



Peace Corps Office of Inspector General



Final Program Evaluation Report: Peace Corps/Belize

August 2009



**Final Program Evaluation Report:
Peace Corps/Belize
IG-09-14-E**

A handwritten signature in blue ink that reads "Susan Gasper". The signature is written in a cursive style and is centered within a light blue rectangular background.

Susan Gasper
Acting Assistant Inspector General for Evaluations

August 2009

EXECUTIVE SUMMARY

The Office of Inspector General (OIG) conducted an evaluation of Peace Corps/Belize operations from March 3 - 20, 2009. The evaluation covered fiscal years 2007 through February 2009, and reviewed programming, training, Volunteer support, health care, Volunteer safety, housing, work sites, and staff organization.

At the onset of our evaluation, there were 67 Volunteers and 18 staff in Belize. Personal interviews were conducted with 16 Volunteers (24% of Volunteers) and with 13 in-country staff (72% of staff). Additional interviews were conducted with Peace Corps headquarters staff, U.S. Embassy representatives in Belize, and key project partners. PC/Belize has four projects: (1) Youth Development; (2) Education; (3) Business; and (4) Health.

PC/Belize has been successfully placing Volunteers in Belizean communities since 1962. The OIG evaluation determined that the post has an experienced and dedicated staff and strong and effective leadership. PC/Belize enjoys a renewed sense of enthusiasm and commitment to the Peace Corps mission following a period of low morale. Peace Corps has an excellent reputation in Belize and the post has developed positive working relationships with a large number of project partners. PC/Belize and U.S. Embassy staff collaborate effectively on security issues and post communicates well with PC/headquarters offices. PC/Belize has established effective operational systems related to programming and training and most aspects of Volunteer support.

In addition to identifying successful systems and initiatives, we determined that the following areas inhibit the efficiency and effectiveness of PC/Belize:

- Fewer than half the Volunteers interviewed for this evaluation were working successfully with their assigned counterparts.
- The post could improve the alignment of Volunteer and counterpart work expectations by establishing more realistic expectations for incoming Volunteers and new counterparts.
- Although English is the official language of Belize, the community integration of many rural Volunteers is limited by poor local language skills.
- Volunteers reported dissatisfaction with the quality of site visits.
- Volunteers reported dissatisfaction with the quality of biannual report feedback.
- The medical support of Volunteers has been negatively impacted by the Peace Corps Medical Officer's (PCMO) training obligations. In addition, Volunteers report inconsistencies with the distribution of medications.

Our report contains 15 recommendations, which, if implemented, should strengthen programming operations and increase the post's compliance with Peace Corps policies.

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HOST COUNTRY BACKGROUND

Belize was the site of several Mayan city states until their decline at the end of the first millennium A.D. The British and Spanish disputed the region in the 17th and 18th centuries; it formally became the colony of British Honduras in 1854.¹ Territorial disputes between the United Kingdom and Guatemala delayed the independence of Belize until 1981. Guatemala did not recognize the new nation until 1992. Tourism has become the mainstay of the economy. Current concerns include an unsustainable foreign debt, high unemployment, increasing involvement in the South American drug trade, growing urban crime, and increasing incidences of HIV/AIDS.

PEACE CORPS PROGRAM BACKGROUND

Peace Corps began working in Belize in 1962 and has operated continuously since that time. Nearly 1,800 Volunteers have served in Belize. At the time of this evaluation there were 67 Volunteers serving in the following four projects:

- **Youth Development**

Project partners for this sector include the Ministry of Education, National 4-H Youth Development Center, and a number of non-governmental organizations (NGOs). Volunteers work with youth organizations and agencies to develop and manage programs that generate opportunities for social, recreational, and health activities for youths. Volunteers work with youth to develop their job readiness skills and empower them to make healthy life decisions.

- **Education**

The Ministry of Education is the primary project partner for this project. Volunteers work to meet literacy and teacher training goals. Volunteer activities focus on building the capacity of teachers and administrators. The three main areas of focus are teacher education and training, early childhood education and development, and special education.

- **Business and Organizational Management**

Project partners in this sector include the National Association of Village Councils and a range of NGOs and community based organizations. Volunteer activities focus on business and organizational management capacity building in rural areas and strengthening the leadership and planning skills of local village councils.

- **Healthy Communities**

Project partners include the ministries of Health, Education, and Human Development, the National Association of Village Councils, and a consortium of

¹ In 1973, the country's name was changed from British Honduras to Belize.

agencies in the Toledo district.² Volunteers assist rural families – primarily Mayan communities – in Belize’s poorest districts. Volunteer activities focus on the promotion of proper hygiene and nutrition, health worker capacity building and sanitation education programs with families, schools, and communities.

OBJECTIVES, SCOPE, AND METHODOLOGY

The mission of the Office of Inspector General (OIG) is to prevent and detect fraud, waste, abuse, and mismanagement and to promote effectiveness and efficiency in government. In February 1989, the Peace Corps/OIG was established under the Inspector General Act of 1978, as amended, and is an independent entity within the Peace Corps. The Inspector General (IG) is under the general supervision of the Peace Corps Director and reports both to the Director and Congress.

The Evaluation Unit within the Peace Corps Office of Inspector General provides the agency with independent evaluations of all management and operations of the Peace Corps, including overseas posts and domestic offices. OIG evaluators identify best practices and recommend program improvements to comply with Peace Corps policies.

For post evaluations we use the following researchable questions to guide our work:

- To what extent has the post developed and implemented programs intended to increase the capacity of host country communities to meet their own technical needs?
- To what extent has the post implemented programs to promote cross-cultural understanding?
- To what extent does training provide Volunteers the necessary knowledge, skills, and attitudes to integrate into the community and perform their jobs?
- To what extent has the post provided adequate support and oversight to Volunteers?
- To what extent are post resources and agency support and oversight effectively aligned with the post's mission and program, and agency priorities?
- To what extent is the post able to adequately administer the PEPFAR program, support Volunteers, and meet its PEPFAR objectives?

