same envelope.
5. Be sure your Questionnaire is dated and signed in ink before you send it in. If you are a married woman, sign your application with your given (first) name: e.g., Mrs. Mary E. Doe, not Mrs. John R. Doe.
6. Do not file this Questionnaire before your 18th birthday. If you are under 21 and not married, a parent's or guardian's permission may be required before anyone is finally accepted for overseas service by the Peace Corps.
7. Persons requiring special diets or frequent medical or dental treatment should not file a Questionnaire. The rigors of Peace Corps life will preclude acceptance of such Volunteers. A thorough medical examination is required for Peace Corps service.

Additional copies of the Questionnaire may be obtained from the Peace Corps, Washington 25, D.C.

When completed, return Questionnaire to:
Volunteer Questionnaire
PEACE CORPS
Washington 25, D.C.

*United States Senate, Committee on Foreign Relations, Hearings on the Nomination of Robert Sargent Shriver, Jr., to be Director of the Peace Corps (Washington, 1961), pp. 53-58.
# APPENDIX B—Continued

**PEACE CORPS VOLUNTEER QUESTIONNAIRE**

<table>
<thead>
<tr>
<th>Code Number</th>
<th>Write clearly</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
</tr>
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</table>

<table>
<thead>
<tr>
<th>Code Number</th>
<th>Write clearly</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
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</table>

<table>
<thead>
<tr>
<th>Code Number</th>
<th>Write clearly</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
</tr>
</tbody>
</table>

## 1. Full name (Last) (First) (Middle) (Initial) (Aliased) (Duration and what other) |

---

<table>
<thead>
<tr>
<th>Code Number</th>
<th>Write clearly</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
</tr>
</tbody>
</table>

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## 3. Permanent home address |

---

## 6. Year of birth |

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## 7. Sex: 1 Male 2 Female |

---

## 8. Marital Status: Check one: |

---

## 9. Military Service: Check one: |

---

## 10. What is your employment/education or military status? Check one: |

---

## 11. If you do not know any foreign language check here [ ] and go on to the next question. For the following language indicate your ability by placing a check in each appropriate box. Check the appropriate box only if you have the ability described at the head of the column for each of the language level below. Mark your choices carefully. |

---

## 13. Arm and service preferences: Check the appropriate box. |

---

## 14. If you checked Yes to any arm above give your reasons: |

---

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APPENDIX B—Continued

17. Have you ever been domiciled or resided outside any state, territory, or country with your employer or for any other reason?

18. Do you have any of the following physical or mental ailments now?

19. Do you have any visual or auditory impairments?

20. Have you ever been domiciled or resided outside any state, territory, or country with your employer or for any other reason?

21. Do you have any visual or auditory impairments?

22. Have you ever been domiciled or resided outside any state, territory, or country with your employer or for any other reason?

23. Do you have any visual or auditory impairments?
APPENDIX B—Continued

10. Check the highest grade or year you will have completed by September 1.

1. Less than 9th grade
2. 9th grade
3. College Freshman
4. College sophomore
5. College junior
6. College senior
7. One or more years of graduate or professional school

11. Answer in each of the following 67 boxes (please write clearly) the approximate number of hours per week or semester or year of the courses you will have completed by September 1 in each field of study. Subject for graduate and professional school students: Graduate School and College of Professional School. If none, write "0" in the box.

- English
- Foreign Language
- Humanities
- Fine or Applied Arts
- Area Studies
- Engineering
- Mathematics
- Chemistry
- Other Physical Sciences
- Physical Education
- Vocational Education
- Education
- Social Work
- Sociology, Anthropology
- Other Social & Behavioral Sciences
- Home Economics including nutrition
- Agriculture
- Forestry
- Animal Husbandry
- Extension Work
- Other Agricultural Fields
- Fishing
- Medicine
- Botany or Botanical Engineering
- Other Health Fields
- Biological Sciences (not including above)
- Other Field: Specify

In which subject did you have the greatest knowledge?

