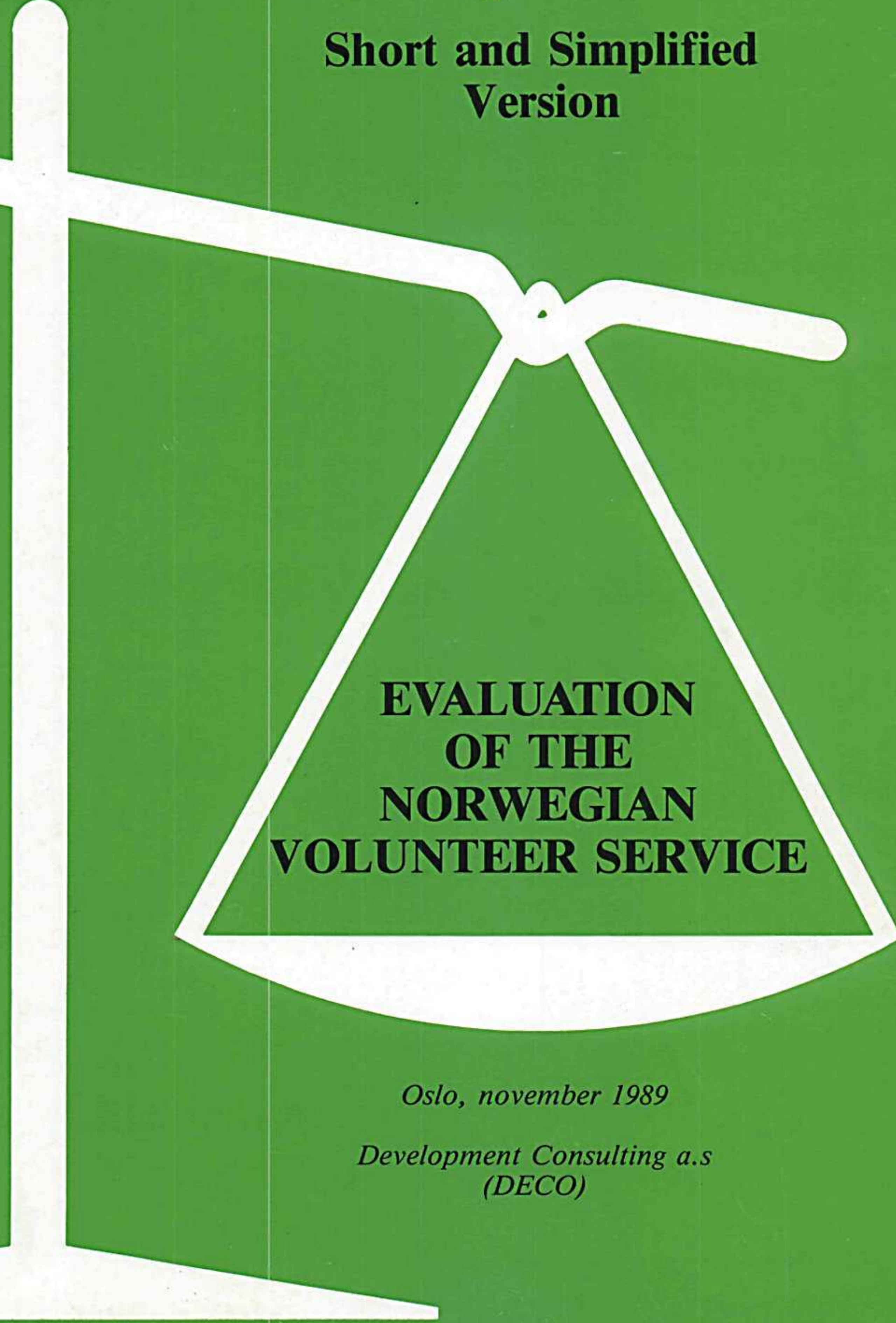




THE ROYAL NORWEGIAN MINISTRY  
OF DEVELOPMENT COOPERATION

# Evaluation Report 3B.89

Short and Simplified  
Version



**EVALUATION  
OF THE  
NORWEGIAN  
VOLUNTEER SERVICE**

*Oslo, november 1989*

*Development Consulting a.s  
(DECO)*





# **EVALUATION OF THE NORWEGIAN VOLUNTEER SERVICE**

## **Short and Simplified Version**

*Development Consulting a.s  
(DECO)*

*The members of the evaluation team:*

*Tor Elden (head),  
Ulf Göranson, Ane Haaland, Benedicte Ingestad,  
Anders H. Wirak (Coordinator).  
Botswana: B. Selbe, P.P. Molutsi og A.B. Gyekye  
Kenya: P.O. Alila, E Garchukia og J.J. Okumu,  
Tanzania: O. Mascarenhas, R. Shayo og S. Sumra  
Zambia: A.M. Mwanza, A.P. Mulengu og M.L. Munachunga*

The views expressed in this report are those of  
the authors and should not be attributed to  
the Royal Norwegian Ministry of Development Cooperation.

# EVALUATION OF THE NORWEGIAN VOLUNTEER SERVICE

Shown and simplified  
Version

Department of Community  
(DCCO)

The members of the evaluation team

The latter part of the report  
The Commission for the Evaluation of the  
Volunteer Service  
Bjørn R. Selvig, Director of the  
Department of Community  
Knut H. Alnæs, Director of the  
Department of Community  
Torbjørn G. Alnæs, Director of the  
Department of Community  
Zandbergen, A. P. Mulder, Director of the  
Department of Community

The report is available in the report  
The author and editor are  
The author and editor are



# **Evaluation of the Norwegian Volunteer Service**

## **Short and Simplified Version**

**DEVELOPMENT CONSULTING AS (DECO)**

**Oslo November 1989**

### **LIST OF CONTENTS**

1.	Introduction	2
2.	Short Historical Review	3
3.	The Objectives of the NVS	4
4.	The Organizational Set-up	6
5.	The Situation in Brief in four Countries of Cooperation in Africa: Kenya, Tanzania, Botswana and Zambia.	9
6.	Evaluation of the NVS as Development Assistance	13
7.	The Recipient Countries' Perception of Voluntary Service Efforts	21
8.	Some Aspects of Costs and Revenues	22
9.	The Volunteer Service as Bridge Builder - does it work?	25
10.	The Volunteer Service - Possibilities for Development in the Future.	29

## 1. Introduction

In 1988 the Norwegian Volunteer Service (NVS) celebrated its 25th anniversary. Since 1963 more than 1000 Norwegian volunteers have served in third world countries.

NVS was established in a period of "development optimism". The colonial period was over. A new future lay ahead in which the process of how the under-developed countries could catch up with the developed countries was a major concern. Development assistance became directed towards providing third world countries with what was seen as major obstacles for development: lack of expertise and money. It was anticipated that with external assistance for a period of time, the developing countries themselves would build up their own resources and become independent of further assistance.

During the past quarter of a century, this development optimism has faded. Instead of becoming independent on external assistance, many countries have become increasingly dependant. And instead of "catching up" with the richer countries, the difference between poor and rich countries is increasing. In many developing countries the number of people belonging to the poorest segments of the population is increasing at a faster rate than the general population growth. And the framework often is characterised by political and military conflicts, violation of human rights and deteriorating terms of international trade.

Furthermore, concerning development assistance as a means to speed up the development process in poor countries, many donor agencies have become only too painfully aware of its shortcomings, at least unless accompanied by fundamental political and economical changes.

The basic rationale of the volunteer

service is that individuals can contribute to the development process by her/his own efforts. It is based on a belief that individuals matter and can initiate a positive process. This rationale is still the fundamental idea behind the NVS as it was 25 years ago. But is it still relevant in the present situation? Can an individualized, small scale form of development assistance still be defended on the grounds that it actually contributes something? And is such assistance needed in the developing countries?

The main conclusion from the recent evaluation of the Norwegian Volunteer Service is that there still is a need for volunteer assistance. NVS represents a valuable form of assistance with a large potential to reach the target groups of Norwegian aid. The Volunteer Service has a special profile and form of work which still is justified. But at the same time the evaluation suggests a series of reforms within NVS in order to improve and adjust to the needs of the day.

### SHORT VERSION

The present report is a summary version of the main evaluation report, which is published in Norwegian. It has of course not been possible to discuss details or to present all background information and research results here. For those readers who want further information, the main report is available from the Ministry of Development Cooperation (MDC).

### THE EVALUATION

The Terms of Reference were written by MDC while the evaluation itself was coordinated by an independent consultancy firm in Oslo; Development Consulting AS (DECO). The evaluation team consisted of a "core team" of five experts, Tor Elden (team leader), Ulf Göranson, Ane Haaland, Benedicte Ingstad and Anders H. Wirak (coordinator). A series of investigations were initiated in order to produce a firm basis for the team's assessments: A comprehensive survey among present and



previous volunteers was performed by the International Center (Diakonhjemmet). National experts in four countries in Africa; Botswana, Kenya, Tanzania and Zambia were responsible for studies on the need for volunteers in those countries. A desk study was made in MDC/NORAD files in Oslo, covering important background documents i.e. field reports from volunteers over a number of years. The evaluation team interviewed a large number of individuals and resource persons who have, or have had, something to do with NVS.

Last, but not least, field work was carried out in four African countries. The national experts joined the core team to form "country teams". Volunteers' work places were visited, and long interviews were held with the volunteers, their employers, colleagues and representatives of the Governments. For this purpose a set of 4 different question formulas was prepared.

Thus the evaluation produced a wide and comprehensive information bases. It was however not possible to assess all aspects. The evaluation had of course no intention of studying the performance of each single volunteer or the results and impacts of each institution assisted by NVS. The main objective was to evaluate NVS as an organisation and model of development assistance.

## 2. Short Historical Review

### BRIGADES WITHOUT GUNS

Young people volunteering for the service of peace was the main objective of the many organisations which were established during the first part of this century. These organisations were forerunners for the present volunteer services now operating in the field of development assistance. After two world wars, which resulted in enormous material destruction and human suffering, many groups which wanted to work for international cooperation by the use of free labor in stead of weapons, came into existence. The original idea was launched in the United States in the beginning of the century, but was later taken up by private humanitarian organizations in Europe. The president of the U.S., John F. Kennedy, took the initiative to establish the American Peace Corps in 1961.