The Office of Inspector General Evaluation Unit announced its intent to conduct an evaluation of PC/Belize on January 9, 2009. The evaluator conducted the preliminary research portion of the evaluation January 19, 2009 – February 27, 2009. This included review of agency documents provided by headquarters and post staff, and interviews with management staff representing the region and the Office for Overseas Programming and Training Support (OPATS). In-country fieldwork occurred March 3 – 20, 2009, and was comprised of interviews with post staff in charge of programming, training, and support; the acting U.S. Ambassador; the Regional Security Officer; and project partners. In

² Toledo district is the poorest district in Belize.

addition, we interviewed a stratified judgmental sample of 24% of currently serving Volunteers based on their length of service, site location, project sector, gender, age, and ethnicity. Fourteen Volunteers were identified as part of the sample before the fieldwork commenced and two Volunteers were added to the sample during the course of fieldwork.

Table 1: Volunteer Demographic Data

Project	Percentage of Volunteers
Youth Development	43%
Education	25%
Business & Organizational Management	6%
Healthy Communities	25%
Gender	Percentage of Volunteers
Male	38%
Female	62%
Age	Percentage of Volunteers
25 or younger	25%
26-29	31%
30-49	18%
50 and over	25%

Source: PC/Belize Volunteer Roster, January 2009.

Note: Percentages may not total 100% due to rounding.

Thirteen of 16 Volunteer interviews occurred at the Volunteers' homes and we inspected these homes using post-defined housing criteria. Their homes all met the specified housing criteria. The period of review for a post evaluation is one full Volunteer cycle (typically 27 months).

This evaluation was conducted in accordance with the Quality Standards for Inspections, issued by Council of the Inspectors General on Integrity and Efficiency (CIGIE). The findings and recommendations provided in this report have been reviewed by agency stakeholders affected by this review.

EVALUATION RESULTS

PROGRAMMING

The evaluation assessed whether the post has developed and implemented programs intended to increase the capacity of host country communities to meet their own technical needs. To determine this, we analyzed the following:

- The coordination between Peace Corps and the host country in determining development priorities and Peace Corps program areas.
- The existence of project plans based on host country development priorities and the Volunteers' understanding of the project plan goals and objectives.
- Whether Volunteers are placed in sites where they can contribute meaningfully to meeting host country development priorities.
- Relationships with counterparts that enable Volunteers to have productive work assignments that meet host country development priorities.

Overall, Volunteers in Belize reported that they were satisfied with their projects and believe that they were contributing meaningfully to host country needs. Nearly all of the Volunteers interviewed for this evaluation reported that they were at least moderately familiar with their project goals, and a majority of the Volunteers rated their familiarity with project goals as “above average” or “very familiar.” Eighty-one percent of the Volunteers responded favorably when asked how well their primary activities relate to their project goals, and 75% of the Volunteers we interviewed reported that they were satisfied with their job placement. Data from the 2008 Biennial Volunteer Survey (BVS) indicated that Volunteers in Belize worked a greater percentage of hours on their primary assignments than global averages.

The post completed its project plan revisions but the projects lack the support of Project Advisory Committees.

A Project Advisory Committee (PAC) is a team of principal stakeholders whose goal is to guide and support a project. The Peace Corps's “Programming and Training Booklet 2” describes the role of PACs as follows:

APCDs [Associate Peace Corps Directors] and program managers have the major responsibility for designing or revising projects. This should be done in collaboration with host-country agency partners... If Volunteers are in the country, they can also be represented on the design teams. This [PAC] would share responsibility for research, design, assessment, and revision of the project. In the ideal situation, the advisory committee would provide support throughout the life of the project.

PC/Belize recently completed revisions to all four of its project plans, and OPATS specialists have designated all four plans with “green” status, meaning all parts of the project plans are clearly detailed and complete. Post staff reported that the project plan revision process involved collaboration with staff, Volunteers and project partners. The post has an opportunity to develop PACs for each project and maintain the involvement of staff, Volunteers, and project partners in a project support role.

In interviews, programming staff expressed support for the development of PACs. We concur that the development of PACs will retain acceptance from stakeholders and ensure that programming meets host country development priorities.

We recommend:

- 1. That the post establish Project Advisory Committees for each project.**

Many Volunteers reported that they were unable to develop a working relationship with their assigned counterpart.

The site development process in Belize requires that a counterpart is identified at each site and provided with orientation and training.

Fifty-six percent of the Volunteers interviewed for this evaluation report they have been unable to develop a successful working relationship with the primary counterpart assigned to them. Volunteers indicated a variety of problems with their counterparts and there did not appear to be a principle cause to correct. However, the fact that so many Volunteers did not work with their pre-selected counterparts represents a significant inefficiency related to site development and training.

There did not appear to be a scarcity of viable counterparts in Belize. Most of the Volunteers who reported problems with their assigned counterparts had successfully identified new counterparts and project partners to work with. Overall, 81% of the Volunteers interviewed for this evaluation met with a counterpart regularly and characterized their working relationship positively.

The post could increase the effectiveness of site development and counterpart training by improving the initial selection of counterparts.

We recommend:

- 2. That the post conduct a survey to identify the roles and traits of a productive counterpart and develop counterpart selection criteria.**

Volunteers and project partners had different expectations about Volunteers' roles in the workplace.

Volunteers, programming staff, and project partners all reported that Volunteer and project partner work expectations were out of alignment. Eight project partners were interviewed for this evaluation and six of them reported that Volunteers did not initially meet their work expectations. The project partners reported that Volunteers disregard workplace practices such as keeping regular office hours and attending staff meetings. In a typical comment, one project partner stated:

We try to make Volunteers part of our staff. They work here with us. They should keep office hours, we have noticed that the staff register is not always signed by the Volunteer. Volunteers struggle with adjustments to the office setting.

Some of the project partners' expectations were not aligned with the expectations that the post has for Volunteers. For example, one project partner complained about a Volunteer leaving work to attend a Peace Corps training.

The post could improve the alignment of Volunteer and counterpart expectations by establishing more realistic expectations with incoming Volunteers and new counterparts.

We recommend:

- 3. That the post revise Volunteer Assignment Descriptions and the Welcome Book to clarify Volunteer work roles in the Belizean workplace.**
- 4. That the post revise counterpart training materials to clarify Peace Corps' expectations of Volunteers' role in the Belizean workplace.**

Some homestay housing did not meet the post's housing criteria.

The post requires that during the first 8 - 12 weeks at site, Volunteers live and eat with a pre-selected family and pay a rental fee pre-negotiated by the Associate Peace Corps Director (APCD).

Thirty percent of the Volunteers interviewed for this evaluation reported they were provided "very poor" living accommodations by their homestay families at site. Some Volunteers reported a number of problems including poor sanitation conditions, inadequate meals, and rooms that could not be locked, which is a housing requirement. In addition, despite reported dissatisfactory conditions, Volunteers were required to pay a rental fee that had been negotiated before their arrival.

