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OTHER FUNDS AND PROGRAMMES

UNITED NATIONS VOLUNTEERS

Report of the Administrator

Summary

This report is submitted in accordance with Governing Council decision 86/43 of 27 June 1986, which requested the Administrator to "undertake a substantive review of the mandate, role and work priorities of the United Nations Volunteers and, taking into consideration the recommendations of the second United Nations Volunteers intergovernmental meeting held at Maseru, Lesotho in November 1986, to submit his report to the Council at its thirty-fourth session and to include in the report ... the Administrator's recommendation on alternative financing modalities" to meet the staffing requirements of the programme. The Administrator also reports on his consultations with the specialized agencies concerning compensation to UNV for services provided in identifying and fielding volunteers to work in agency-executed projects.

The report also contains financial information in its annexes and, in paragraphs 72 to 86, a proposal to shift a major part of the financing of the Programme from the biennial budget to the support cost line of UNDP general resources.

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## I. THE MANDATES OF THE UNITED NATIONS VOLUNTEERS

1. The UNV mandates emanate from three resolutions of the General Assembly. The first, resolution 2659 (XXV) of 7 December 1970, requested the Secretary-General, in consultation with the Administrator of the United Nations Development Programme, to appoint a co-ordinator, within the framework of the Programme "to promote and co-ordinate the recruitment, selection, training and administrative management" of UNV activities. In establishing UNV, this resolution in general took into consideration the provisions that:

"Such service is well planned and directed, utilizes volunteers recruited and serving on as wide a geographical basis as possible, including in particular the developing countries, and the necessary sources are made available;

"Volunteers have the technical and personal qualifications required for the development of recipient countries, including the transfer of skills;

"Volunteers are not sent to a country without the explicit request and approval of the recipient Governments concerned".

2. The founding resolution thus provided UNV with a set of three principles to guide its future operations. These were that: (a) UNV should emphasize technical competence and skills; (b) that UNV should adhere to the principle of universality in the recruitment and fielding of volunteers, particularly from developing countries; and (c) its activities should be guided by the needs of recipient countries.

3. The second resolution, 31/131 (XXXI) of 16 December 1976, gave UNV its mandate in the field of youth, designating UNV as "a major operational unit of the United Nations for the execution of youth programmes", especially of pilot projects to increase the participation of youth in development.

4. The third resolution, 31/166 (XXXI) of 21 December 1976, deals with Domestic Development Services (DDS) (governmental and indigenous non-governmental organizations (NGOs) concerned with development at the grass-roots level). The resolution requested the Administrator:

"To develop further and expand the activities of the United Nations Volunteers in the field of domestic development services;

"To ensure that the United Nations Volunteers programme actively promotes the formation of regional advisory groups for domestic development services ...;

"To ensure that the United Nations Volunteers programme prepares and publishes relevant material on volunteer and domestic development services activities".

5. These last two resolutions expanded the original UNV mandate in a significant manner. The youth and DDS mandates, while involving the deployment of volunteers, also cover a much wider field, requiring UNV to provide many services in addition to those under the core programme.

## II. IMPLEMENTATION OF THE MANDATES: THE FIRST TEN YEARS

6. While these three resolutions established the broad parameters of UNV policies and programmes, guidelines for the implementation of the mandates were also provided from time to time by the Governing Council. It is important to note that the founding resolution, the ensuing guidelines and the placing of UNV under the administration of the United Nations Development Programme (UNDP) all demonstrated that UNV was considered as an additional and pragmatic instrument for technical assistance and not solely an organization to promote the volunteer ethos.

### A. The core programme

7. The original mandate, the recruitment, fielding, and administration of volunteers, remains the core programme of UNV operations. In the interests of the transfer of know-how, UNV was required to seek candidates possessing technical qualifications, the necessary languages, cultural background, and professional experience relevant to the tasks ahead. Volunteer assignments had to be placed within the context of the development programmes of the countries concerned with specific job descriptions, clear goals, detailed work programmes, etc. A credible system had to be established to assess the suitability of candidates originating from all regions of the world. Similarly, procedures for pre-departure and post-arrival orientation had to be worked out and implemented. All these required close co-operation with UNDP field offices, Government organizations and co-operating agencies.

8. The second principle, universality, is applicable both in respect of the countries of origin of volunteers and the countries to which they are assigned. The only requirement to receive and/or to send United Nations volunteers is that the country participates in the United Nations development system. This universality is naturally administratively most demanding, making it necessary to develop and maintain contacts with virtually all Governments and volunteer-sending organizations in both developing and developed countries. The General Assembly call for special efforts to recruit volunteers from developing countries has, of course, strengthened this effect.