Like many other countries, Norway followed the appeal to organize a peace corps which was to serve the peace and the "underdeveloped countries" (which were the terms used at that time). But there was a great deal of uncertainty about what role this Norwegian Peace Corps should play, how it should be formed, what qualifications one should require from the volunteers etc. The main points made were idealism and a wish that Norwegian youths should have an opportunity to assist with more than money in aid to the developing countries. It was emphasized that the participants should have a good technical experience because there was a great need for this competence in the countries of service. (In Norwegian, the NVS actually has kept the old name: Fredskorps (FK) = Peace Corps, while the English translation of FK was later changed to "Volunteer Service".) It was proposed that voluntary service should substitute military service, but this proposal was not pursued by Norwegian authorities.

Emphasis on skills and work experience and the objective of creating personal



contacts and mutual confidence as a part of practical work, have been basic ideas constituting the profile of the NVS. It is important to stress that this profile stood in contrast to the official Norwegian development aid, which to a high degree was characterised by a way of thinking where aid was a part of the "modernization" process. Transfer of technology and other assistance which could lead to economic growth, was the central message.

In spite of these contradictions the NVS was administratively organised under Norsk Utviklingshjelp (later NORAD) as an experiment. The first seventeen volunteers left for Uganda in 1963. Later more countries were selected: Iran, Kenya, Tanzania, Zambia and Botswana. While Uganda and Iran are no longer countries of cooperation for the NVS, work commenced in Nicaragua and Costa Rica in the eighties.

### 3. The Objectives of NVS

When NVS was established two main objectives were formulated for the service:

- \* to contribute to economic and professional development in developing countries
- \* to encourage contacts between people and understanding across country borders

The NVS's strategies to reach these objectives were also divided in two. Firstly, the NVS should engage in development activities. Although it was not quite clear from the beginning how this assistance should be implemented in practice, the following guidelines were established during the sixties and seventies:

- \* The assistance should be recipient country oriented, i.e. in line with the development plans and priorities of the governments in the recipient countries. In this aspect there were no significant difference between the NVS and official Norwegian development assistance.
- \* The NVS should be target group oriented and reach the poorest segments of the populations in developing countries. These were specified to be children, the disabled and minority groups, often in geographically remote areas. The improvement of the situation for women was mentioned specifically as early as in 1968. A NVS pamphlet stated that the NVS had "opened the possibilities for women to participate in the development process."
- \* Assistance to development of self reliance was much emphasised. Transfer of knowledge and know-how has always been given priority. Earlier the main channel for the transfer of knowledge was the close and good relations between each volunteer and her/his counterpart. Specially selected counterparts were to be trained to take



over responsibility. Later, however, this aspect is less emphasised. One of the reasons for this is that it has proved to be difficult always to assign counterparts, and the tendency of trained counterparts to be transferred to other jobs. Today the guidelines instead state that the work should be organized and carried out so that the local population can be trained to take over when the volunteer departs.

Secondly, in order to reach the objective of increasing contacts and understanding across country borders the NVS should have a bridge building role. The documents describing objectives and strategies of the NVS are not always clear on what this role implies. The guidelines states that the volunteer has a task as informant in the Norwegian society after the volunteer service. But this is not explained further or described as a duty. The evaluation team comments from reading the NVS guidelines over a number of years that it seems as if the bridge building element has become less important compared to the development objective.

The evaluation team has not found any explanation for this seemingly reduced emphasis on bridge building. Aims and strategies of development assistance are often changed and modified. This is necessary and right because the pre-conditions of aid change, experiences are gained and accumulated and the original objectives are no longer appropriate in the new reality. But the evaluation team questions whether the Norwegian society has less need for bridge building today compared to the situation 25 years ago.

In order to find answers to this the evaluation team has reconsidered the original objectives for establishing the NVS as a special form of development assistance. Volunteer assistance cannot be compared directly with ordinary official development aid, because ideological preconditions were different. The volunteer movement is more than transfer of technology to increase economic growth. Bridge building points to needs in the

Norwegian society. That is, the need for the experience each volunteer has had and can communicate to the Norwegian public.

From a Norwegian point of view the situation in the developing countries is exotic and strange. Volunteering has to do with establishing contact between people, and that the volunteers try to comprehend the local socio-cultural setting and the values on which the culture is based. The volunteer is not only to teach, but equally to learn, as was stated by the Storting (Norwegian Parliament):

*"It shall not primarily be aid. It should be cooperation from which we in our country can obtain as much knowledge and learning as the people the NVS is going to work with. And exactly this two-way contact, which will lay the foundations for mutual understanding - and I repeat mutual understanding - is the reason why this assistance will deserve the name Peace Corps" (Innst. S. nr 165. 4.4.1963)*

The original idea behind "bridge building" was that the volunteers, after returning to Norway, could inform colleagues, schools, at home and among friends, and thus contribute to reduce misunderstanding and misconception. Today's guidelines for NVS do not cover the intentions concerning bridge building. It is not documented whether bridge building has become less important in the Norwegian society.

But the written guidelines are one thing. The evaluation team experienced that there are a great deal of activities within the field of bridge building today, more than one should expect from the formulations in the present NVS guidelines.



## 4. The Organizational set-up

### THE NVS AND NORAD

One of the motives for establishing the NVS was to create an alternative to the other official development aid and the NORAD recruited experts. However, the NVS tentatively was established as a part of NORAD. This organizational arrangement still exists after 25 years.

As years passed there were periods when relations between NORAD and NVS were rather tense. In the beginning of the seventies discussion was particularly intense. An internal NORAD committee virtually proposed to discontinue the NVS activities. The committee recommended experts and volunteers to represent one personnel category, and the volunteers would become some sort of "junior experts". A general negative atmosphere was created. However, the NVS survived the conflict thanks to pressure groups.

Later the controversies between NORAD and NVS seem to have become more uncommon. But the evaluation report raises many questions concerning the present administrative arrangements. The most important and decisive question is whether the NVS can survive on its own terms and develop its own distinctive quality, or whether NORAD's conditions will dominate. The answer is not unambiguous. There are of course both advantages and disadvantages related to the present relation between NORAD and NVS. The advantages are best apparent when considering NORAD as well established aid organisation in the recipient countries. The disadvantages become obvious, however, if one observes the volunteer service in the perspective of its own ideology.

#### NVS - a "mini-NORAD?"

As it is today, the NVS appears to be a "mini-NORAD". Administration of personnel; the volunteers, is still the most central task, but only one of several duties in the NVS office. Many NVS

activities in the field today are comprised of technical assistance, administration, provision of funds, transport and other assistance. Consequently this presumes a kind of project management in the NVS office and at the NVS administration in the countries of cooperation.

But there still is a distinct difference between NORAD and NVS. The NVS office do not want to be characterized as a "mini-NORAD". And the similarities become fewer if one looks at the "development assistance culture" represented by the two systems. NORAD is responsible for government to government assistance with large scale inputs and comprehensive development planning and management. In this perspective the NVS activities can easily be considered small and unimportant in the eyes of the NORAD divisions.

It is a widespread opinion that NVS has a low status in NORAD. The evaluation team believes this is one of the reasons why the NVS often loses in competition with other divisions of NORAD to establish new positions at higher level.

There is little cooperation between the NVS and other offices in NORAD concerning the utilization of competence and knowhow. The same is found at NORAD's offices in developing countries. On the other hand NORAD does not necessarily possess the kind of expertise needed by the NVS for its activities. There is a "volunteer way" or style of conducting things, which NORAD's technical experts do not always understand.

In a large organization like NORAD it could of course be considered advantageous to maintain several different "aid cultures" side by side. It could provide some strength and flexibility to the development assistance with inputs on different levels and to various groups in society. The NVS activities do also benefit from NORAD's good reputation in the countries of cooperation.

But how advantageous this is, depends on the steering mechanisms which allow the



volunteer service to develop its own character and as efficiently as possible channel the resources where the needs are found. There are no such steering mechanisms. NVS in the field thus becomes dependent on NORAD's views on the role of the volunteers and how this activity is emphasised. In practice the relationship between NVS and NORAD has proved to be rather dependent on the attitudes and work style of individual persons. In particular the role of the NORAD resident representative has in some cases strongly influenced on the implementation of the NVS activities. The evaluation team uses the words different "regimes" in the field offices, to describe the situation.

#### The salary question

The fact that two different groups of development workers are working together under one organization, NORAD, has had the effect that volunteers have a tendency to compare salaries and other benefits with the NORAD experts. In the opinion of the evaluation team, this kind of comparison can have the consequence that the volunteer "ideology" is weakened and its content undermined.

One of the basic ideas for the original volunteer service was that the volunteers should keep a standard of living where the differences between them and their colleagues and local people should not be too large. Volunteering was considered to be an act of solidarity and the salary level therefore was decided to be relatively low, and equal for all, independent of previous experience and education. The salary question has repeatedly been central in the discussions on both the NVS relation to NORAD and the future of the NVS.

#### THE ASSOCIATION OF VOLUNTEERS AND THE CONTACT COMMITTEE

NVS has close cooperation with the Association of Volunteers and the Contact Committee. Members of the Association are former and current volunteers and the Contact Committee consists of representatives from some of the political

and humanitarian youth organisations in Norway. Approximately 2/3 of previous volunteers are members of the Association. It has its own secretariat and this independence has from time to time proved to be of great value for the strengthening of the volunteer ideology in Norway. The Association is now responsible for the training of returning volunteers to improve their role as informants. The evaluation team recommends this role to be strengthened.

The main role of the Contact Committee is to discuss and follow up basic questions of the volunteer service. It also organizes seminars on important development issues. The cooperation between the Contact Committee and the NVS is from both sides reported to function well. Through the Committee the NVS can maintain and develop its contacts with different organizations in Norway. The evaluation pointed to the need to reconsider the composition of the Committee so that it represented more organisations.

#### NON GOVERNMENTAL ORGANIZATIONS (NGOS)

During the most recent years some volunteers have been recruited to assist humanitarian non-governmental organizations in their development projects. The consequence of this collaboration is that the NVS has increased its contact network in Norway. The benefits for the NGOs on the other hand, are that they get assistance to finance personnel on projects in developing countries and also that they can benefit from the NVS's administrative organisation and competence.

But this has created new problems for some volunteers. In particular these are related to the question of who is in fact the employer of the volunteer: is it the local head of the project where the volunteer is working, NVS/NORAD or the NGO in Norway? In some cases the evaluation team found that there was no clear division of roles and responsibilities between the partners involved. It is



therefore recommended that the cooperation between the NVS and NGOs is assessed thoroughly in order to develop clear guidelines.