PC/Belize leadership acknowledged that the short-term housing arrangement has proven to be counterproductive and unpopular and have decided to change the policy. Volunteers will no longer be required to live with a homestay family at site.

At the time of this evaluation staff were in discussions to develop a new housing policy. Our recommendation is to develop a policy that will ensure that the post's housing criteria are met.

We recommend:

- 5. That the post develop a policy that will ensure that the post's housing criteria are met.**

CROSS-CULTURAL UNDERSTANDING

The second objective of a post evaluation assesses whether Peace Corps programs in a given country help promote a better understanding of Americans on the part of the people served. Cultural exchange is an integral part of the transfer of knowledge and skills that occurs between host-country community partners and Volunteers. To understand the extent to which the post has implemented programs and activities to promote cross-cultural understanding, we interviewed Volunteers, post staff, and project partners and reviewed training and evaluation materials. In reviewing PC/Belize Volunteers' cross-cultural understanding, the OIG found that language learning is the only cross-cultural challenge that was consistently mentioned by Volunteers, region staff, post staff, and OPATS specialists. This challenge is addressed in the Training section of this report.

There were no other significant areas of concern that would warrant action by the post. Volunteers reported that they are well-integrated in their communities; 94% of Volunteers interviewed for this evaluation rated themselves as having "average success," "above average success" or being "very successful" in understanding cross-cultural issues, with an average rating of 3.6 on a 5-point scale (1 = unsuccessful, 5 = very successful). The 2008 Biennial Volunteer Survey indicated that Volunteers in Belize felt slightly more integrated in their communities than global averages and experienced significantly lower levels of stress and emotional health issues caused by cultural issues.

TRAINING

Another objective of the post evaluation is to answer the question "to what extent does training provide Volunteers the necessary knowledge, skills, and attitudes to integrate into the community and perform their jobs?" To answer this question we consider a number of factors, including:

- The existence of training goals, competencies, and learning objectives that help a post understand the skills Volunteers need.
- The types of training Trainees and Volunteers receive, the topics covered during those training sessions, and whether training targets were met.
- The feedback on the effectiveness of training in providing the skills and knowledge needed for Volunteer assignments and success.

In reviewing PC/Belize's training goals, competencies, and learning objectives, the OIG found that PC/Belize has implemented a competency-based training model and established core and sector competencies.

PC/Belize implemented a community-based training (CBT) model for pre-service Training (PST) in 2007 and the post will hold its third such training in August 2009. Under the CBT model, Trainees live with a host family that uses the language prevalent at their site.

All learning objectives were met in the last PST completed in October 2008.

Most Volunteers reported that language training was not effective.

Fifty-three percent of the Volunteers interviewed for this evaluation reported that language training was “ineffective” or “below average.” Volunteers similarly reported in the 2008 Biennial Volunteer Survey that they were significantly less satisfied with the effectiveness of language training than global averages.

Table 2: Volunteer Perceptions of PST Effectiveness

PST Training Area	Ineffective/Below Average	Moderate/Above average/Very effective	Average rating*
Language ¹	53%	47%	2.5
Culture ²	7%	93%	3.5
Safety & Security ¹	0%	100%	4.0
Medical & Health ¹	7%	93%	3.7
Technical ¹	20%	80%	3.3

Source: OIG Volunteer Interviews, 2009.

* On a five-point scale, 1= ineffective and 5 = very effective.

¹N=15, ²N=14

The PC/Belize programming and training team are aware of language training inadequacies and pointed to the following causes for the low effectiveness of language training during the 2008 PST: 1) the Trainee input moved from June to August and required the post to hire a cadre of new and inexperienced language trainers; 2) language training was broadened to five languages which required a complex training model; 3) the lesson plans did not contain strategies to accommodate multi-level learning; and 4) the language manuals had not been used before and were in need of revision. The PC/Belize programming and training team reported plans to improve the language training for the 2009 input.

PC/Belize staff report that most Volunteers can function well at their sites without intensive language training because English is the official language of Belize. However, staff also reported that language learning was important for integration and security purposes, particularly in rural communities. Most Belizeans grow up speaking one of five local languages and learn English as a second language. Those local languages are Spanish, Kriol, Garifuna, Maya Mopan, and Kekchi.

Twenty-five percent of the Volunteers interviewed for this evaluation reported that their lack of local language skills is a barrier to community integration. These Volunteers were all located in rural sites in the Toledo district. In addition to plans to improve PST,

the post reported plans to increase support for language self-learning and tutoring after PST for Volunteers located in more rural sites.

We recommend:

- 6. That the post increase support to rural Volunteers for language self-learning and tutoring.**

VOLUNTEER SUPPORT

This evaluation attempts to answer the question “to what extent has the post provided adequate oversight and support to Volunteers?” To determine this, the evaluation assesses numerous factors, including staff communications to Volunteers; project and status report feedback; medical support; safety and security support elements such as site visits, the Emergency Action Plan (EAP), and the handling of crime incidences; and the adequacy of the Volunteer living allowance.

All Volunteers interviewed for this evaluation reported favorably when asked how well the living allowance permits them to maintain a safe and healthy lifestyle. The average response was 4.4 on a 5-point scale (1 = not at all, 5 = very well).

All of the Volunteers interviewed for this evaluation had a favorable rating of safety and security support, with an average rating of 4.5 on a 5-point scale (1 = not at all supported, 5 = very well supported). All of the Volunteers who had experienced a crime reported they were satisfied with Peace Corps’s handling of the situation. Additionally, all of the Volunteers interviewed stated that they would report a future crime to Peace Corps. Ninety-four percent of the Volunteers interviewed were at least moderately familiar with the post’s EAP and 88% could locate a copy of the EAP in their homes. The SSC reported that during the most recent EAP activation in March 2009, issued due to municipal elections, all Volunteers were contacted within 15 hours, well under the SSC’s reported target of 32 hours.

The SSC has developed a comprehensive contingency plan in response to a missing bridge along the main road that connects the north and south of the country. While the bridge is out, Volunteers in southern Belize are potentially cut off from the PC/Belize office and consolidation points in Belmopan during rainy weather, particularly during the hurricane season. The contingency plan has been added to the EAP.

Some Volunteers homes cannot be readily located using the Site Locator Forms on file with the post.