9. Pursuant to the explicit request of Governments, each volunteer is nominated individually and processed individually. The required programming is carried out on a continuous basis with Governments, through UNDP offices and programming missions by UNV secretariat staff, briefing of Resident Representatives and executive agency staffs, and by the constant monitoring of country programme management plans (CPMPs) and other field documents. Thus, the requests for volunteers in the end accurately reflect the priorities of the country.

10. The Governing Council initially approved the provision of United Nations volunteers free of charge to countries in the least developed country (LDC) category. In all other countries, United Nations volunteers were charged against the indicative planning figures (IPFs). The contribution of UNVs was generally considered roughly similar to, but of a possibly lower calibre than, associate experts who were provided free; thus, both Governments and United Nations agencies

were reluctant to programme United Nations volunteers when they were designing projects if there were possibilities that they might obtain, at no cost, an input which they assumed would be of the same or higher professional standard.

11. In 1977, against a background of financial problems, the Governing Council decided that henceforth, all countries, including LDCs, should pay for the in-country costs of volunteers either from the IPF or, if countries so desired and were financially able, from host Government or third-party cost sharing. LDC Governments were now required to commit funds where previously there was no charge, a challenge to the UNV programme which was met by increasing the professional skills of the volunteers. An absolute minimum of two years relevant experience was established as a recruitment criterion.

12. To ensure the availability of a cadre of professional persons willing to volunteer, UNV cast its recruitment net wider. In particular, it began to solicit more candidates with proven ability and experience within the developing world itself, and also to seek recently retired professionals as candidates. As a result, the candidate roster was greatly expanded and the number of serving United Nations volunteers steadily rose. The target of 500 serving volunteers, established earlier by the Governing Council for the year 1976, was reached by 1978, and then exceeded in December 1980, with a figure of 863 volunteers in the field. The Governing Council reset the target at 1,000, to be achieved by 1983. That figure was reached, more than a year before the target date, in November 1981.

#### B. Youth

13. In this field, the principal UNV focus was the implementation of operational projects, as executing agency or in association with other United Nations specialized agencies, involving skills training, promotion of income-generating activities by youth, strengthening of management capabilities, and assistance in the implementation of national policies for youth.

14. UNV co-operation with other United Nations system agencies in skills training for youth dates back to 1972-1976, a period during which some 26 UNV instructors were channelled through an International Labour Organisation (ILO)-executed project to the National Youth Service Programme of Jamaica. In another initiative with ILO in the Sudan, nine UNV trainers were assigned between 1974 to 1979 to develop youth training and social development centres. In Indonesia, a major programme of assistance in the field of youth leadership training and skills development was carried out by the United Nations Educational, Scientific and Cultural Organization (UNESCO) in close association with UNV. A UNV-executed project provided extensive support to the Brigades Movement of Botswana through the assignment of nine UNV trade instructors.

15. In the area of management development among youth organizations, UNV organized a number of regional training courses, mainly in Latin America, for officials of youth co-operatives. UNV also implemented a regional project involving eight Latin American countries with the objectives to strengthen governmental structures concerned with youth, to train youth officials in methods of mobilizing youth for

development and to help elaborate programmes for the promotion of youth enterprises and youth co-operatives. In Africa also, a number of projects for youth were taken up, such as a UNV-executed project to support the Federation of Liberian Youth.

### C. Domestic Development Services

16. Despite staffing constraints, UNV took immediate steps to launch the DDS programme. Two regional consultative meetings, one in Indonesia in December 1976 and one in Sri Lanka in October 1977 were convened, followed by a programming workshop in Malaysia in November 1978, which was attended by representatives of Governments and NGOs. The workshop formulated a number of proposals which eventually were included in a UNDP-funded, UNV-executed regional project, Technical Co-operation with Domestic Development Services in Asia and the Pacific, which became operational in July 1979. Accordingly, the Programme has emphasized the sharing of skills, knowledge and experience in grass-roots development at the regional, subregional and national levels, and has strengthened indigenous NGOs and Government bodies working in this field.

17. UNV has also attempted to promote both the formation of informal, village-level groups and the introduction of participatory grass-roots activities into the programmes of indigenous NGOs or governmental bodies not yet involved in this field. A number of UNV DDS field workers have succeeded in acting as catalysts for starting local community groups such as youth clubs, mothers' clubs, and young farmers' organizations. Such local groups have then become the focal points of a participatory development programme in their communities.