## **SOME ADMINISTRATIVE ROUTINES**

### **Recruitment**

The NVS office is responsible for recruitment of volunteers. Substantial resources are utilized in order to find competent candidates who possess the necessary motivation and human qualities needed for the work as volunteers. The majority of the volunteers are recruited through advertisements in newspapers and magazines and until now the volunteers as a rule come from the Nordic countries. Within some sectors, however, it has proved difficult to find the sufficient number of candidates. The evaluation team proposes to explore possibilities to recruit more volunteers from other countries. This could make it easier to find qualified candidates and the bridge building aspect will be enriched and widened by creating a multinational milieu within the NVS itself.

### **Selection**

The routines developed to select volunteers seem to function according to the aims. However, some recruited volunteers already prove to be "problem candidates" during the preparatory course. But the contract has at this time already been signed and, as it is today, is very difficult to cancel. It is important to establish routines that make it possible to screen out unwanted candidates.

### **Training**

Volunteers participate in different training programmes before and during service. They are required to follow the preparatory course which lasts for approximately six weeks. The Training Division of NORAD is responsible for this course. The course includes languages, cultural understanding, transfer of

knowledge and technology and practical orientation about the situation in the recipient countries. The evaluation team recommends that a greater part of the training should take place in the countries of service. This is likely to result in a better understanding of the problems at local level. National teachers from the countries of cooperation should be used to a larger degree. At the same time one should investigate the possibilities to have more courses and seminars during the service. This is in particular due for subjects related to the volunteers' role as bridge builders, socio-cultural aspects and local languages. In general the evaluation team stresses the importance of more training in languages.



## **5. The Situation in Brief in four Countries of Cooperation in Africa: Kenya, Tanzania, Botswana and Zambia.**

Today the NVS operates in seven countries in Africa and Central America. The evaluation team has assessed the situation in four African countries: Kenya, Tanzania, Botswana and Zambia.

Although the situations in these countries are very different, they have some elements in common which create the framework and the main challenges for the NVS assistance. These are population increase, unemployment, weak public sector finances and often unsystematic private and public planning.

Many third world countries invested intensively in education after independence. Today the number of highly qualified personnel often exceeds the employment possibilities. Are development assistance personnel occupying positions which could have been filled by qualified local people?

### **KENYA**

Kenya has the highest population growth rate in the world. The main challenge in development work in Kenya in the years to come will be to provide work for the rapidly increasing work force. It will in particular be important to create employment in rural areas. During recent years there has been a tremendous expansion in the education sector, and the proportion of qualified Kenyans both on the medium and higher levels has increased. Unemployment among these groups is, however, also increasing.

Thus the NVS in Kenya is confronted with a new situation. There is no longer a great need for some of the personnel categories the NVS has normally provided. But on the other hand, there are numerous other problems within the NVS sectors i.e. the conclusion is that there still is a

need for the NVS assistance. The NVS has assisted four sectors: Youth Polytechnics, Child Welfare Society of Kenya, the handicapped (APDK), women's groups and home science in secondary (Harambee) schools.

These sectors have been assisted over a number of years. The Child Welfare Society has for instance received assistance for 20 years and the secondary schools for 10 years. The NVS has provided teachers to Harambee schools, and funds for transport and equipment. In the child welfare sector the NVS has mainly worked with administration. The women's groups are assisted in several ways by provision of funds and the volunteers have often functioned as initiators of new activities.

Within these sectors assistance seems to have been positively received and to have functioned well. This is for instance due in the Y.P.'s which are the Kenyan Government main program for technical and practical training for youths. Many schools have been built, but most of them have insufficient plans for education, equipment and the salaries and work conditions for teachers are not satisfactory. Thus the best teachers leave the schools.

For some of the schools the NVS support funds have been the main source of financing. The evaluation team finds that this has led to dependency on aid. The Youth Polytechnics have in many ways got into a vicious circle where lack of resources and lack of qualified teachers are large problems which cannot be solved by scattered posting of volunteers.

Also the Child Welfare Society of Kenya has large economic problems. The Government has reduced the funds for welfare programmes very much although the need for such programmes has increased drastically in Kenya. Lack of finance has meant that the Child Welfare Society cannot afford to employ leaders, although there is no shortage of candidates with the necessary qualifications in the country.



But the volunteers have been welcomed primarily because they are free of charge for the organization and at the same time provide opportunities to receive support funds and transport assistance. Previously the Government has not had a clear policy for child welfare programmes, but such plans are soon to be launched. The NVS is, however, in the process of withdrawing from the sector.

There are approximately 25.000 women's groups in Kenya. They are based on the principle of self-help. The women organize in order to start new activities to improve their living standard. The women's groups are particularly active in the rural areas. The groups have contributed to the economic and social development in Kenya.

However, the women are often poorly educated and possess little experience in management. Sometimes groups which have been instructed by Norwegian volunteers, but not appropriately trained in management, fall apart as soon as the volunteer leaves. The women's groups are not systematically supported by the Government and no national strategy for this sector has been issued.

Domestic Science education in secondary schools is also confronted by large problems: There is a scarcity of qualified teachers within this sector in Kenya. Since laboratories are scarce or non existent, the quality of the teaching does not improve. Many students therefore fail the exams and do not obtain necessary qualifications to join the high schools educating teachers in domestic sciences.

The NVS assistance has been positively received by the schools which have been able to benefit from it. The volunteers have not only taught but also supplied funds to build badly needed laboratories and to purchase other equipment. At these schools, which are established and built by the local population on community basis and fund raising, the Kenyan Government do not want foreigners (or at least not Norwegians) to teach. Therefore the last volunteer in this sector will leave Kenya in the beginning of 1990.

The skepticism to the engagement of more foreigners as teachers in the secondary schools, is a sign of a change in the Kenyan Government's policy about technical assistance as such. In addition to the fact that there are large numbers of qualified personnel in the country (but not in all sectors), the changed attitude can also be explained by the fact that important prerequisite for technical assistance has not been satisfactorily prepared by the donors. Too little emphasis has been laid on transfer of technology to the local colleagues. Lack of training easily leads to dependency on foreign personnel and projects often fall apart when the foreigners leave.

One other problem has been that many development activities have not been sufficiently coordinated in the Kenyan Governmental system. Often local employees in the development assistance projects have received better salaries and work conditions than what is paid in the Government institutions. The consequence of this is that many Kenyans with high education have left their government positions ("Intra national brain drain").

However, the signals from the Kenyan Government to reduce the number of volunteers, and in particular as teachers in the secondary schools, does not imply that the NVS as such is not wanted in the country. The Kenyan Government wants some volunteers to stay in the country, not least because of their role to maintain the relations between the two countries. Nonetheless, the number of volunteers has been much reduced from about 60 in 1987 to 23 in the beginning of 1989.

The evaluation report, however, points to the fact that other countries, even in Scandinavia, still receive requests to recruit teachers for the secondary schools in Kenya. Thus it seems as if it Norwegian teachers in particular that are not wanted. This could be explained by the politically strained situation between Norway and Kenya in 1987 and 1988.



## TANZANIA

Since the beginning of the eighties Tanzania has been in a deep economic crisis. Not only has Tanzania had large problems in the agricultural and industrial sectors. Also health, education and water supply show decline. In addition Tanzania is confronted by huge challenges in order to employ large generations of job seeking youths, and to develop and maintain the standard of public services. Tanzania is highly dependent on foreign aid and almost half of the development budget is financed by aid.

Assistance to education, health and rural development are the main sectors of the NVS work in Tanzania. In general the volunteers seem to be welcomed. Firstly they fill a need for labor and secondly, they contribute financial support to the development of schools, small scale industry and health. The financial support provided may prove to be the main reason for requesting volunteers in the years to come. This is, however, a problem which needs to be solved in the future. Today it is clear that Tanzania is either short of qualified personnel in most of the sectors assessed by the NVS, or the local qualified personnel do not want this kind of work because of the remoteness of the institutions or the low salary and prestige.

The largest NVS involvement in Tanzania is the education sector or more precisely the Wazazi schools. These are secondary schools established and to a large extent run by parents' associations. The government contribution to Wazazi is limited to salary for the head masters. The Wazazi schools have considerable problems with buildings, teachers, equipment for education and all what is needed to run secondary schools. The teachers colleges in Tanzania are at present not educating enough teachers to fill the needs.

The NVS has recruited volunteer teachers to Wazazi schools since 1980. The volunteers, support funds and transport have no doubt contributed to a qualitative improvement of the education.

In the health sector the NVS has

contributed extensively to the establishment and strengthening of physiotherapy in Tanzania. The assistance has been directed to institution building, school for physiotherapists, but also through recruitment of volunteers to district hospitals and to the strengthening of physiotherapists' organizations at national level. In addition assistance has been provided to orthopaedic workshops, vocational training for disabled and development of organisations for the disabled. Tanzania has a great need for most personnel categories within the health sector. With the assistance to the physiotherapy education Tanzania will in the near future fulfill the requirements for this category of health personnel by its own expertise.

The NVS has also assisted the promotion of small scale industries in Tanzania. The main organization for the enhancement of small scale industries is SIDO, and the NVS has established close cooperation with this organization. SIDO's work is still at a trial stage and it is important to insist on high qualifications for personnel to work in the projects. In particular it is important to identify local key people for training so that the projects are not discontinued when the volunteers depart.

## BOTSWANA

Botswana is unlike many other developing countries in that the country has had economic growth since liberation in 1966. The country is rich in natural resources and together with the stable political situation and development assistance from industrialized countries, Botswana has built much of the needed infrastructure.

Nevertheless, Botswana still has large social problems. There are great differences between rich and poor segments of the population, the unemployment rate is high particularly in rural areas and a strong increase in alcohol consumption seems to be taking place. At independence Botswana had an acute shortage of educated manpower. This problem has now been solved with



regard to many personnel categories. In order to develop the country fast, Botswana however has been prepared to utilize foreign labour in the sectors where the country still has a shortage of manpower.

The NVS works within health and vocational schools sectors. For many years the NVS has had several volunteers working as pharmacists and laboratory technicians in Botswana. Due to the training of these categories of personnel in the country, there is no longer a need for foreigners in these positions. But there is still a need for doctors, physiotherapists and dentists.

A large number of volunteers have been working in the Brigades. The Brigades provide a form of vocational training aimed at giving practical education to youths who do not continue secondary schools or who are without jobs or school offers. The original intention in establishing the Brigades was to run them on self-help basis, financed through sale of products made by the Brigades themselves. However, the Brigades have many problems to solve, and the Government gives some economic support.