According to Peace Corps's "Indicators of a High Performance Post", Indicator 11.2:

Volunteers should fill out such a [emergency site locator form] the first time they go to post and should keep updating them regularly for two years, as should staff every time they visit the Volunteer's site.

The PC/Belize Volunteer Handbook states:

Volunteers are required to update their emergency contact information using a Site Locator Form whenever changes occur or when they have additional contact information to add (e.g., a new personal e-mail address and/or a radio frequency).

As part of this evaluation, the OIG reviewed 14 Site Locator Forms (SLFs) of 16 Volunteers in the interview sample. Two of the 14 Volunteers had moved and their SLF information was no longer valid. One Volunteer was not interviewed at site and two of the interviewed Volunteers are a married couple and share the same SLF. Of the other 12 SLFs reviewed, the evaluator had difficulty locating six of the Volunteers' homes using only the maps and directions in the SLFs. Often the details in the maps and directions were not sufficient to lead someone who is not familiar with the area to the Volunteer's house, which may occur during an emergency. None of the SLFs were signed by staff and it was not evident that staff had reviewed the SLFs.

The SSC acknowledged a shortfall with reviewing the SLFs and reported plans to train the new programming and training specialists to review the SLFs along with the housing checklists.

We recommend:

- 7. That the country director ensure that post staff routinely review the accuracy of the Site Locator Forms.**

Volunteers reported being least satisfied with support from programming staff.

Volunteers are significantly less satisfied with the support they receive in programming than other areas, with only 63% of the Volunteers interviewed rating the support favorably.

Volunteers rated the effectiveness of staff to help them adjust to Peace Corps service at 4.1 on a 5-point scale (1 = not at all, 5 = very well). The average ratings for staff on a five-point scale are as shown in Table 3.

Table 3: Responses on Perception of Volunteer Support

Area of Support	% of Volunteers rating “average support” or better	Average rating
Leadership	93%	4.5
Programming	63%	3.1
Training	100%	4.4
Safety & Security	100%	4.5
Medical	81%	3.6
Administrative	100%	4.3

Source: The Leadership score was derived from the score for the country director and programming and training officer; the Programming score was derived by averaging the scores for the APCDs; the Training score was derived from the score for the training director; the Safety and Security score was derived from the score for the safety and security coordinator; the Medical score was derived from the score for the Peace Corps Medical Officer score; the Administrative score was derived from the score for the administrative officer.

In interviews, both APCDs reported that high volumes of work have presented a considerable challenge to providing sufficient support to Volunteers.

Post and region leadership acknowledged in interviews that the size of the program in Belize warranted additional programming support staff. A programming and training specialist (PTS) joined the post in November 2008, and during the field work portion of this evaluation, the post was given approval to hire a second PTS.

The addition of two programming support staff should allow for a more reasonable distribution of work and the post should expect Volunteer satisfaction levels with programming support to increase.

Some Volunteers reported dissatisfaction with the quality of site visits.

According to the PC/Belize Volunteer Handbook and Policy Manual, the guidelines for APCD site visits include the following:

- Each site visit must have an adequate period where the staff member meets privately with the Volunteer to listen to concerns, give and receive feedback.
- The site visit should also incorporate a meeting with the Volunteer’s counterpart. This provides an opportunity to assess performance, attendance problems, address any communication issues, problem-solve as necessary, and demonstrate institutional support for the Volunteer.
- The site visit should give the staff member the opportunity to observe the Volunteer in his/her working environment. The Volunteer is encouraged to plan a work event so that Staff is able to take advantage of this opportunity.

Eighty-eight percent of the Volunteers interviewed for this evaluation were satisfied with the number of site visits they received but 69% raised issues with the quality of site visits.

Many Volunteers reported that they did not understand the purpose of their site visit. Some typical Volunteer comments included:

“I’m not really sure what [site visits] are supposed to do. Don’t know what they were supposed to accomplish.”

“The first one was pointless since we’d just gotten there and hadn’t done any work yet.”

“It was just a list of questions they wanted me to answer but there was no support after that.”

“I feel like [the APCD] is just checking up on us. I don’t feel like they are really coming here to support us.”

The comments from Volunteers made it clear that there was confusion regarding the purpose of the site visits, particularly the initial site visits. In addition, several Volunteers reported a lack of familiarity with their APCDs as an impediment to site visit effectiveness. Comments included:

“[My APCD] did not develop a relationship with me. Our APCDs should have gotten to know us during training.”

“Through CBT I never saw my APCD. I never built a relationship. No trust is formed. We formulated a relationship after I was placed at site.”

The PC/Belize Volunteer Handbook lists several site visit guidelines, including: “Staff should advise Volunteers as far as possible in advance. Volunteers should prepare for the visit based on Staff and Volunteer expectations.”

Programming staff can improve the effectiveness of site visits by notifying Volunteers in advance and establishing expectations for the site visit.

We recommend:

- 8. That the post align Volunteer and staff expectations regarding site visits.**
- 9. That programming staff notify Volunteers in advance of site visits.**
- 10. That APCDs develop a working relationship with Trainees during PST.**

Volunteers reported that biannual report feedback was not useful.

The PC/Belize Volunteer Handbook states: “You will submit the Biannual Report to your APCD every six months during your service... Your APCD will also provide written or verbal feedback on your report.”

When asked in interviews about the quality of their biannual report feedback, seven Volunteers gave an average rating of 2.8 on a 5-point scale (1 = not at all, 5 = very well). Volunteers commented that the feedback was too brief and there were not enough constructive remarks. The nine first year Volunteers in our interview sample did not comment as they had not yet submitted a biannual report.

Additionally, the percent of Volunteers in Belize who were satisfied with feedback on their project activities was less than half the global average as reported in the 2008 Biennial Volunteer Survey (BVS).

In interviews, both APCDs expressed confidence that the quality of biannual report feedback would improve during the next reporting cycle. As stated above, the recent addition of two PTS staff should allow more time for the APCDs to improve programming support in this area.

Volunteers’ dissatisfaction with their biannual report feedback could negatively impact their field work and reduce the quality of performance reporting.

We recommend:

- 11. That the programming and training officer monitor Volunteers’ satisfaction with the timing and quality of biannual report feedback.**

Volunteers reported dissatisfaction with the distribution of medication and were reluctant to contact the PCMO.