### III. THE NEXT FIVE YEARS: 1981-1986 (SANA'A AND AFTER)

18. As this brief review has shown, at the end of the first decade of its existence, UNV had established itself as a viable instrument of technical assistance. However, with regard to its youth, and particularly its DDS mandates, progress was less spectacular. These new fields of activity required more staff support than was then available.

19. To assess its experience, to examine the implications and to develop guidelines for its future growth, UNV convened a high-level intergovernmental meeting in Sana'a, Yemen Arab Republic, from 7 to 13 March 1982, which brought together, in addition to industrialized and developing country representatives, a number of co-operating volunteer-sending organizations and United Nations agencies.

#### A. The role of UNV and the core programme

20. The Sana'a Declaration confirmed the coming of age of international volunteerism for development, and provided a long-range perspective of the UNV role as an operational instrument for carrying out youth programmes and as a catalyst for greater NGO/DDS involvement in the promotion of participatory development.

21. While expressing satisfaction at the achievements of UNV in strengthening its core programme, the Sana'a meeting also asked UNV to act as the principal custodian of international volunteerism and to promote greater co-operation among volunteer-sending organizations. The need to strengthen UNV information and documentation services was also stressed.

22. The Governing Council, in its decision 82/21, noted the outcome of the Sana'a meeting and requested the Administrator "to take appropriate follow-up action". Brief descriptions of the manner in which UNV carried out its mandates in light of the Sana'a Declaration are given below.

1. Custodianship of international volunteerism

23. The Sana'a Declaration called upon UNV to convene annual consultative meetings with its partners among the volunteer-sending agencies and major volunteer-sending countries in the developing world, and periodic high-level meetings along the lines of the Sana'a conference to review progress and exchange views on international volunteerism and its role in development.

24. Thus, in co-operation and consultation with its 30 volunteer-sending organization partners and in addition to the second intergovernmental meeting in Maseru in November 1986 (see paras. 53-57 below), UNV has convened four consultative meetings since that time. The first, in April 1983, addressed the theme of international volunteer service and development. The participants agreed to support a recipient-oriented approach, and broad agreement was reached on ways of strengthening co-operation with UNV. The 1984 meeting reached a consensus on the principles governing the selection and recruitment of volunteers, pre-service orientation and preparation, while the 1985 meeting dealt extensively with the in-country phase of volunteer service and agreed in principle on the main elements of an eventual set of internationally accepted guidelines or code of standards for international volunteer service. In 1986, the meeting dealt with the after-service phase of the volunteer assignment.

25. It is expected, after this series of meetings has been assessed, that an international code of standards covering international volunteerism will be formulated, which should further enhance the efficacy of international volunteer service for development.

26. The two global, intergovernmental meetings and the four consultative meetings have been useful both on the conceptual and practical levels. UNV has devoted as much staff-time as possible to this activity, but with the necessity to use scarce resources for its primary functions, the follow-up to the mandate for custodianship of international volunteerism will have to be a task to be carried out when and to the extent that resources permit.

27. The Sana'a Declaration also called upon UNV to increase its activities in the field of publications, documentation and information exchange about international volunteerism. Since then, the number of publications prepared by UNV has increased and country booklets have been published for a number of countries, including Sri Lanka, Yemen Arab Republic, Lesotho, and Bhutan.

28. Following the Sana'a Declaration and in line with its recommendations, UNV played a major role in articulating a proposal to have the General Assembly designate an International Volunteer Day. The Assembly has now invited Governments to observe 5 December as International Volunteer Day (IVD) in recognition of the service to others rendered by thousands of volunteers of different organizations and nations worldwide.

## 2. An alternative technical assistance delivery system

29. The Declaration also called special attention to the role of UNV as an alternative, complementary and cost-effective delivery system for technical co-operation with developing countries, and urged that much greater use be made of the UNV resource both in operational assistance assignments directly with Governments and in United Nations agency-executed projects.

30. This raises the questions of the optimal number of volunteers, as well as its relationship to other forms of manpower. The Maseru meeting (para. 54) called for 2,500 volunteers in the field by 1989, and thus indicated that the present number, albeit a record high, is too small. Since UNV is wholly recipient-oriented, the number will at all times be a reflection of the requests coming from Governments and executing agencies. Expansion can take place most quickly in respect of volunteers working directly for the Governments, but the potential for increased use of United Nations volunteers in United Nations-financed projects is also great, provided it is taken into account at the project formulation stage. In both areas the old operational assistance type of personnel is being replaced by volunteers. Today, UNV operates mainly in three modalities, which are described in the following paragraphs.