There is still a shortage of qualified teachers and administrators in the Brigades and this seems likely to continue for the years to come.

## ZAMBIA

Zambia faces a deep economic crisis. The country has large foreign debts and is facing a considerable reduction in income from the mining sector. At the same time development strategies for the agricultural and industrial sectors have not been realized. As such there are many similarities between Zambia and Tanzania. Both countries experience a substantial process of economic restructuring. However, a reorganization of the economy has as a consequence a widening of the gap between rich and poor, growing slums in the towns and increasing unemployment.

The NVS activities in Zambia have been

concentrated on work for the disabled, small local agricultural training projects for young people, projects aimed at the integration of women in agriculture, work with the disabled, vocational training for school leavers, and in the health sector through information about nutrition and mother and child care.

Official Zambian policy regarding technical assistance is not quite clear. On the one hand a number of sectors seem to need foreign technical assistance. On the other hand the Zambian Government finds technical assistance too expensive. In addition to improving the working conditions for Zambians, the Government wants to become more active in deciding where the personnel should come from and to prepare the jobs.

Until now the Government has not been very active. Requests for volunteers have by and large been sent direct to the NVS from the organizations or the districts. The evaluation team finds it likely that the volunteers will be substituted. There are qualified Zambians, but the problem is often that so few qualified Zambians want to work in remote rural areas. The greatest need for volunteers in the future will probably be within administration, planning and economic management.



## 6. Evaluation of the NVS as Development Assistance

When evaluating the NVS as development assistance one ought to consider whether the activities are part of selected strategies, and whether the strategies are consistent with the objectives defined. The fundamental aspects are most important in this connection, such as selection of countries and sectors for assistance, type of work, localization of volunteer jobs and relationship to recipient government, local employers and colleagues.

It is also important that the NVS administration monitor the activities and that the personnel have the necessary competence, resources and capacity to make decisions. This means that much of the work performed by the individual volunteer will not be covered by the following discussion. The achievement of objectives will however also depend on the form of cooperation between the volunteers and the volunteer organisation.

Many factors are, however, beyond the scope of the NVS or NORAD influence. The deteriorating economic and political situation in many of the recipient countries of the NVS assistance of course affects the work and strongly influences the achievement of the NVS. But the NVS must adjust to changing situations. In reality there is no simple answer to the question of whether the activities lead to fulfillment of the objectives, either from a short or a longer perspective.

### THE STRATEGIES

The strategies form the basis for the activities. Some of the most important are as follows:

- \* *Recipient orientation*
- \* *Poverty orientation*
- \* *To create employment and growth particularly in rural areas*
- \* *Training of local personnel*

- \* *To make the NVS assisted institutions independent on future assistance*

In other words, the goals set for the NVS are extremely ambitious. Of course each single project or activity cannot achieve all this. But it is a question of choosing strategies so that the direction of the assistance can be as desired. The NVS and NORAD have from time to time to make choices which demonstrate the priorities between different objectives. By studying these choices and how the "typical" volunteer assistance is implemented, one can assess whether the assistance is heading in the right direction.

The problem is, however, that an assessment of the NVS as a form of development assistance in this perspective necessarily has to be relatively abstract. It is not possible to get insight in all nuances and the complex reality of NVS assistance. In the following, an assessment is made of certain matters which are considered important to reach the goal. But one has to remember that what is really important is how all the different parts are connected in one chain.

### TARGET GROUP BEFORE RECIPIENT COUNTRY ORIENTATION

In principle there is not necessarily a contradiction between recipient country and target group orientation. In practice, however, the recipient governments often emphasize and give priority to activities which would not be a natural field of operation for the NVS.

Due to the difficult economic situation in most developing countries, the governments often have to give priority to large national development programmes. The poorest section of the population is not always the immediate beneficiary of these programmes. Often this means that relatively few requests for volunteers are produced on the basis of the governments' initiatives. NVS/NORAD therefore is not in a position to choose between



many different requests. Instead the NVS has to push to find appropriate projects deserving NVS assistance.

Similarly the NVS gives assistance to relevant organizations or governmental offices in order that they may produce requests. The NVS is particularly active in this sense in Zambia and Tanzania, less so in Botswana. In Kenya the political situation and increasing national feeling, together with increased access to qualified Kenyan personnel, result in stronger influence of the central government.

A large number of volunteers are today engaged in social work and care for the disabled. Perhaps this assistance is the best illustration of the choice of target group orientation as opposed to recipient orientation. The difficulties in the national economy and increasing unemployment for large parts of the population have as a consequence that the government cannot easily give priority to assistance to groups like the disabled.

Assistance to women's activities is another example of priority given to target groups rather than to recipient government. No secret is made of the fact that pressure from donor organizations has contributed to a situation where the recipient governments themselves have become more motivated to give priority to aid to women.

The evaluation therefore concludes by supporting the NVS practice. By and large it will be considered a precondition for reaching the objectives of the NVS that the activities are sought directed at certain beneficiary groups instead of following the recipient government orientation if there appears to be contradictions between these two principles.

#### SELECTION OF SECTORS

It is not enough to reach the beneficiary groups only. The assistance must be organized to have the greatest possible impact for the beneficiaries. This means to choose sectors where representatives of

the target groups are already working, where the needs are large from their point of view, or where they can not benefit from public services on equal grounds with other groups in society. In some countries the NVS is engaged in sectors which are not easily categorized, for instance refugee work. These sectors have not been assessed by the evaluation.

The evaluation questions the large geographical and sectorial dispersion of the NVS assistance. Such dispersion of assistance demands much from the administrative capacity, competence and insight and can often result in large problems for the implementation. But first the selection of sectors for the NVS assistance shall be assessed in view of the defined objectives.

#### EMPLOYMENT AND ECONOMIC GROWTH

One of the objectives is assistance in creating employment and economic growth. Many volunteers are engaged in vocational training and this assistance is part of the activities to improve the qualifications of parts of the work force. This takes place both at vocational schools (Youth Polytechnics) in Kenya, in the brigades in Botswana and at vocational schools in Zambia. The objective is for the students to get jobs or to establish their own employment. The regular vocational schools are reserved for a small proportion of the youths of the countries in question. Due to school fees and other school expenses only young people from economically better off families normally can afford this education.

The majority of the population, which in Africa lives in rural areas, has agriculture as the main source of income. Alternative sources of income is almost non existent. Volunteers are engaged in the agricultural sector as instructors, either to women groups where agriculture is one of several activities, or in purely agricultural undertakings. This assistance is undoubtedly meeting both the need of the



country and the objectives of the NVS. But the beneficiaries' groups are not always well defined and the means are not always realistically directed to reach the poorest groups of the population.

#### TRAINING OF LOCAL PERSONNEL

Training of local personnel seems to be an important motive for recruitment of Norwegian volunteers both to the health and education sectors. The need of the country for qualified manpower in the health sector is the motive for recruitment of volunteers as nutritional instructors, physiotherapists and laboratory technicians.

The sectors selected by the NVS seem both to satisfy the needs of the recipient country for assistance and the objectives of the NVS. The increase in unemployment is expected to continue. To invest in employment and training is therefore an important strategy both in order to meet the needs of today and the future.

#### DOES NVS ASSISTANCE PROMOTE INDEPENDENCE OF AID IN THE FUTURE?

An important objective for the Norwegian development assistance is that the recipients should finally reach a position where further external technical or economic aid is not needed. This objective is ambitious and especially so for the NVS assistance where the beneficiaries are often extremely poor in terms of resources. Thus the assessment of whether the assistance stimulates development of self-reliance for the beneficiaries has to be quite realistic.

One precondition for assistance towards self-reliance is that the assistance and the volunteers are integrated in the local system and integration has to do with work methods, planning, follow up and cooperation with the recipients at different levels.

#### NVS - WORK CONCEPT AND WORK METHODS

The evaluation team found that most of the volunteers work in rural areas. In principle the service is integrated within the established system in the country of service. The rule is not to create new independent institutions for the volunteers. Previously the volunteers were gap fillers in positions where the recipient institutions could not otherwise find qualified personnel. The volunteers fill one position and contribute with their knowledge and experience. For gap fillers the question of creating dependency on the assistance is not so relevant.

Today, on the other hand, the volunteers do not come alone, but bring with them means of transport and support funds. Thus today many of the volunteer postings should be considered as "projects" rather than technical assistance only. This new work framework presupposes a different input both from the volunteer, the employers and NVS/-NORAD. The question on dependency therefore has to be considered in relation to these new, and sometimes more complicated, forms of assistance.

#### SUPPORT FUNDS

3/4 of the volunteers apply for support funds for their institutions. The funds may be used for building or repair and maintenance of buildings or for equipment related to the work. Both the volunteers and the employers are in favour of the funds. On average each sum provided by the NVS is not large. But in institutions where several volunteers serve over a number of years, the funds can add up to relatively large sums.

As it is now, one consequence of the support fund arrangement is that the volunteers achieve a relatively powerful position in the enterprises and institutions where they work. Normally it is the volunteers themselves who control and keep accounts for the use of support funds. This in spite of the fact that most of the volunteers finds it more desire-



able if the funds could be integrated in the budgets and accounts of the institution itself. It seems however, to be a widespread opinion that the institutions do not have the capacity to keep control of the funds.

In the present arrangement the NVS administration has too little capacity and insight to follow up the use of the funds satisfactorily. The strong position held by the volunteers and their independent role in connection with the use of support funds does not, according to the evaluation team, follow the objectives of the NVS. There is also reason to believe that although the funds have many positive elements, the effects of extensive use of funds might be to increase the dependency on future economic assistance.

#### PLANNING AND FEASIBILITY STUDIES

The utilization of support funds is however, as far as the evaluation team could judge, according to the regulations made by the NVS. When it is concluded that the organization of the support funds seems to be somehow separated from regular work in the institutions, one of the reasons is to be found in the NVS systems for planning, implementation and follow up of activities and projects.

Firstly, the activities must be planned with the objective in mind that the institutions should in the future be economically independent. In many instances it is evident that the NVS administration neither has time nor resources to undertake the necessary planning and feasibility studies. Results from the survey show that 69% of the volunteers said that the administration did not function satisfactorily in this connection and almost one third felt that the administration functioned very badly.