12. Have you served, or are you now serving in an apprenticeship in any trade?

1. Yes. I completed an apprenticeship in

2. Yes. I have served part of an apprenticeship in

3. No.

13. List below the full-time jobs of more than 1 month's duration that you have had during the past 5 years. Include your military service. If any. Start with most recent job.

(If more space is needed, attach a separate sheet of paper and mark in Question 13.)

<table>
<thead>
<tr>
<th>Date of employment: From</th>
<th>To</th>
</tr>
</thead>
</table>

Name of employer ____________________________
Kind of business ____________________________
Employee's address __________________________
Average number of hours per week: _________ Rate of pay $ _______ per __________
Name of immediate supervisor ________________________
Major duties ____________________________
Job title __________________________________
Reason for leaving job __________________________

<table>
<thead>
<tr>
<th>Date of employment: From</th>
<th>To</th>
</tr>
</thead>
</table>

Name of employer ____________________________
Kind of business ____________________________
Employee's address __________________________
Average number of hours per week: _________ Rate of pay $ _______ per __________
Name of immediate supervisor ________________________
Major duties ____________________________
Job title __________________________________
Reason for leaving job __________________________

<table>
<thead>
<tr>
<th>Date of employment: From</th>
<th>To</th>
</tr>
</thead>
</table>

Name of employer ____________________________
Kind of business ____________________________
Employee's address __________________________
Average number of hours per week: _________ Rate of pay $ _______ per __________
Name of immediate supervisor ________________________
Major duties ____________________________
Job title __________________________________
Reason for leaving job __________________________

<table>
<thead>
<tr>
<th>Date of employment: From</th>
<th>To</th>
</tr>
</thead>
</table>

Name of employer ____________________________
Kind of business ____________________________
Employee's address __________________________
Average number of hours per week: _________ Rate of pay $ _______ per __________
Name of immediate supervisor ________________________
Major duties ____________________________
Job title __________________________________
Reason for leaving job __________________________
APPENDIX B—Continued

94. List the high schools (public or private), colleges or universities you attended. If you attended a vocational high school or technical school, indicate major field of study.

<table>
<thead>
<tr>
<th>Name and Location of School</th>
<th>Date Attended</th>
<th>Degree, Diploma, Certificate</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
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<tr>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

95. Fill in the following information for each paid or unpaid summer job you have held for more than one month between the ages of 17 and 21 or until the present if you are not yet 22. Start with your most recent job.

<table>
<thead>
<tr>
<th>Name of Organization</th>
<th>Full Address</th>
<th>Date of Employment</th>
<th>Job Title</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
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<tr>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Add additional sheets if you wish. Mark as Question 25.

96. List below NON-PAID (volunteer) jobs that you have had and not included above. Do not include extra-curricular college or school activities. Start with your most recent job.

<table>
<thead>
<tr>
<th>Name of Organization</th>
<th>Full Address</th>
<th>Date of Employment</th>
<th>Job Title</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
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</tr>
<tr>
<td></td>
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<td></td>
<td></td>
</tr>
</tbody>
</table>

97. List the offices or positions you have held during the past 2 years, in any organizations (such as work, labor, arts, welfare, school or youth groups). List only the highest office or position held in any one organization.

<table>
<thead>
<tr>
<th>Name of Organization</th>
<th>Name of Office or Position Held</th>
<th>Date of Position</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
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<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

If additional space is needed, attach a sheet to this form, and mark as Question 27.

98. List the names, occupations, and address of at least one person you who are better qualified than you for selection in the Peace Corps, other than private or personal friends. If possible, this person should be employed in your area of interest. Personal friends, neighbors, and other acquaintances are not acceptable. Also, any organization that you have worked for should not be included. Include the names of other persons who have worked at work, labor, arts, welfare, school, and similar organizations that you held.

<table>
<thead>
<tr>
<th>Name of Person</th>
<th>Full Address</th>
<th>Title or Occupation</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
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<tr>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Please attach separate sheets containing any information which will be helpful to the Peace Corps in considering your application.