Five of the 16 Volunteers interviewed for this evaluation reported that they either did not receive medication that they had requested from the PCMO or that they did not receive the correct medication. Three of these Volunteers reported that they received the correct medication after one or two reminders.

Seven of the 16 Volunteers interviewed for this evaluation report told us that they were reluctant to contact the PCMO. Some of the reasons Volunteers gave for their reluctance included:

“I almost feel guilty about calling her...like I'm asking her to do a favor.”

“I feel that [the PCMO] will tell us that she's available but sometimes I feel ...like we are bothering her.”

“She's really nice but she seems too busy sometimes.”

The cause of Volunteer's reluctance appears to be two-fold. The country director reported in an interview that the PCMO has a very direct manner that could be a cross-cultural issue. In addition, the PCMO experiences periods of increased work activity.

The PCMO reported in an interview that she has no difficulty managing her work except during training, particularly when PST overlaps with close of service (COS). The final training report for the most recent PST acknowledged that the PCMO is strained during training:

To better support the PCMO, we can consider contracting [a doctor] to be present on the Fridays that the PCMO is required to facilitate sessions. This will relieve her of the burden of facilitating, conducting medical interviews and responding to the requests for consultations. [A doctor] will be available to consult with all trainees who request as well as prescribe necessary prescriptions and order lab visits.

The inconsistent distribution of medication combined with a reluctance to contact the PCMO could result in inadequate attention to a medical issue.

We recommend:

- 12. That the post provide additional support to the PCMO.**
- 13. That the PCMO track Volunteers' requests for medications and the status of the requests.**
- 14. That the post monitor Volunteers' satisfaction with the distribution of medications.**

MANAGEMENT CONTROLS

Another key objective of the post evaluation is to assess the post's planning and oversight of operations, staff management and training, relationships with headquarters offices, and performance reporting.

In reviewing staff performance appraisals and the post's relationship with headquarters and the U.S. Embassy in Belize, the OIG found no significant areas of concern that would warrant action by the post.

Belize has recently been at the forefront of Volunteer performance reporting due in large part to the development of excellent monitoring, reporting, and evaluation tools created by the former PTO. We learned that the Belizean Ministry of Education has recently expressed interest in adapting some of these tools for use in its national evaluation process.

At the time of this evaluation PC/Belize had completed preparations to transition to the agency's new Volunteer Reporting Tool. The PTO is collaborating with OPATS specialists and the region to determine if the VRT will completely replace the post's monitoring, reporting and evaluation tools.

Office morale in PC/Belize has improved.

Ninety-three percent of the Volunteers interviewed for this evaluation rate the leadership support they receive favorably, with an average rating of 4.5 on a 5-point scale (1 = not at all, 5 = very well). In interviews for this evaluation, staff reported significant improvements following the arrival of the post's current leadership. Some of the staff comments included:

“Since the turmoil things have significantly improved...it's a drastic improvement.”

“Things have gotten a thousand times better since the turmoil.”

“The CD has done a great job of addressing the morale issues.”

These comments are notable because in November 2006, the OIG received letters of complaint from staff and Volunteers regarding tensions between Belizean and American staff and American staff and Volunteers. The evaluation found no evidence of lingering tensions and a positive morale appears to have returned to PC/Belize.

Controlled substances were not stored according to Peace Corps policy.

PCM section 734, 3.6.1 states:

Controlled substances must be kept in a bar-locked cabinet with a three-way combination lock. The filing cabinet must be placed in a locked room (such as a medical supply closet) within a locked office building. Any cabinet or safe used to store controlled substances that weighs less than 750 pounds must be bolted or cemented to the floor or wall in such a way that it cannot be easily removed.

Our observation of the medical area revealed that a small, easily-movable filing cabinet used to store controlled substances was not bolted or cemented to the floor or wall in such a way that it cannot be easily removed. Though the small filing cabinet was placed in a lockable room, it was easily moved by one individual.

We recommend:

15. That post secure the filing cabinet used to store controlled substances to the floor or wall.

PRESIDENT'S EMERGENCY PLAN FOR AIDS RELIEF (PEPFAR)

The final objective of this post evaluation is to answer the question “to what extent is the post able to adequately administer the PEPFAR program, support Volunteers, and meet its PEPFAR objectives?” To answer this question, we evaluate:

- Whether post is implementing its PEPFAR objectives as laid out in the annual implementation plan.
- Relationships between the post and coordinating partners.
- Whether Volunteers are fulfilling HIV/AIDS-related assignments and handling related challenges.

Belize has the highest reported incidence of HIV/AIDS in Central America. PC/Belize uses its PEPFAR funds to support HIV/AIDS education and awareness campaigns and to facilitate outreach activities.

PC/Belize has a small PEPFAR budget in relation to most posts. Post leadership reported that the staffing resources used to program, administer, and report PEPFAR activities exceeded the post's total PEPFAR funding allocation. The post's principal PEPFAR coordinator stated that approximately 15% of her duties were PEPFAR related. The post reported that if their PEPFAR allocation increases they will require additional staffing resources.

At the time of this evaluation, the post was on target to meet its annual PEPFAR objectives. A number of Volunteers interviewed, particularly in the Youth Development sector, were conducting HIV/AIDS education and prevention activities as primary and secondary activities. PC/Belize did not know if their PEPFAR allocation would change.

Belize plans to join a regional Partnership Compact that will coordinate PEPFAR activities in FY 2010, but it was not known if Belize would join the Caribbean Compact or the Central American Compact.

The Office of AIDS Relief reported that there was no formal guidance regarding funding thresholds for additional staff and that posts' PEPFAR experiences were so varied that one set answer would not work for all posts.

POST STAFFING

At the time of the field visit, PC/Belize had 18 staff positions. The positions included three U.S. direct hire employees (USDH), two foreign service national (FSN), and 13 personal services contractors (PSC). The post also employs temporary staff / contractors to assist with training. Given the time of the visit, these people were not on staff. Thirteen staff were interviewed.

PC/Belize Positions

Position	Status	Interviewed
Country Director	USDH	X
Programming and Training Officer	USDH	X
Administrative Officer	USDH	X
Safety and Security Coordinator	PSC	X
PCMO	PSC	X
Medical Clerk	PSC	
Executive Secretary	PSC	
IT Specialist	PSC	X
APCD/Healthy Communities & Education	PSC	X
APCD/Youth & Business and Organizational Mgmt.	PSC	X
Training Director	PSC	X
Language & Cultural Coordinator	PSC	X
Programming & Training Specialist	PSC	X
Cashier	FSN	X
Administrative Assistant	FSN	X
General Services Coordinator	PSC	
Driver	PSC	
Janitress	PSC	

INTERVIEWS CONDUCTED

As part of this post evaluation interviews were conducted with 16 Volunteers, 13 in-country staff members, and 22 representatives from Peace Corps headquarters in DC, the US Embassy in Belize, and key project partners.