To some extent this can be excused and explained because of the special characteristics of the target groups of the NVS as very poor and marginal. But in other instances it is a question of the NVS administration's resources and possibilities

to start an active relationship of cooperation with local government in the planning phase. Although initiatives and invitations are made by the NVS for talks and discussions, the evaluation team conclude that the NVS administration does not stress this enough.

Incomplete planning and insight in the activities is evident also from the information given to the volunteers before arrival on the site. A large part of the volunteer group receive incomplete information or no information at all before departure. Only 4 of 18 volunteers in Botswana felt that the information received was satisfactory. Several of them felt they had not got any information. Similar results were obtained in the other countries under study.

When so many volunteers do not get enough information about the work they are going to perform, or the work place, it is opened for many misunderstandings and uncertainties with regard to the implementation of the work. Not least this will lead to uncertainty about roles; and in particular about responsibilities of volunteers and employers. The evaluation recommends elaboration of more precise definition regarding these and other central matters, which are imperative to define the framework of the volunteer services.

#### REPORTING

One important aspect which illustrates the form of integration of the volunteers in the local system has to do with reporting. Most volunteers write three main reports during a contract period of two years.

Evidently, many volunteers are not sufficiently integrated in the system as far as reporting is concerned. Survey results show that 32% of the volunteers had never written reports to their local employers. When employers and colleagues do not know the content of reports, much valuable information can get lost. In addition it can create suspicion and doubts. And it can lead to the impression



that the real employer of the volunteer is NVS/NORAD, and not the local boss.

The evaluation report writes that it seems as if the NVS administration and the volunteers themselves to a high degree understand this problem. One of the reasons for the reports still to be written in Norwegian is that volunteers sometimes do not feel sufficiently competent to write in the English language.

The evaluation recommends that the NVS office in Oslo establish better routines and control with the volunteers' reports and other information from the work in the field.

#### ADMINISTRATIVE FOLLOW-UP OF THE WORK IN THE FIELD

The NVS administration in the countries of cooperation has two main roles to assist the volunteers in the field:

- a) social and practical matters
- b) professional assistance in relation to the volunteers' work

Social and practical follow up is performed during field visits and volunteers visits to the NVS office, and also in the preparation for the volunteers' stay in the country.

The need for professional assistance to the volunteers varies to a large extent. Volunteers assigned as school teachers, for instance, would naturally try to solve their professional questions in cooperation with the head master and teacher colleagues. Hence the role of NVS administration in this context tends to be minimal. Most of the volunteers in Botswana considered that it was most appropriate to contact the employers if they had professional problems of any sort.

Still the reports written by volunteers at the time of termination of contract show that volunteers often feel helpless and lonely in their places of assignment when problems were to be solved. The problems

confronting them were very different from what they were used to in Norway. When they contacted the NVS administration, they did not get the assistance they sought. This of course also has to do with the fact that the personnel at the NVS administration cannot possibly have professional insight into all sectors where the NVS had programmes. In addition the evaluation report states that the NVS seem to have become more bureaucratic in the later years. Also NORAD does not seem to have given priority to the strengthening of the NVS in order to be able to fulfill its obligations in a satisfactory way.

#### TRANSPORT

Most of the enterprises and institutions assisted by the NVS in Africa have an acute transportation problem. Most volunteers have a car at their disposal a car or another means of transport. Naturally this is highly welcomed because it can solve at least part of the most pressing transport needs. One problem is, however, that the transport need is only temporarily met as the transport arrangement is today. The vehicle is the property of the NVS and is for the use of the volunteers personally. This means that only the volunteer is allowed to drive it. There are strict rules about not to accept hitch hikers or other passengers.

The result is that 15% of the volunteers use more than one day a week driving the car to settle matters, purchases etc. The volunteers also get into a position of power due to the fact that they dispose of transport and there seems to be different practices regarding acceptance or refusing of transport for colleagues and friends.

No doubt many volunteers have a great need for a car for private use in particular, considering how remote the volunteers' jobs often are from capitals and main roads. But the largest problem in this connection is a fundamental one. It has to do with enabling institutions to function independently of external



assistance after the departure of the volunteer. Here the evaluation concludes that it is unfortunate to mix the transport needs of the institution with that of the volunteer. The institution's transport needs have to be solved by direct transport support.

### INSTITUTIONAL DEVELOPMENT

In order to succeed and make itself superfluous the NVS has to contribute to institutional development. Generally this has to do with development and administration of personnel and material resources in order that the institutions shall be able to be as economically self sufficient as possible. This means that there should not be special projects only for NVS.

We have seen that several aspects, such as the support fund arrangement and the reporting routines are not satisfactorily integrated in the local system. It can also be added that institutional development is not a basic criteria for granting of funds. In the survey it was found that only about half of the volunteers felt that they had contributed to making the institutions more self sufficient. This is, however, not a relevant problem to all kinds of enterprises, but in small projects too little emphasis on institution building can have the result that the activities fall apart when the assistance terminates.

One way to secure institution building is to cooperate with local authorities so that means for maintenance and repair are secured in a long term perspective. Again the need for better planning is stressed by the evaluation team.

For some volunteers it is natural to establish cooperation with local authorities during the period of service. It is important that this cooperation is developed according to the employers' interests. Normally the relation to the employer is good, although friction in some cases can not be avoided. But there are instances when the volunteers have established their own relations with local authorities in a manner that has left

the employer with a feeling of being disregarded. How the relations between the volunteer, the employer and local authorities function will to a large extent depend on the volunteer's personal characteristics and interests. The evaluation team stress that it is a weakness in the system that some volunteers have too little knowledge about normal official procedures, and that they have too little knowledge about how institutional development can take place in general.

The other side of institution development has to do with development of human resources or transfer of knowledge and knowhow. It is a question of the day-to-day practical transfer from single volunteers to colleagues. The evaluation has not had the capacity to assess the transfer of knowledge as it is practiced in the four countries studied. The NVS administrations in the four countries seem to mean that more emphasis should be put on transfer of knowledge in the training of volunteers.

### WHAT HAS BEEN ACHIEVED?

Below we shall examine more closely the various problems discussed above in view of the efforts in one sector: the work with the disabled. The Volunteer Service renders assistance to this sector in all four countries and as the evaluation was taking place 29 volunteers were engaged.

The evaluation team raises for instance the following questions: does the assistance reach the target groups? Which activities are supported and how are they carried out? Does the assistance lead to independence and sustainable development from the point of view of the beneficiaries?

### THE BENEFICIARIES

In the opinion of the team, the work with the disabled satisfies NORAD's criteria for target groups especially well. The disabled comprise some of the most underprivileged and poorest people in



developing countries. They are often last in the queue for public services. This is caused by the poor access to resources in developing countries. The idea that work with disabled is a public responsibility is relatively new in many developing countries.

Working with the disabled can also be seen from a women's perspective in the sense that women most often carry the heaviest burdens in caring for the disabled in the family and in the locality. Efforts which can improve the living conditions for this group will at the same time lead to a better situation for the women carrying the main responsibility.

It is clear that the disabled are reached through the assistance rendered by the NVS. In spite of this the assistance to this sector is afflicted with a number of problems.

#### CENTRALIZED OR COMMUNITY BASED?

In work with disabled there are roughly two models: specialized or community based enterprises. By specialized enterprises one is for instance referring to boarding schools, 24 hour institutions and also day-care centers. These are the type of services the recipient countries most often associate with efforts for the disabled. Included in these may be schools for the deaf and blind, resource centers for polio- and leprosy victims and training orientated institutions. Specialized enterprises often imply high costs, only reaching a limited number of persons and tend to isolate the disabled from the rest of the community. They are often run by humanitarian organizations.

There are many reasons for the authorities to choose such models. The countries lack specialized personnel and by concentrating specialists in one place the work may be rendered more efficient. By concentrating the disabled in one place one is also able to help those coming from remote areas.

Such enterprises may, however, harbour

many problems. The developing countries themselves cannot always afford to run such expensive institutions, and so a dependence on future assistance is created. One example is the 'Farms for the disabled' in Zambia which have been almost entirely built with NORAD funds. On the farms the able bodied and the disabled work together. The farms receive some official support, and the inhabitants also receive certain financial compensations for their work. Nonetheless, the farms can in many ways be described as a storage place for the disabled. They live isolated from their local communities and their families. One may also query whether their agricultural production will lead to rehabilitation in the form of independence and economic self-reliance. The inhabitants also show many signs of being pacified.

Community based rehabilitation is a relatively new concept where the key words are decentralization and integration of simple services and training from the local health service. Such enterprises are often low cost, use simple technology, local resources and local participation. Both Botswana, Zambia and Kenya have in principle accepted that this model is the best one, but have not followed up by granting sufficient means to carry it through.

In Kenya one volunteer works with community based rehabilitation in Kilifi district. He is the only Norwegian volunteer in Kenya working in a public office. Because the work is integrated in the official system there have been very positive side effects. Although the introduction of community based rehabilitation is new there too, it seems that the idea has had a good response.

#### LACK OF PLANNING AND FEASIBILITY STUDIES

In general the evaluation team feels that to a great extent the NVS takes up assignments without assessing them in a greater socio-political context. Even if an exclusively community based strategy is not always the best one to follow in all



cases, more emphasis should be put on this in the future.

Lack of professionals was a big problem as demonstrated from the health service in Maun in Botswana where the volunteer lacked a counterpart for more than two years. A similar situation was found in a hospital workshop producing spare parts for the disabled. When the volunteer left after three years in 1983, there were difficulties in recruiting a new one. The workshop was practically closed down until 1987 when an Australian volunteer managed to get it on its feet again. This confirms the importance of carrying out feasibility studies before placement.

#### AGREEMENTS AND THE RESPONSIBILITY OF THE RECIPIENT AUTHORITIES

A vocational training school for the blind had had two volunteers who had been of great use. The problem arose when the last one was about to leave. Everything had apparently been well organized for a successful local transfer. For example the NVS-car was left behind. However, it turned out that running costs of the car were not included in the budget. At the same time, the main donor cut the assistance radically because they meant that the government should take over the responsibility of running the centre. The only problem was that the government, in this case that of Botswana, was not prepared for this and had neither entered into any agreements about support nor accepted responsibility at the start of the enterprise. The result was depressing. The school was closed down and the pupils sent home.

#### THE MOTIVATION OF THE VOLUNTEERS AND THEIR SOCIAL LIFE.

##### Idealists or pragmatists

The personal qualities of the volunteer play an important part for the results of the assistance. Their way of life, where

and with whom they associate also has a part to play in the insight they develop about local conditions and culture. This is not least important in connection with their role later as bridge-builders and conveyors of knowledge about the third world to Norwegian society. This is another overall intention with the Volunteer Service.