DO NOT SEND IN YOUR QUESTIONNAIRE IF YOU DO NOT MEET ALL THE CONDITIONS STATED ON THE INSTRUCTION SHEET.

Signature: __________________________ Date: __________

Address the envelope to: Volunteer Questionnaire, Peace Corps, Washington 25, D.C.

If husband and wife are subscribers, both questionnaires should be enclosed in the same envelope.

PLEASE DO NOT WRITE TO ASK ABOUT THE STATUS OF YOUR QUESTIONNAIRE. YOU WILL BE INFORMED AS SOON AS INFORMATION IS AVAILABLE.
APPENDIX B—Continued

The Peace Corps may want to conduct interviews or examination in the cities or towns listed below. Therefore pick out of the following first page of the Questionnaire. If your address during this six-month period will be a foreign country, enter Code 70-00.

BE CAREFUL TO COPY THE CODE NUMBER CORRECTLY

COLORADO:  Boulder  16-10;  Colorado Springs  15-11;  Denver  15-12;  Fort Collins  15-13;  Golden  15-14;  Greeley  15-15;  Laramie  15-16;  Lakewood  15-17;  Longmont  15-18;  Pueblo  15-19;  Rocky  Ford  15-20;  Salida  15-21;  Sheridan  15-22;  Sterling  15-23;  Trinidad  15-24;  Watertown  15-25;  Westminster  15-26;  Wyoming  15-27

LOUISIANA:  Alexandria  30-10;  Baton Rouge  30-11;  Shreveport  30-12;  New Orleans  30-13;  Lafayette  30-14;  Monroe  30-15;  Slidell  30-16;  Lake Charles  30-17;  Natchitoches  30-18;  Bossier City  30-19;  Lafayette  30-20;  West Monroe  30-21;  Hammond  30-22;  Thibodaux  30-23;  Ruston  30-24;  Natchez  30-25

MISSISSIPPI:  Jackson  36-10;  Oxford  36-11;  Hattiesburg  36-12;  Tupelo  36-13;  Vicksburg  36-14;  Gulfport  36-15;  Batesville  36-16;  Hattiesburg  36-17;  Meridian  36-18;  Starkville  36-19;  Clinton  36-20;  Brookhaven  36-21;  Pascagoula  36-22;  Meridian  36-23;  Hattiesburg  36-24;  Oxford  36-25;  Batesville  36-26

OHIO:  Akron  47-10;  Athens  47-11;  Bowling Green  47-12;  Chillicothe  47-13;  Canton  47-14;  Cleveland  47-15;  Columbus  47-16;  Dayton  47-17;  Lima  47-18;  Marietta  47-19;  Portsmouth  47-20;  Steubenville  47-21;  Toledo  47-22;  Youngstown  47-23

PENNSYLVANIA:  Altoona  50-10;  Allentown  50-11;  Bethlehem  50-12;  Chambersburg  50-13;  Erie  50-14;  Harrisburg  50-15;  Philadelphia  50-16;  Pittsburgh  50-17;  Scranton  50-18;  University Park  50-19;  Wilkes-Barre  50-20;  Williamsport  50-21;  York  50-22

Puerto Rico:  Mayaguez  31-10;  Ponce  31-11;  San Juan  31-12

Rhode Island:  Providence  51-21;  East Providence  51-22

WASHINGTON:  Aberdeen  59-10;  Bellingham  59-11;  Vancouver  59-12;  Yakima  59-13

WEST VIRGINIA:  Charleston  62-10;  Clarksburg  62-11;  Huntington  62-12;  Morgantown  62-13;  Wheeling  62-14;  Beckley  62-15
APPENDIX C