Interviews Conducted with PC/Headquarters Staff, Embassy Officials and Key Project Partners

Position	Organization
Regional Chief Administrative Officer (Acting Regional Director)	PC/Headquarters
Regional Chief of Programming	PC/Headquarters
Acting Regional Chief of Operations	PC/Headquarters
Country Desk Officer	PC/Headquarters
Country Desk Assistant	PC/Headquarters
Safety & Security Desk Officer	PC/Headquarters
AIDS Relief Coordinator	PC/Headquarters
OAR Administrative Officer	PC/Headquarters
OPATS Programming & Training Specialist	PC/Headquarters
OPATS Education/Youth Development Program Specialist	PC/Headquarters
OPATS Training Specialist	PC/Headquarters
Chargé d'Affairs (Acting Ambassador)	U.S. Embassy in Belize
Regional Security Officer	U.S. Embassy in Belize
Acting Political, Economic, Commercial and Public Affairs Section Chief	U.S. Embassy in Belize
Director Education Support Services	Belize Ministry of Education
District Education Officer	Belize Ministry of Education
Health & Family Life Education Coordinator	Belize Ministry of Education
Principal	Big Falls School
District Health Educator	Belize Ministry of Health
District Health Administrator	Belize Ministry of Health
Program Manager	National 4-H Youth Development Centre
Project Director	Youth Business Trust Belize

LIST OF RECOMMENDATIONS

WE RECOMMEND:

1. That the post establish Project Advisory Committees for each project.
2. That post conduct a survey to identify the roles and traits of a productive counterpart and develop counterpart selection criteria.
3. That the post revise Volunteer Assignment Descriptions and the Welcome Book to clarify Volunteer work roles in the Belizean workplace.
4. That the post revise counterpart training materials to clarify Peace Corps' expectations of Volunteers' role in the Belizean workplace.
5. That the post develop a policy that will ensure that the post's housing criteria are met.
6. That the post increase support to rural Volunteers for language self-learning and tutoring.
7. That the country director ensure that post staff routinely review the accuracy of the Site Locator Forms.
8. That the post align Volunteer and staff expectations regarding site visits.
9. That programming staff notify Volunteers in advance of site visits.
10. That APCDs develop a working relationship with Trainees during PST.
11. That the programming and training officer monitor Volunteers' satisfaction with the timing and quality of biannual report feedback.
12. That the post provide additional support to the PCMO.
13. That the PCMO track Volunteers' requests for medications and the status of the requests.
14. That the post monitor Volunteers' satisfaction with the distribution of medications.
15. That post secure the filing cabinet used to store controlled substances to the floor or wall.

APPENDIX A

MANAGEMENT'S RESPONSE TO THE PRELIMINARY REPORT

MEMORANDUM

To: Kathy Buller, Inspector General

From: Roger Conrad, Acting Regional Director, Inter-America and Pacific

 7/15/2009

Date: July 15, 2009

Subject: Preliminary Program Evaluation of Peace Corps Belize

Enclosed please find the Region's response to the recommendations made by the Inspector General for Peace Corps/Belize, as outlined in the Preliminary Program Evaluation of Peace Corps/Belize dated June 2009.

The Region concurs with 15 of 15 recommendations.

Peace Corps Belize Response to Recommendations

Preliminary Program Evaluation Report

From the Office of the Inspector General

July 2, 2009

1. That the post establish Project Advisory Committees for each project.

Concur. Post agrees that Project Advisory Committees are an important element of project coordination, monitoring, evaluation, and formal feedback to Post management. They also offer an excellent opportunity to model the use of this tool as a mechanism for host country participation at the local level. Each of our four projects will have in place a Project Advisory Committee prior to the arrival of our training cohort in FY 2010, i.e. mid-March 2010.

Proposed PAC Composition

3 - 1st year Volunteers
3 - 2nd year Volunteers
3-5 Counterpart Agency Representatives

To form the initial PACs, Volunteers will respond to an essay question and the PMs and PTO will identify and interview the top three candidates. In subsequent years, current PAC members will review essays and refer finalists to PM and PTO.

PMs will identify and invite counterpart agency representatives in consultation with PTO and current PAC members. PMs will manage counterpart agency representative participation in accordance with strategic direction of projects.

Proposed PAC Schedule

The formed PACs will meet quarterly, with counterpart agency representatives participating biannually. This proposed schedule will be modified to meet the changing needs of each project.

PAC Mission

The PAC Volunteers will coordinate with the PMs, PTOs, and counterpart agency representatives to promote enhanced project outcomes through a more thorough understanding between project actors and locally relevant, clear project strategic direction. The specifics of this mission will be included in our PAC Handbook (under development).

Date of Completion: 31 Mar 2010

2. That the post conduct a survey to identify the roles and traits of a productive counterpart and develop counterpart selection criteria.

Concur. Post believes that focus groups vice written surveys are much more productive to obtain Volunteer feedback, as this medium allows for a freer flow of ideas and information, greater interaction between Volunteers and Staff facilitating the focus group, and a higher degree of participation. Post will conduct focus groups on their perception of roles and traits that encourage productive counterpart relationships. These focus groups will be carried out during Monitoring, Reporting, and Evaluation meetings tentatively planned for August 10-11, 2009. Results of the focus groups will be evaluated and appropriate selection criteria will be added to Post's site development guidance prior to the beginning of site development for the FY 2010 training cohort.

Phased implementation plan is as follows:

- Implementation of an expanded Counterpart Workshop Day (**October 5, 2009**)
- Changes to the counterpart handbook, specifically changing current language which encourages counterparts to treat Volunteers as employees (**Prior to October 5, 2009**)
- Implementation of "entry-into-site" and "one-year-in-site" events to increase the quality of collective interaction among Volunteers, counterparts, and staff. (**October 2009**)

Date of Completion: 30 Oct 2009

3. That the post revise Volunteer Assignment Descriptions and the Welcome Book to clarify Volunteer work roles in the Belizean workplace.