It has often been claimed that the volunteers are no longer idealistically motivated for the service. This often comes into question when salaries and other benefits are being discussed. The opinions are divided both amongst the volunteers themselves and other informants on whether idealism or more practical abilities are needed to take on such a service. It appears that the wish to 'do a good job' mingled with a practical attitude and a desire for adventure are the most important motives for taking on such assignments. But solidarity and the desire to meet other cultures are also predominant, especially amongst the female volunteers. Most volunteers experience their situation as fulfilling and satisfying. At the same time a majority of the volunteers interviewed were of the opinion that the ideology of the NVS was not applicable in today's situation, and a few were not aware of what this ideology was supposed to imply.

Many volunteers felt that the question about salaries was not relevant in this connection. One does not become less idealistic because one's salary and other benefits are increased. These contentions were anyhow aimed at the NVS administration and MDC/NORAD and not at the recipient country. In this connection it is important to remember that the volunteer is rarely the youth for whom the Volunteer Service originally was intended. The NVS has always expected a high educational standard from its participants, and this has raised the average age considerably.

Many volunteers have started families or entered into permanent relationships. They may have heavy financial obligations at home. This more than anything else has led to demands for higher salaries



and other fringe benefits rather than lack of 'idealism'. It is apparent that most of the volunteers have a highly developed sense of cooperative spirit and that they almost unanimously reject the 'jet set' life they see amongst the experts.

All the same, the conclusion must be that the living standard of many volunteers puts them at a distance from the target groups. Examples on this are shown by the housing standards in Tanzania, Zambia and Kenya. The volunteer here often inhabits the best and the biggest house in the whole village or area. Even bringing her/his own family may be a double edged sword when it comes to achieving rapport with the local population. Children, it is true contribute to extend the contact area. But having a family around often leads to isolation at home after the day's work is done. By and large the volunteers generally participate little in the social life of the community. They have relatively few friends locally, and only very few participate or think it important to participate in social events such as weddings and funerals.

Language barriers may be a reason for this. Only 11% feel they can communicate with the local population in their own language. On the other hand, it must be stressed that although the standard of living can lead to a division, there are individual volunteers who consciously choose to stick to a moderate and prudent way of life. It must also be emphasised that from the local point of view it is rarely seen as a problem that the volunteer enjoys a considerably higher standard of living than themselves. They are used to that. All the same, the evaluation team stress that a big difference in standard of living amongst volunteers and other employees in the same place of work can lead to isolation of the volunteer on a local basis. This may also have negative effects on the work.

## **7. The Recipient Countries' Perception of Voluntary Service Efforts**

### **NUMBER OF VOLUNTEERS**

In Kenya the situation is that the authorities and employers at the local level want more volunteers but the central authorities want fewer. The NVS can not solve this problem on its own but has to follow the recipient country's official policy on the subject. However this does illustrate that recipients at the local level are satisfied with the efforts made by the NVS.

Both Botswana and Tanzania wanted more volunteers. In the case of Botswana there was a particular need for assistance in the health sector and in the brigade system, while Tanzania expressed a pressing demand for teachers in private secondary schools. On the other hand, in Zambia only 12% of the employers expressed a need for more volunteers. In connection with the work done with the physically disabled, the debate on the number of volunteers showed, at least in one instance, that if resources were made available there were qualified local personnel. At the same time it was recognized that it would be difficult to attract qualified personnel to remote areas and few Zambians would probably be interested in the type of work done by the NVS.

### **QUALIFICATIONS**

Employers do not always specify which qualifications they prefer when requesting assistance. For example, in Kenya they often leave it to the NVS to find out what they need. It appears that the NVS is very successful in this work, as most volunteers are regarded as being well qualified.

In Tanzania, it was emphasized that a better grasp of Kiswahili would have been an advantage, and in Botswana employers expressed a wish to have more candidates



presented for each appointment so that they could choose between them. In Zambia over 50% were very well satisfied with the volunteers' qualifications while the rest were well satisfied.

## INTEGRATION AND ATTITUDES

Working in a foreign environment is not always without problems. Many employers were aware of the problems the volunteers could encounter while adapting to a new culture. Nonetheless, most of them felt that the adaptation process had gone relatively smoothly and that the volunteers expressed positive attitudes towards the local culture. But the disadvantage of working a lot on their own was often pointed out and also that they reported to NORAD instead of going directly to their employer.

In Zambia 22% of employers reported that they were not satisfied, particularly because the volunteers did not respect the rules and conditions of the organizations.

## 8. Some Aspects of Costs and Revenues

### FACTORS GENERATING COSTS AND REVENUES

It is difficult to put the NVS with its clear social objectives into a cost/benefit perspective. Too many aspects are not measurable in purely monetary terms. However, the evaluation team endeavoured to identify certain factors which generate costs and revenues.

### REVENUES IN THE RECEIVING COUNTRIES

#### Economic factors

The work force represented by the volunteers is largely free of charge for the recipient countries. It may bring revenues - at least it may reduce costs. If in addition the volunteer contributes with transfer of skills and administration, this can also be regarded as revenue for the country. Naturally, the buildings and equipment acquired through the support granted represent revenue. The same applies to the transport capacity acquired, which has indirectly contributed to the increase in production.

The volunteers' own consumption also contributes to creating work within both the service- and production sector, and the volunteers can also be regarded as a source of foreign and much needed hard currency.

#### Social factors

The qualities inherent in a volunteer and with which she/he contributes to society can create both revenue and costs. From a positive point of view, the volunteers' attitude to efficiency, increase in production and accuracy will contribute to bringing revenue to the recipient country. The spreading and understanding of Norwegian culture can also be regarded as positive.



In this connection one can think of principles of solidarity and concepts of human rights, and duties, as relevant.

## REVENUES IN NORWAY

### Economic factors

As an organization the NVS represents activities which create both employment and incomes for volunteers, administrators, course-leaders etc. A relatively small proportion of the volunteer's salary is, however, spent in Norway.

### Political factors

The NVS plays an important part in showing that Norway's assistance reaches poor people in the recipient countries. This helps to legitimize the spending of large sums of money for development aid every year.

### Social factors

With regard to the transfer of information to Norway, the evaluation shows that the NVS still has an important part to play. The professional channels of information, including television, do not satisfy all the demands for information and do not reach out to the individual in the same direct way as does the volunteer towards his/her friends, family, colleagues etc.

It is the opinion of the evaluation team that NVS volunteers play an important role in counteracting prejudices and racism in Norway.

The NVS can also be regarded as an investment for Norway in accumulating experience and knowledge about third world countries. Many volunteers continue in solidarity work or other professions with a third world connection after returning to Norway. This can be regarded as an important contribution to a process of internationalization.

## COSTS IN THE RECIPIENT COUNTRY

### Economic factors:

According to the agreed minutes the recipient countries are, for instance, obliged to provide the volunteers with housing and furniture. This has not always been the case. All the same, a few costs are imposed on the recipient countries, for example in connection with the placement of volunteers; finding a counterpart and preparation for the arrival of the new volunteer.

In certain cases the volunteer's level of technology may lead to increased costs of the project and counteract the usefulness it would otherwise have had. This evaluation shows that volunteers by and large choose suitable technology and have therefore imposed few costs on the recipient countries.

Volunteers may, however, with their pattern of consumption, as for instance the use of a car, contribute to creating a demand for equipment for which the recipient country has no economic basis to import or use.

### Political factors:

Of the negative effects represented by the volunteer's moral and political values, 'imported' values will often collide with traditional, local patterns of behaviour which have great value and use in themselves.

In this respect the NVS represents 'cultural imperialism' with all its negative effects on the third world. The enormous difference in salary between volunteers and local colleagues may result in low morale and conflicts in the local work situation. However, this was not registered to any great extent by the evaluation team. Another factor is the eager volunteer, keen to get a lot done in shortest possible time thereby pacifying the local colleagues. The result may be a mood of resignation rather than an optimistic vision of the future



development in the area of work.

### Social factors

On the volunteer's arrival in a Third World country two cultures meet. The result may be conflicts in the work-place which can destroy the atmosphere at work and lower the motivation of the local staff. The evaluation team has encountered a few examples of such cultural collisions where the volunteer has not shown enough sensitivity to comprehend the African reality. Another negative feature is that the volunteer controls the support fund and which are of fundamental value for the enterprise/work-place. This can lead to conflicts and great expenses for the recipient both in the short and in the long term.

### COSTS IN NORWAY

#### Economic factors.

Most of the economic costs are measurable even though they are not always easy to find in official accounts. One volunteer year costs between NOK 380 and 420,000 depending on which costs are included.

#### Social factors.

If the result of the information reaching back to Norway is negative, there may be political repercussions and disruptions in the relationship between Norway and the recipient countries. So far we did not find that the NVS had contributed to such costs to any great extent. But recruiting the wrong person can result in considerable costs.

Another expense is health problems caused by tropical diseases and psychological problems connected with working in a foreign culture. In cases where the volunteer's family is split up for long periods of time there can also be negative social consequences.

### MEASURABLE COSTS FOR THE NVS

The official costs for the NVS were in 1987 nearly NOK 62 million. The evaluation

team found it however, necessary to include other costs: salaries for personnel working with the NVS, house rent, cleaning, running costs etc., so that the total costs eventually arrived at exceeded NOK 78 million. This corresponds to a man year cost of around NOK 420,000. In comparison with other methods of calculation it appears that development aid experts are estimated to be more than twice as expensive as volunteers and consultants 3 times as expensive.

### DEVELOPMENT SO FAR AND IN THE FUTURE.

It is not possible to carry out a cost/benefit analysis on the activity of the NVS. The costs for Norway are largely known, but it is difficult to measure the effect of the activity in the recipient countries. Development aid is a process which starts with cooperation and which hopefully ends with independence and self reliance without aid.

On the other hand, cost/benefit is a useful tool for alternative thinking. For instance we know to-day the costs of having a carpenter teaching 10 - 15 pupils. If the candidates take their tests after 2 years, the costs per tested candidate can be worked out. Would it have been possible to train more candidates with the same costs, but in different ways?

From 1960 until to-day big discrepancies in salaries between the volunteers and their local counterparts have developed. The biggest differences have occurred in the eighties. In 1988 a volunteer in Tanzania would earn 20 to 30 times as much as her/his colleague would get for roughly the same job.