### UNV and the United Nations agencies

31. From the start, it was envisaged that United Nations volunteers would be working mainly in United Nations system-financed and agency-executed projects. UNV was charged with being the channel for all agency requests for volunteers, and with co-ordinating all volunteer activities within United Nations-assisted projects. 1/ This close contact with the agencies of the United Nations system has continued. UNV has come to be accepted by the United Nations agencies as a major source of qualified manpower for the technical co-operation programmes which they implement, and nearly half of the United Nations volunteers in service are incorporated as regular members of the project teams.

32. A further trend in the utilization of United Nations volunteers by agencies is the growth of projects in which the team consists entirely of United Nations volunteers with the exception of the project manager or chief technical advisor (CTA). In this way, the Government benefits from alternative and less expensive technical expertise while still getting technical backstopping from the United Nations specialized agency concerned, whenever required.



33. The use of United Nations volunteers by the Office of the United Nations High Commissioner for Refugees (UNHCR), the World Food Programme (WFP) and the United Nations Children's Fund (UNICEF) has also increased greatly. The volunteers are usually assigned directly as agency field personnel. These agencies have found that there are many advantages to using United Nations volunteers in such assignments, in which their dedication and professional competence are often cited. Moreover, the use of United Nations volunteers has made it possible for these agencies to give a more universal character to their field level staff.

#### UNV and Government co-operation

34. During the post-Sana'a period, the provision of operational assistance personnel to Governments has come to represent an important part of UNV activities (approximately 50 per cent of serving volunteers).

35. Operational assistance in either multisectoral or monosectoral projects with a strong concentration on education, vocational training, agriculture and health services are characteristic of the UNV programme in a number of countries, including Bhutan, Botswana, Central African Republic, China, Comoros, Cook Islands, Federated States of Micronesia, Guinea-Bissau, Lao People's Democratic Republic, Lesotho, Mozambique, Niue, Papua New Guinea, Samoa, Syrian Arab Republic, and Yemen. Its efficacy is best illustrated in Bhutan, where the Government recently conducted its own internal evaluation and reached a highly positive conclusion. As a result, agreement has been reached for a substantial expansion, and 90 volunteer posts have been established for the sixth plan period of the Government.

36. In placing volunteers to work directly with Governments, the collaboration of the relevant United Nations substantive agency is sought, when appropriate and feasible, to ensure technical monitoring of the volunteers' performance or to assist in the preparation of long-range plans to solve the basic problems facing the Governments in these domains.

37. This tripartite co-operation between Governments, United Nations agencies and UNV in placing volunteers to work directly in Government programmes, particularly in small and island developing countries, is likely to be much more widely employed in the future.

#### Emergency operations

38. Another area which has come into sharp focus during the last few years is humanitarian assistance in response to emergencies. In view of the UNV role in the relief and rehabilitation of refugees in South-East Asia and in the Horn of Africa, the Governing Council, in its decision 84/18 of 29 June 1984 provided special financing to field 100 additional United Nations volunteers in Africa on an exceptional and urgent basis to the countries most affected by the crisis provoked by prolonged drought conditions. These volunteers had to be provided on short-term contracts (six months to one year in most cases) without their families, and UNV has made a special effort to devise more rapid procedures and special, flexible administrative arrangements for the identification, recruitment and fielding of volunteers.

## B. Participatory development and NGOs

39. The Sana'a conference reviewed UNV activities in the NGO and DDS sectors and strongly recommended their expansion. This was endorsed by Governing Council decision 85/22 of 28 June 1985.

40. In 1984, a high-level external evaluation of the Asia DDS programme was requested by UNDP, and carried out in September 1984. In the report, which was submitted in 1985, the UNV DDS programme is described as being:

"... innovative and unlike other development projects financed by the multilateral system. It promoted participatory development ... through its collaborating with formal nongovernment and government DDS organisations as well as with informal community groups. It mobilised a cadre of Asian community development practitioners who would not normally be recruited by the United Nations system. It provided the mechanism by which DDS organisations in the region could share with each other their experiences in community development".

41. The UNV DDS programme in Africa was initiated at the beginning of 1985 in Lusaka, Zambia, with an earmarking of \$500,000 from the regional IPF. National and subregional training in village-level, self-help activities has been provided to staff drawn largely from indigenous NGOs and informal community groups, and on-the-job training has been organized for African grass-roots field workers. The initial assignments of UNV DDS field workers, again largely from indigenous NGOs and informal community groups, have also begun.