Concur. Post will modify all project VADs, the Welcome Book, and the talking points for the pre-PST Trainee telephone call to address in a clear, consistent fashion the role of the Volunteer in building and managing the work relationship. Post believes there are cultural dynamics at work in the findings that support this recommendation and will help Volunteers understand and manage these dynamics more successfully through a variety of training and programming initiatives. These responses are being implemented immediately and will be fully implemented (including VADs and Welcome Book) for the FY11 intake.

Date of Completion: May 15, 2010

4. That the post revise counterpart training materials to clarify Peace Corps' expectations of Volunteers' role in the Belizean workplace.

Concur. Post will modify the Counterpart Handbook, relevant Counterpart Workshop materials, and additional training and programming interventions/materials to establish a clear, shared understanding of the Volunteer's role in the workplace. In particular, Post will change written and spoken guidance asking counterparts to treat Volunteers as employees. New language will encourage counterparts to work with their Volunteers in establishing a work relationship that enables the Volunteer to support the counterpart agency in meeting clearly defined work tasks and desired outcomes. These responses are being implemented immediately.

Date of Completion: Closed-documentation included.

5. That post develop a policy that will ensure that the post's housing criteria are met.

Concur. Post will reducing the post-PST home stay from two to three months to only one month. The Volunteers who participated in this focus group were unanimous in urging that one-month home stays be required for all Volunteers. These home stays follow five-week CBT home stays, and two-week in-site home stays for the end of PST.

Post will ensure established housing criteria are met for home stay housing both during the Community-based Training (CBT) portion of PST and during the six-week period that included the last two weeks of PST and the first month of service in site. Post will conduct an expanded home stay family orientation (August 4 – 9, 2009 for CBT home stay families and September 30, 2009 for in-site of assignment home stay families). Additionally, Post will respond more promptly and aggressively to Volunteer home stay concerns.

In addition, at the end of PST in October 2008, there were communication “disconnects” among Volunteers, home stay families, and Peace Corps Belize Staff associated with the shift from Trainee to PCV status and the allowance structures for each versus the payment rates for home stay families that had been negotiated. The Administrative Officer, Training Manager, and other PST Staff will meet Wednesday July 8 to review the allowances and home stay family rates to avoid last year's miscommunications.

Date of Completion: 30 Sept 2009

6. That the post increase support to rural Volunteers for language self-learning and tutoring.

Concur. Post is pursuing a strategy of developing post-PST language ISTs for Volunteers who wish to improve their language proficiency. Four of the five non-English languages in Belize are non-written. This precludes the acquisition of adequate self-learning materials. Small sites often severely limit the possibility of Volunteers finding someone who can serve as an effective tutor. Therefore Post is pursuing relationships with language instruction professionals at the University of Belize and cultural institutions such as Tumul K'in to create progressive, post-PST language ISTs. Pilot ISTs for Maya Mopan, K'ekchi, and Spanish were held in early June and received unanimous praise from Volunteers. Post is seeking similar options for the Kriol and Garifuna languages and will develop resources and continuing ISTs for all five non-English languages spoken in Belize for implementation in FY 2010.

Date of Completion: 31 Jul 2010

7. That the country director ensure that post staff routinely review the accuracy of the Site Locator Forms.

Concur. The Site Locator Form (SLF) for Peace Corps Belize is in revision (see revised version for review attached). This or a similar version will be approved by the Post Management Team prior to the arrival of the next training cohort for PST (August 20, 2009). Each Volunteer will submit his or her first SLF for the initial home stay family residence in his or her site of assignment **prior to being sworn in**. Each Volunteer will complete his or her SLF for any new residence thereafter prior to final approval by the Safety and Security Coordinator (SSC). The Volunteer will sign and date the SLF at submission. It will then be reviewed by the Program Manager or Program and Training Specialist for accuracy, who will sign and date the SLF. Final approval of any new housing requires the SSC to verify the SLF, take the GPS coordinates, sign the SLF and date it, and then send it through the Country Director to the Executive Assistant for posting in VIDA.

Updated Site Locator Form included.

Date of Completion: 10 August 2009

8. That the post align Volunteer and staff expectations regarding site visits.

Concur. Post will develop site visit guidance using materials provided by IG Evaluator Rueben Marshall that ensures mutual understanding about the nature and purpose of site visits.

Date of Completion: 1 October, 2009.

9. That programming staff notify Volunteers in advance of site visits.

Concur. Programming and Training Staff will contact Volunteers directly to arrange specific site visit dates and times.

Date of Completion: 1 October,, 2009.

10. That APCDs develop a working relationship with Trainees during PST.

Concur. Post Training Manager has integrated additional structured and unstructured interaction between Program Managers and their Trainees during the forthcoming PST.

Date of Completion: 22 October, 2009.

In addition to these practical interventions, post PTO will work with Programming and Training Staff and Trainees/Volunteers on the cultural and qualitative issues that influence the effectiveness of site visits

Date of Completion: 31 Dec 2009

11. That the programming and training officer monitor Volunteers' satisfaction with the timing and quality of biannual report feedback.

Concur. Post will implement a system using new Volunteer Reporting Tool (VRT) whereby Volunteers can choose to receive written or verbal report feedback. If verbal feedback is selected, relevant Program Manager will schedule a call or arrange for the discussion to take place during a site visit. Verbal feedback (time, date, general details) will be documented using new VRT, as will written feedback. Post's PTO will seek Volunteer satisfaction with updated biannual report feedback through VAC

Date of Completion: 31 Dec 2009

12. That the post provide additional support to the PCMO.

Concur. Post will be taking several actions to support the PCMO as follows:

- Dr. Peter Craig, whom Post has on contract to provide back-up and support to the PCMO, will be at Post on Fridays throughout PST when Trainees are in from their sites for full-group sessions, beginning September 4, 2009 .
- This will be standard procedure during all PSTs. Ongoing
- Dr. Craig will also be at Post at least one day per week, to provide additional support to the PCMO.
- Effective June 2009, Dr. Craig will take the PCMO's phone and provide full service to Volunteers one weekend per month under his current contract.
- Post will also begin the search for an additional back-up/support medical professional with the beginning of FY 2010, in anticipation of additional TI.

Date of Completion: 1 Oct 2009

13. That the PCMO track Volunteers' requests for medications and the status of the requests.

Concur. Peace Corps Belize has a high percentage of Volunteers requiring special medications, currently 35 of 53 Volunteers on our roster, with seven of these to complete service this August. It is anticipated that the percentage will remain approximately the same with the new TI.