PEACE CORPS VOLUNTEERS OVERSEAS

<table>
<thead>
<tr>
<th>Name of Countries</th>
<th>1961*</th>
<th>1962**</th>
<th>1963***</th>
<th>1964****</th>
</tr>
</thead>
<tbody>
<tr>
<td>Afghanistan</td>
<td>--</td>
<td>9</td>
<td>71</td>
<td>62</td>
</tr>
<tr>
<td>Bolivia</td>
<td>--</td>
<td>130</td>
<td>149</td>
<td>291</td>
</tr>
<tr>
<td>Brazil</td>
<td>--</td>
<td>143</td>
<td>199</td>
<td>446</td>
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<tr>
<td>British Honduras</td>
<td>--</td>
<td>34</td>
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<tr>
<td>Cameroon</td>
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<td>40</td>
<td>90</td>
<td>155</td>
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<tr>
<td>Ceylon</td>
<td>--</td>
<td>38</td>
<td>34</td>
<td>--</td>
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<tr>
<td>Chile</td>
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<td>107</td>
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<td>Colombia</td>
<td>64</td>
<td>231</td>
<td>456</td>
<td>831</td>
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<tr>
<td>Costa Rica</td>
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<td>30</td>
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<td>65</td>
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<tr>
<td>Cyprus</td>
<td>--</td>
<td>22</td>
<td>22</td>
<td>--</td>
</tr>
<tr>
<td>Dominican Republic</td>
<td>--</td>
<td>185</td>
<td>175</td>
<td>171</td>
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<tr>
<td>Ecuador</td>
<td>--</td>
<td>166</td>
<td>262</td>
<td>444</td>
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<tr>
<td>El Salvador</td>
<td>--</td>
<td>23</td>
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*Congressional Record, 87th Congress, 1st Session, CVII, 19247.


APPENDIX C—Continued

<table>
<thead>
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<th>Name of Countries</th>
<th>1961</th>
<th>1962</th>
<th>1963</th>
<th>1964</th>
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</thead>
<tbody>
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<td>Ethiopia</td>
<td>--</td>
<td>275</td>
<td>414</td>
<td>726</td>
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<tr>
<td>Gabon</td>
<td>--</td>
<td>--</td>
<td>75</td>
<td>70</td>
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<tr>
<td>Ghana</td>
<td>70</td>
<td>115</td>
<td>139</td>
<td>200</td>
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<td>Guatemala</td>
<td>--</td>
<td>--</td>
<td>114</td>
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<td>Guinea</td>
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<td>--</td>
<td>76</td>
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<td>Honduras</td>
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<td>25</td>
<td>61</td>
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<td>India</td>
<td>10</td>
<td>75</td>
<td>172</td>
<td>266</td>
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<td>Indonesia</td>
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<td>31</td>
<td>31</td>
</tr>
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<td>Iran</td>
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<td>Ivory Coast</td>
<td>--</td>
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<td>56</td>
<td>51</td>
</tr>
<tr>
<td>Jamaica</td>
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<td>Liberia</td>
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<td>Malawi</td>
<td>--</td>
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<td>Malaya*</td>
<td>--</td>
<td>115</td>
<td>217</td>
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<td>Morocco</td>
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<td>Nepal</td>
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<td>Nigeria</td>
<td>100</td>
<td>323</td>
<td>475</td>
<td>760</td>
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<tr>
<td>Nyasaland</td>
<td>--</td>
<td>47</td>
<td>44</td>
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</tr>
</tbody>
</table>

*Three formerly separate Peace Corps projects--in Sabah (North Borneo), Sarawak, and Malaya--were combined into one with the formation of Malaysia in September, 1963.*
### APPENDIX C--Continued