Adherence to efficiency would mean being more critical to the placing of volunteers. Most positions on the intermediate level sector in the recipient countries could be filled with candidates from newly industrialized and other countries, provided the necessary means were available.



To justify his/her costs the volunteer must be involved in development activities comprising the transfer of knowledge and administrative skills. Furthermore, he/she must be involved in work-situations where his/her skills, experience and support organization will benefit a larger number of local counterparts. In practical terms this can mean that the volunteer is not in the forefront in relation to the recipients, but has a role as teacher and coordinator for an apparatus of local employees who actually do the work for the recipients.

To the extent to which expert assistance and volunteer assistance is comparable the consideration of the team is that the NVS volunteer is more capable of reaching under-privileged groups more effectively.

The volunteers feel that missionaries have a better ability to reach the very poor than they themselves have. This is based on the missionaries' longer stay in the recipient countries, their ability to speak the local language and their knowledge of the local culture.

## 9. The Volunteer Service as Bridge Builder - does it work?

Amongst the objectives for the activities of the Volunteer Service, its role as bridge-builder has always been an important one. Right from the beginning, it was emphasized that the NVS should 'increase the understanding at home for the conditions in the economically - and industrially underdeveloped parts of the world'.

It should also act as bridge builder the other way: for the people in the developing countries; to bring about mutual understanding.

The team attempted to shed light on a few sides of the bridge-building between Africa and Norway. It was emphasized that bridge-building is interpreted as: the formal and informal information spread by the returning volunteer to friends, colleagues, schools, organizations and the media.

The evaluation team felt strong reservations about how precise conclusions one could draw in this respect in relation to the time and economic resources available to them.

The team concentrated primarily on measuring the extent of the bridge-building activities. Furthermore, they concentrated on pointing out the conditions necessary for bridge-building to occur and on what the volunteers themselves and representatives of the various media and other groups feel about the volunteers in this connection.

One could, however, say little about the quality of the bridge building and to what extent it influenced the public towards greater understanding of and solidarity with the third world. In one area, in the schools, the team carried out a limited attempt to evaluate the effect of the bridge-building.

Those interested in more details as to what role the NVS plays as bridge-builder



are recommended to read the main report. In this short version, only a few of the most important conclusions will be dealt with.

## THE MEDIA

### NRK TV

The team's research on NRK-TV shows for instance that:

1) The documentary coverage of the third world was seriously reduced from the seventies to the end of the eighties. The coverage appeared fragmented and unsystematic, and appeared to a large extent dependent on a team travelling to a certain country or part of the world in order to make a series of programmes.

The serious reduction in the number of programmes must signify that the coverage of the third world has become less important to NRK-TV despite a general strengthening both in human and financial resources since the seventies. TV has a big concentration of programmes in connection with the annual fund raising in October.

2) TV-news coverage in Asia concentrated mainly on the big conflicts in Iran, Vietnam and the Philippines. Coverage of other countries in Asia was extremely scarce. The coverage of Africa was spread over more countries, even though South Africa/apartheid was a top item. Latin America only appeared in the picture after 1979. The coverage was largely concentrated on war and conflict material.

3) The educational TV had little variation in the number of programmes from 1973 to 1983, with a dramatic decline in 1987, when there was a sudden reduction to only four programmes, all from Asia.

### 'Arbeiderbladet'

Investigation of 'Arbeiderbladet' (the Labour Party daily newspaper) found a general increase in subjects on the third world through the recent years. It is mainly the troublesome political realities

which are covered by the paper. The subject matters have taken a more specialist direction in the last few years, but not with the same speed as has other subjects.

The focus has also shifted from Africa in the sixties and early seventies, to the liberation wars in Latin America in the end of the seventies to early eighties. Vietnam has also been top on the list with more than 100 articles in 1986 and '87.

The tendencies in 'Arbeiderbladet' appears to follow the same pattern as NRK-TV, i.e. less material from the third world on 'softer' subject matters, like culture, daily life and analytical background material and more in the direction of news, political articles and specialist material. The population itself has very little say, they are dealt with, but hardly ever interviewed. This is not according to the expressed wishes of the public for less conflict- and news material, and more articles about daily life, culture, women and children.

### Local newspapers, magazines and technical journals.

When it came to local newspapers it appeared that 17% of the volunteers had written articles, but hardly any of them had written more than one or two. Almost 20% had been interviewed by a local newspaper.

Seven per cent of the volunteers have written articles in different papers, and eight per cent in periodicals. Very few volunteers, if any at all, have written articles in illustrated weeklies. At the same time we know that a large part of the population who read weeklies are potentially interested in the third world. In other words - here a natural niche to reach the 'broad masses' appear largely unexploited.

## THE SCHOOLS

The investigation the evaluation team carried out in a few selected schools



showed that teachers have the professional background that makes it easier for them to pass on information from their volunteer service experience, both in their work and outside it. It turns out that this group has the highest number of active bridge-builders of all the different professions. Volunteers not working in the school-system find it difficult to take time off from their work to go and lecture in the schools.

The teachers themselves felt that it was natural that third world matters came to play a larger part in the curriculum than earlier, but were careful not to emphasize it too strongly or bring the subjects up at all times. Most of them were active and interested in matters concerning the third world even before they travelled abroad, but the experience had given them more subjects of more substance and great credibility in the school environment.

#### PREPARATION FOR BRIDGE-BUILDING ACTIVITY.

The team found that not enough emphasis was put on the interest for and skills in bridge-building on recruitment of volunteers.

During the preparatory course for volunteers the subject of bridge-building was touched on relatively lightly. But a number of the items have an indirect relevance to this work which is based on a thorough understanding of the society in which the volunteer is to settle. Information technique and photography are related to technical skills. Recently the information technique has been expanded to include training and cooperation with local newspapers in an effort to encourage the volunteers to write more for their district paper.

The interviews done in the field indicate that the volunteers are not particularly concerned with bridge-building at this point and that they experience the information as partly irrelevant. They see themselves as skilled workers out there to do a job and demand practical information for this purpose.

More than 60% say they have collected information abroad with the intention of using it in bridge-building activity. More women than men say they have collected such material. Those who have collected information are amongst the most highly educated. In 1985 the Association of Volunteers (FKS) started week-end courses in information technique for returned volunteers. These courses were held once or twice a year. There is a great interest in these courses, and in 1987 an evaluation of them showed that all except one of the participants were active in information work after the course. In 1988 FKS started running termination seminars where recently returned volunteers come together to learn about information activity amongst other things.

#### THE VOLUNTEERS' WORK WITH INTERNATIONAL ISSUES ON RETURNING HOME.

All of 57% of the returning volunteers claim to have worked with or been engaged in international problems, development work, solidarity work, working with refugees or in multi-cultural communication in Norway on returning home. The evaluation team found for instance, that 4 out of 25 fellow employees in the Refugee Council were previous volunteers. Several of the refugee consultants in the district councils had also been engaged by the NVS.

It can be assumed that a voluntary service engagement has had a big influence on choice of future careers, studies and leisure activities. Many volunteers return home 'a different human being', they have broadened their frame of reference. They engage in international issues to a much greater extent than earlier; it is difficult to remain indifferent after working in the African countryside.



## SUMMARY

### Extent

A great majority of the volunteers see bridge-building as important. But only a small proportion are active in this work and the level of activity falls rapidly after the first two years. The exception are the teachers practicing.

The volunteers are present to some extent in the local press, first and foremost in connection with travelling to Africa - or returning home - i.e. they are of 'local news interest'. A few write in the paper themselves, but hardly any write more than once or twice. They are not engaged to comment upon current incidents in the countries where they have been working, nor do they take the initiative to cooperate with journalists in making reports on issues about which the volunteers have information. In both areas there is a large potential market.

Very few of the volunteers feel that the knowledge they have acquired abroad is being utilized to any extent after returning home. Nearly half feel it is being made use of to some extent. The rest feel it is being made use of to a small extent or none at all.

### Problems

The volunteers are not professional enough in to-day's information society, neither in relation to the media nor in relation to organizations. They do not write well enough and they are not good enough at photography. Neither do they take the initiative to sell themselves to the media in order that their knowledge be used as basis for reports - they expect the media to come to them. The information they possess are not of the type journalists are hunting for except in connection with a volunteer travels abroad or returns to the local society. Journalists and editors are nonetheless positive to such information as long as they get it 'on a plate'.

The United Nations Association and other organizations use volunteers as speakers to

a very small extent, mainly due to their lack of communication ability, and because they often possess a very limited area of knowledge.

The volunteers' subjects become dissected and 'used up' unless it is replenished. After three years hardly any of them give talks to organizations any more.

Some volunteers experience that the NORAD-system is little interested in or receptive to criticism. Those wanting to bring up criticism therefore have to do it outside the system.

### The usefulness of bridge-building activity

Bridge-building activity appears to be most effective in the schools. Teachers who have previously worked in the NVS actively influence the attitudes to the third world both amongst the pupils and amongst their colleagues. The media picture of Africa, where catastrophes and poverty dominate, become more varied through the eyes of the volunteer teacher.

The effect of the information-activity is difficult to assess with basis in our material. What seems clear is that journalists and editors regard the volunteers as credible sources of information, and believe they are in possession of valuable material. This is an excellent starting point for a more active engagement from the volunteers.

Bridge-building is useful - especially in the schools. But - only a small proportion of returning volunteers are active bridge-builders in the schools and in the media, the rest are active 'on a small scale', amongst friends, colleagues and family, when these ask. With a continuing emphasis on assistance for bridge-building and on making it more professional, this part of the NVS activity will continue in the same positive trend as at present - a trend which is highly important at a time when increased suspicion of foreigners seems to prevail in the Norwegian society.



Returned volunteers embody a large and unused potential, which can be activated if they receive more professional help and follow-up in their bridge-building work, and if they apply more investigative methods of work. The action plan of the Association of Volunteers emphasize such issues and this association has already acquired competence in this field. The evaluation team feels that this work ought to be granted the resources necessary to carry out such important functions.

## **10. The Volunteer Service - Possibilities for Development in the Future.**

### **INTRODUCTION**

The evaluation team was requested to consider the development possibilities for the NVS. Investigations carried out during the evaluation did not give any clear answer as to which form the NVS should take from now on into the nineties. Nonetheless the team was unanimous in its conclusions.