There are several factors which complicate the management of this need and Volunteers' expectations regarding medications at Post.

- Few of these medications are taken by more than one PCV.
- The supplier often sends stocks with short time-horizon expiration dates.
- Just-in-time supply is occasionally disrupted by the failure to deliver, as is the case with two special medications not delivered in the shipment received at Post during the week of June 29th.

- Many of these medications require periodic monitoring of the patient, and the OMS guidance often requires more frequent monitoring by the PCMO than may have been required under treatment in the U.S.

The PCMO has established a hard copy log of the special medications requirements of all Volunteers. We also are seeking a software application which allows the PCMO to carry out this same tracking function, but which also includes the ability to run reports regarding stock on hand versus projected need, and which includes tickler files to alert the PCMO to upcoming dates for deliver of medications to Volunteers. The Executive Assistant will assist the PCMO and the Medical Clerk with this system, either working through existing software applications or with something new that is approved by the OMS and the CIO .

Date of Completion: 1 Oct 2009

14. That the post monitor Volunteers' satisfaction with the distribution of medications.

Concur. The Country Director will cover the topic of Volunteer satisfaction with PCMO services and communication with the PCMO, including distribution of medications, with the Volunteer Advisory Council at the next meeting August 7th. The Country Director will ask that Volunteers who have complaints regarding the PCMO to bring them to the CD's attention immediately and directly. This will also become a regular part of the CD's conversations with Trainees at the beginning of PST .

Date of Completion: 21 Aug 2009

15. That post secure the filing cabinet used to store controlled substances to the floor or wall.

Concur. Post proposes an alternative for storage of controlled substances which is more appropriate for Peace Corps Belize. Post has worked with the Embassy's Regional Security Officer (RSO) to obtain an excess property safe that will be large enough to secure both the controlled substances and the Volunteers medical files in the PCMO's office, rather than in the Medical Clerk's closet. Below is the RSO's assessment from a July 1, 2009 e-mail. Note that the RSO has made several inspections of the Peace Corps Office and given us verbal guidelines to meet RSO requirements as Post transitions to occupying the full office building from the previous ¾ of this building. The written report of his guidance is pending. This transition will be completed July 2009.

“As I am not sure how PC developed a 750 pound standard for cabinets or safes, but that appears to me to be a bit excessive. We use containers ranging from 250 pounds to 500 pounds for the storage of national security information.

Granted that those containers are secured in the embassy, it would seem to me that with the upgrades we are working on for your facility would more than compensate for the need to have a 750pd safe.

I have a 5 drawer Mosler with a SG8400 lock on it that would suffice for your needs. This would provide enough space for controlled substances and medical records.

I believe, off-hand, that this safe weighs 500 pds – something which is highly unlikely to walk out the door with the new alarm system (which would be alarmed into CAC 1 at the embassy) and the 24/7 LGF officer. From my standpoint, notwithstanding PC regulations, this would be sufficient to alleviate any security concerns.” RSO Robert Kelty, 7/1/2009.

The upgrades the RSO refers to here will be in place in Quarter 2 of FY 2010 and include cameras monitored on-site by the Local Guard Force (LGF) 24 hours per day, an integrated alarm system monitored at the central security station at the U.S. Embassy, upgraded doors and compound entrance gate, and full heavy-gauge wire-mesh on all first floor windows and doors. Post believes that this safe in the PCMO’s office imbedded within the newly upgraded security system at our larger building provides greater security than bolting the present two-drawer bar-lock file cabinet to the floor. The safe will be transferred from the RSO by August 15, 2009.

APPENDIX B

OIG COMMENTS

Regional management concurred with all 15 recommendations. All recommendations remain open pending confirmation from the chief compliance officer that the following has been received:

- For recommendation number 1: documentation, such as meeting schedules, rosters, that shows that Project Advisory Committees have been established.
- For recommendation number 2: a copy of the focus group analysis; a copy of the revised site development guidance showing that counterpart selection criteria has been added.
- For recommendation number 3: copies of the revised Volunteer Assignment Descriptions and a copy of the revised Welcome Book showing that Volunteer work roles have been revised.
- For recommendation number 4: a copy of the revised counterpart workshop/training materials.
- For recommendation number 5: a copy of the revised post policy that provides assurance that housing criteria will be met.
- For recommendation number 6: documentation that verifies development of post-PST language resources, such as language in-service trainings.
- For recommendation number 7: documentation that the country director will ensure that post staff routinely review the accuracy of the Site Locator Forms.
- For recommendation number 8: documentation that shows site visit guidance aligns Volunteer and staff expectations regarding site visits.
- For recommendation number 9: a copy of the post's guidance to programming staff that instructs them to notify Volunteers in advance of site visits.
- For recommendation number 10: documentation that shows integration of interactions with Program Managers during PST.
- For recommendation number 11: documentation that confirms the PTO has assessed Volunteer satisfaction with biannual report feedback.

APPENDIX B

- For recommendation number 12: documentation that shows additional medical support has been provided to the PCMO.
- For recommendation number 13: documentation that the post has implemented a system to track Volunteer requests for medication
- For recommendation number 14: documentation that the post has a feedback mechanism in place to determine Volunteer satisfaction with the distribution of medications.
- For recommendation number 15: confirmation that a 500 lb Mosler safe has been transferred to post by the RSO, per the region's response.

In their response, management described actions they are taking or intend to take to address the issues that prompted each of our recommendations. We wish to note that in closing recommendations, we are not certifying that the region or post has taken these actions nor that we have reviewed their effect. Certifying compliance and verifying effectiveness are management's responsibilities. However, when warranted, we may conduct a follow-up review to confirm that action has been taken and to evaluate the impact.

**PROGRAM EVALUATION COMPLETION
AND OIG CONTACT**

OIG CONTACT

Following issuance of the final report, a stakeholder satisfaction survey will be distributed. If you wish to comment on the quality or usefulness of this report to help us improve our products, please e-mail Susan Gasper, Acting Assistant Inspector General for Evaluations and Inspections, at sgasper@peacecorps.gov, or call (202) 692-2908.

**STAFF
ACKNOWLEDGEMENTS**

This program evaluation was conducted under the direction of Shelley Elbert, Former Assistant Inspector General for Evaluations, and by Evaluator Reuben Marshall.

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