<table>
<thead>
<tr>
<th>Name of Countries</th>
<th>1961</th>
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<th>1963</th>
<th>1964**</th>
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<tr>
<td>Pakistan</td>
<td>--</td>
<td>162</td>
<td>222</td>
<td>191</td>
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<tr>
<td>Panama</td>
<td>--</td>
<td>--</td>
<td>58</td>
<td>76</td>
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<tr>
<td>Peru</td>
<td>--</td>
<td>204</td>
<td>392</td>
<td>533</td>
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<tr>
<td>Philippines</td>
<td>150</td>
<td>685</td>
<td>--</td>
<td>372</td>
</tr>
<tr>
<td>Sabah-Sarawak*</td>
<td>--</td>
<td>62</td>
<td>138</td>
<td>--</td>
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<tr>
<td>Senegal</td>
<td>--</td>
<td>43</td>
<td>66</td>
<td>112</td>
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<td>Sierra Leone</td>
<td>--</td>
<td>125</td>
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<td>Somalia</td>
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<td>17</td>
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<td>Thailand</td>
<td>--</td>
<td>149</td>
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<td>65</td>
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<td>Turkey</td>
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<td>39</td>
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<td>285</td>
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<td>Uruguay</td>
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<td>--</td>
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<td>38</td>
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<td>Venezuela</td>
<td>--</td>
<td>95</td>
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<td>273</td>
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<td>West Indies</td>
<td>17</td>
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</tbody>
</table>

*Three formerly separate Peace Corps projects—in Sabah (North Borneo), Sarawak, and Malaya—were combined into one with the formation of Malaysia in September, 1963. The Sabah-Sarawak contingent for 1964 is included in the contingent for Malaya on the preceding page.

**Kenya and Uganda were scheduled to receive their first consignments of volunteers in the fall.
APPENDIX D

PEACE CORPS HOST AREAS

<table>
<thead>
<tr>
<th>Geographic Area</th>
<th>1961*</th>
<th>1962**</th>
<th>1963***</th>
<th>1964****</th>
</tr>
</thead>
<tbody>
<tr>
<td>Africa</td>
<td>200</td>
<td>1,431</td>
<td>2,148</td>
<td>3,734</td>
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<tr>
<td>Far East</td>
<td>150</td>
<td>1,011</td>
<td>644</td>
<td>1,070</td>
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<tr>
<td>Latin America</td>
<td>132</td>
<td>1,381</td>
<td>2,389</td>
<td>3,490</td>
</tr>
<tr>
<td>Near East and South Asia</td>
<td>10</td>
<td>458</td>
<td>809</td>
<td>1,150</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>492</td>
<td>4,281</td>
<td>5,990</td>
<td>9,444</td>
</tr>
</tbody>
</table>

*Congressional Record, 87th Congress, 1st Session, CVII, 19247.


## APPENDIX E

### TYPICAL COSTS PER VOLUNTEER*

<table>
<thead>
<tr>
<th>Items of Expenditure</th>
<th>FY 1963</th>
<th>FY 1964</th>
<th>FY 1965</th>
</tr>
</thead>
<tbody>
<tr>
<td>Background Investigation</td>
<td>$400</td>
<td>$400</td>
<td>$400</td>
</tr>
<tr>
<td>Readjustment Allowance</td>
<td>1,900</td>
<td>1,900</td>
<td>1,900</td>
</tr>
<tr>
<td>Training</td>
<td>1,900</td>
<td>3,000</td>
<td>3,000</td>
</tr>
<tr>
<td>Travel and Transportation</td>
<td>2,000</td>
<td>1,700</td>
<td>1,700</td>
</tr>
<tr>
<td>Living Allowance</td>
<td>4,000</td>
<td>3,400</td>
<td>3,400</td>
</tr>
<tr>
<td>Medical Examination and Care</td>
<td>600</td>
<td>300</td>
<td>300</td>
</tr>
<tr>
<td>Other</td>
<td>2,400</td>
<td>900</td>
<td>800</td>
</tr>
</tbody>
</table>

**Total for Two Years** | $13,200 | $11,600 | $11,500 |

<table>
<thead>
<tr>
<th>Expenditures</th>
<th>FY 1963</th>
<th>FY 1964</th>
<th>FY 1965</th>
</tr>
</thead>
<tbody>
<tr>
<td>Average annual rate per volunteer</td>
<td>$6,600</td>
<td>$5,800</td>
<td>$5,750</td>
</tr>
<tr>
<td>Administration</td>
<td>2,400</td>
<td>2,300</td>
<td>2,075</td>
</tr>
<tr>
<td>Total average annual cost</td>
<td>$9,000</td>
<td>$8,100</td>
<td>$7,825</td>
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</table>