The hope, expressed by many people in the sixties that development aid would solve the main problems of the recipient countries after a period of 10 - 20 years and bring them into a development process towards greater welfare for most of their people, has not been fulfilled. The latest debate on development aid has expressed a more pessimistic view of the effect of the assistance. This is partly due to the conclusion of extensive analyses about development aid which state that the assistance does not always have the desired effect nor does it always reach the groups of people it is meant for.

### **THE NEED FOR A VOLUNTEER SERVICE**

The volunteer service is based on idealism. The efforts of individuals, trans-human contacts across frontiers and solidarity with socially deprived groups are still the predominant features. The evaluation has shown that there has been and still is a need for such assistance, both from the point of view of the recipient countries which naturally is the main concern as well as from the Norwegian side. There is reason to suppose that there will be a demand for such assistance in the foreseeable future. Some of the main reasons for this supposition is the following:



a) Direct assistance to socially deprived groups

The overall intentions of the Norwegian Development Aid Programme are primarily to assist poor and socially deprived groups. As demonstrated by the evaluation team the NVS contribution is often directed towards the least/ or less privileged part of the population. It is hard to see how countries of the third world will be able to render adequate assistance to their socially deprived groups independent of external assistance.

b) Personnel assistance

The team has ascertained that there is still a great demand for qualified personnel assistance on the intermediate level in Botswana, Zambia and Tanzania. Kenya, on the other hand, is to a large extent able to cover the need for such personnel from their own population. But the countries' need for personnel assistance has changed somewhat over the years. Today there is a relatively great need for professionals to fill posts that includes planning, coordination, teaching of skills, leadership techniques and financial management.

c) Bridge-building

The NVS also fills a need from the Norwegian point of view. In this respect one can mention the 'role of bridge-building'. The evaluation shows that there is a large and partly under-exploited potential in returning volunteers, and this potential ought to be applied more in the future.

There are many people in Norway who have a desire to show practical solidarity with underprivileged groups. The wish of the individual to make a personal contribution should also be taken care of in the future. NVS is a good choice.

### MODELS FOR THE VOLUNTEER SERVICE

The evaluation team arrived at five different models for the NVS:

A. To develop the present one. This model bases itself on the Volunteer Service still being part of NORAD. There are two clear alternatives for such an arrangement, either stronger integration and coordination of the activity or greater independence with the intention of developing the NVS-activity on the basis of its own ideas.

B. Close down the NVS as a form of assistance. The grounds for this would have to be that the future demands for qualified personnel on the intermediate level in developing countries are small and that the present demand can be covered through the work force from other countries.

C. An independent NVS with a defined profile. The NVS is separated from NORAD and reappears as a mainly state-financed foundation with a defined profile.

D. All personnel assistance from NORAD is coordinated. The activities of the NVS and expert assistance are closed down and are coordinated in a common personnel category with a wide salary scale where personnel is remunerated according to qualifications.

E. A combination of alternative C and D.

### MORE ABOUT A AND C

In the main report the different alternatives are discussed. In this short report we shall concentrate on the alternatives A and C which according to the team are the most feasible. We will also limit ourselves to that part of A which implies a greater independence for the Service within NORAD.

To develop the present system.

The most obvious administrative solution for a freer voluntary service within NORAD would be a NVS directly subject to administration by NORAD's director, but with its own steering committee. A vital question regarding this alternative will be the viability of a separate



committee at the same time as being placed under NORAD's director. A similar arrangement for management is today in operation for NORIMPOD which is a part of NORAD. The experiences from this arrangement do not immediately imply that a real separation can come about at the same time as the office is placed under the development assistance administration.

The advantage of keeping the NVS as a part of NORAD must mainly be seen as a means of taking advantage of the infrastructure present in NORAD and the 'goodwill' NORAD undoubtedly enjoys in the recipient countries. By giving the NVS more weight within NORAD, this form of assistance could also become an important counterpoint to the ordinary assistance in illuminating the potential benefits of small enterprises in the development process and in general making the assistance more target group orientated.

However, in arguing for a more independent, NVS within NORAD it is also valuable to consider the experiences of the past 25 years when the NVS has been a part of NORAD. The evaluation has shown that there may be several advantages, but that there are a number of conditions which give reason to question whether a NVS within NORAD is the most suitable in order to reach the set targets.

The evaluation points to several areas where placement within NORAD has caused cracks in the identity of the NVS. This is especially the case in questions concerning salaries, as a common employer (the state) makes it easier for the volunteers to compare their salaries with those of the experts. In this connection it appears disadvantageous to have two personnel categories within the same organization where one category is paid according to qualifications while the other one is supposed to maintain the principle of solidarity and accept equal pay on a moderate level irrespective of qualifications.

The upkeep and development of the NVS' identity does however, have more aspects than those connected with salaries. It has

become apparent that the NVS administration has to use relatively large resources in defining and maintaining their distinctive role as donors in relation to NORAD.

The team points to a tendency that the NVS is being met with a certain amount of skepticism and degradation in the system, and the assistance given a lower status than other forms of assistance. 'Low status' in a bureaucracy may for instance result in problems with increased budgets and authorization for new positions. It is apparent that the NVS has experienced problems in getting authorization for new positions at a higher level while other offices within NORAD have been met with greater response in the questions concerning appointments.

It is also evident that the expert knowledge represented by NORAD is not being made use of to any great extent by the NVS. This may be partly because this knowledge is not relevant to the NVS or lack of capacity at NORAD's offices. Or it may be because the offices do not give preference to assistance which are not directly connected to the other activities of the office.

The role of the NVS in relation to NORAD in the local representations may also be questioned. The situation today is that NORAD has an overall responsibility for agreements and contracts entered into through the NVS, something that can lead to complicated decision making. The direct involvement of the local representative in daily tasks at the NVS administration abroad also appears to be dependent on the 'regime' which rules at the NORAD representation at any time.

NVS is a form of assistance designed to express solidarity with the poor. Administration, the use of cars and general use of resources should reflect this. Restrictions in the use of resources are often expressed in the concept: 'Volunteer style'.

As part of NORAD's extensive activity it may be difficult to achieve accordance between textbook and reality.



There is reason to suppose that a number of the above problems are not immediately soluble by making the NVS stronger and more independent within NORAD.

### C. Independence

Most of the disadvantages of the NVS as part of NORAD can be turned to advantages by choosing alternative C which is independence of the NVS in relation to NORAD. This would imply that the NVS was given a possibility to develop its distinction as an idealistic assistance organization and given a more liberal and independent position in relation to the recipient countries' authorities. Personnel recruited to the Service would find it easier to identify with it and feel more inclined to regard themselves as solidarity workers in the third world rather than experts in service for the Norwegian State.

Salary comparisons with the experts in the other part of the service would probably not be quite so obvious. In other words, it would be easier to maintain and develop the 'Volunteer style'. In addition, much of the justification of maintaining a Voluntary Service is for it to have a profile which is clearly distinguishable from the rest of the Norwegian assistance.

An independent Volunteer Service would also have more opportunities to render target orientated assistance in the future, and besides stay more flexible in the efforts of adapting the assistance both to the receiving countries, Norway and the need of the individual volunteer.

Making the NVS more international in its concept by for instance recruiting foreign citizens will also be made easier. It will also become easier to enter into concrete projects together with other countries' Voluntary Services.

The evaluation team believe that the bridge-building role will be easier maintained within a NVS with a distinctive profile. Bringing material from the third world often involves expressing

criticism of assistance enterprises initiated by others. This can lead to conflicts of loyalties, both for the volunteer and the administrative personnel in relation to NORAD as employer. There is also a desire to strengthen the debate in Norway on expert assistance by increasing the number of experts with third world experience not directly dependent on NORAD support.

One objection to starting something new and unknown may be that such an initiative may cause recruiting difficulties in putting more emphasis on the idea of solidarity and the role of bridge-building than is the case today. The result may be a certain amount of 'sifting' of personnel who are primarily concerned with high salaries and other fringe benefits in connection with the assignment. There is reason to believe that at least in the starting phase, an independent NVS would become less comprehensive than what is the case to-day, both in respect of the number employed and the extent of the effort.

In order to reach the various target groups given preference by the NVS it will also in the future be natural to cooperate with other small and large development organizations within larger sector programmes. An independent NVS may be responsible for recruitment to parts of one sector, for example to work with the disabled.

Finally, it should be mentioned that one of the arguments for an independent NVS is the fact that other countries - comparable to Norway - have released the NVS from the official assistance. The Swedish Voluntary Programme was faced with a choice a few years ago which resulted in the service breaking away from SIDA to become an independent Foundation.

### MORE DETAIL ON THE ALTERNATIVE CONCERNING AN INDEPENDENT VOLUNTARY SERVICE WITH A DISTINCTIVE PROFILE

The evaluation team recommends that a



separate and independent NVS be established in accordance with the following broad principles:

The NVS be converted to a foundation financed mainly from the public sector, and run by a Board whose members are selected according to their development assistance qualifications. It is assumed that this foundation will have good contacts with humanitarian organisations in Norway, with NORAD and with voluntary organisations in other countries.

The independence of certain interest groups and of NORAD will make it easier to adapt the Volunteer Service to continual new challenges. The team consider it desirable in the future to:

- work towards coordinating the NVS within the Nordic countries
- develop a more international profile of the activities through involving participants from the recipient countries and by coordinating assistance with other voluntary organisations

The target groups for the Voluntary Service will continue to be marginalized groups within the Third World. The resources allocated to the effort/work places ought to be given without giving the volunteer too much power. Great emphasis must be put on planning procedures and on securing the recipients' influence and responsibility for the work. Efforts must be followed up systematically and regular evaluations should be undertaken.

In choosing the country, the sector and the local partners, there must be agreement on the general objectives set out for the NVS. The individual volunteer should be motivated and qualified to work close to the target group and to develop his conception of how the target group's situation might be improved in the short- and the long-term. Transfer of knowledge is one of the most central tasks for the NVS in the future. Linguistic abilities and a clear understanding of cultural and development issues are therefore expected.

The basis for recruiting will at the outset be Norwegians and other Scandinavian citizens, but should to a greater extent include foreign staff, often recruited locally. Such an extension of the recruiting base should however be studied more closely and be implemented in one country first before detailed rules can be worked out for every country. The evaluation team proposes that consideration be given to introducing a system whereby a distinction is made between Beginner volunteers and Senior volunteers. A high degree of competence must be required of the administrative personnel who are to run activities at home, and in particular those working at the offices overseas.

The discussion in the evaluation report on the future of the NVS is by no means definitive, and it is recommended that an independent professional team be set up with a brief in particular to study the administrative alternatives and their economic consequences.