APPENDIX F

PEACE CORPS APPROPRIATIONS

<table>
<thead>
<tr>
<th>Fiscal Year</th>
<th>Requested</th>
<th>Appropriated</th>
</tr>
</thead>
<tbody>
<tr>
<td>1962</td>
<td>$40,000,000*</td>
<td>$30,000,000**</td>
</tr>
<tr>
<td>1963</td>
<td>63,800,000**</td>
<td>59,000,000***</td>
</tr>
<tr>
<td>1964</td>
<td>102,000,000***</td>
<td>92,100,000****</td>
</tr>
<tr>
<td>1965</td>
<td>104,000,000****</td>
<td>87,100,000****</td>
</tr>
</tbody>
</table>

*Congressional Record, 87th Congress, 1st Session, CVII, 19505.

**Senate, Committee on Appropriations, Hearings on Foreign Assistance and Other Related Agencies Appropriations for 1963 (Washington, 1962), p. 3.


APPENDIX G

PEACE CORPS TREATY*

Agreement Effected by Exchange of Notes
Signed at Kuala Lumpur September 4, 1961;
Entered into force September 4, 1961

Excellency:

I have the honor to refer to recent conversations between representatives of our two governments concerning appropriate arrangements with respect to the men and women of the United States of America who volunteer to serve in the Peace Corps and who, at the request of your Government, would live and work for periods of time in the Federation of Malaya. In these conversations your Government has indicated that it would welcome Peace Corps Volunteers and Peace Corps leaders.

I have the honor to propose the following understanding with respect to the Peace Corps:

1. The Government of the Federation of Malaya will accord equitable treatment to Peace Corps volunteers and volunteer leaders, afford them, particularly in case of need, full aid and protection, and fully inform and consult and cooperate with representatives of the Government of the United States of America with respect to all matters concerning them.

*United States Department of State, United States Treaties and Other International Agreements, XII (Washington, 1962), 1185-1186.
APPENDIX G--Continued

2. The Government of the Federation of Malaya will receive a Peace Corps representative and such staff and other personnel as are acceptable to the Federation of Malaya who will discharge functions with respect to Peace Corps programs.

3. The Government of the Federation of Malaya will exempt funds, equipment, materials, and supplies furnished or financed by the Government of the United States and used in connection with Peace Corps programs from taxes, investment or deposit controls, and from customs duties, charges or other fees.

4. The Government of the Federation of Malaya will exempt Peace Corps volunteers, volunteer leaders, the Peace Corps staff, and other personnel accepted hereunder from immigration fees, from income tax on all income derived from their Peace Corps work and from sources outside the Federation of Malaya, from social security taxes, charges and fees except: a) sales taxes or other charges or fees included in the price of goods and services, and b) license fees, and will exempt volunteers and volunteer leaders, Peace Corps representatives and staff, and other personnel accepted hereunder from all customs duties, fees and charges on their personal property introduced into the Federation of Malaya at or about the time of their arrival.

5. Appropriate representatives of the Government of the United States of America and the Government of the Federation of Malaya may make from time to time such arrangements with respect to Peace Corps volunteers and volunteer leaders and Peace Corps programs in the Federation of Malaya as appear necessary or desirable for purposes of implementing this agreement.

Finally, I have the honor to propose that, if these understandings are acceptable to the Government of the
Federation of Malaya, this note and your Excellency's reply note concurring therein shall constitute an agreement between our two Governments which shall enter into force on the date of your Excellency's reply note and which shall remain in force until ninety days after the date of written notification from either Government to the other of intention to terminate it.

Accept, Excellency, the renewed assurance of my highest consideration.

Charles F. Baldwin

Embassy of the United States of America

Kuala Lumpur, September 4, 1961

His Excellency
Enche Muhammad Ghazali Bin Shafie,
Permanent Secretary
Ministry of External Affairs,
Federation of Malaya.
BIBLIOGRAPHY

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