42. Today, DDS has become one of the most rapidly expanding UNV activities and one of the principal operational programmes of the United Nations system working directly at the grass-roots level. The importance accorded to this kind of technical co-operation programme by Governments is reflected in the continuing expansion of these activities to new areas and by the steps under way in several countries to create national level DDS programmes supported by UNV/UNDP.

## C. Youth and national development

43. There has been a steady increase in UNV activities in the youth sector, and several national projects executed solely by UNV or in co-operation with other United Nations agencies are currently under implementation. The increase in their numbers has been more pronounced during the past two years. UNV is executing a project in Zaire with the country's national youth movement, aimed at promoting the fuller participation of rural youth in development and the linkage of official initiatives to those of the NGO sector. This project trains village level animators and volunteers as a means of strengthening self-reliance in local communities. Another ongoing UNV-executed youth programme is in Zimbabwe, where seven UNV youth trainers are assigned to work in provincial training centres of the Ministry of Youth, Sport and Culture, assisting rural youth to acquire practical skills for employment and self-employment. An important recent development is the launching of a UNDP-funded and UNV-executed youth project on a regional basis in

the Pacific. The ongoing African regional UNV DDS-project also has youth as a major project component.

#### IV. PROGRAMME ACTIVITIES IN 1986

44. In 1986 the UNV programme fielded and administered 13,750 man months of UNV expertise. In April 1986, the programme reached an all-time high level of 1,267 United Nations volunteers either serving or already accepted and awaited at duty stations, with 537 additional posts established and under recruitment. The programme level marked a slight decrease towards the end of 1986, closing the year with 1,248 serving/accepted volunteers (see annex III of addendum 1 for breakdown of figures). This was mainly due to the phasing out of the UNV emergency assistance programme for sub-Saharan countries. As at 31 December, there were 543 additional established posts under recruitment.

45. In the area of domestic development services, both the African and Asia-Pacific regional projects (involving 37 countries) continued to maintain the projected levels of activity. At the end of the year, a total of 63 UNV DDS field workers and 9 UNV DDS specialists were on assignment to the two projects in 12 countries. Recruitment was in process for 85 posts.

46. The regional projects have now begun to produce spin-off results such as national DDS and Youth Projects, and third-party funding. Examples are a youth and self-employment project in Bangladesh, a self-employment and entrepreneurship development programme in Sri Lanka, a technical assistance programme for NGOs and DDS organizations in Zambia, assistance to vocational training programmes for youth in Zaire, and technical assistance to the Government of Papua New Guinea in setting up a national youth scheme.

47. An important feature of these national projects is the use in many cases of the national IPF to meet part of the project costs, indicating a new recognition on the part of the Governments of the importance of these projects. In some cases, the projects have attracted third-party funding, e.g., a block contribution to the Sri Lanka DDS fund by the Norwegian Government, a New Zealand contribution to a new appropriate technology centre in Malaysia, among others.

48. At the end of 1986, the pilot phase of the Africa DDS regional project and the second phase of the Asia Pacific DDS project came to a close. Based on a favourable assessment of the Africa project, UNDP has approved the continuation of the project in the current cycle, involving a UNDP contribution of \$2,100,000. Since January 1987, the Asia and Pacific project has bifurcated into two separate regional projects, one each for Asia and the Pacific. UNDP contributions will amount to \$1,500,000 for Asia and \$750,000 for the Pacific. A new regional project for the Caribbean region, to commence from January 1987 with a UNDP contribution of \$250,000, has also been approved, with the endorsement of the Caribbean Community (CARICOM).

49. Under emergency-related activities, the UNV large-scale regional project UNV Emergency Assistance to Drought Affected Countries in Sub-Sahara Africa

(RAF/84/024) started scaling down on schedule. At the end of December 1986, 53 United Nations volunteers had successfully completed their assignments, while 22 additional volunteers continued their activities into 1987. An in-house evaluation of the project indicates that United Nations volunteers represent a particularly appropriate manpower resource for emergency relief and related mid-term development activities, as they are experienced professionals who can be mobilized on short notice and who are willing and able to function under difficult living and working conditions. Out of the 53 United Nations volunteers who have completed their assignments, 26 have been requested by the host countries to continue under IPF and other national sources, an indication of their positive assessment of the assistance received.

50. In addition, UNV continued its efforts to improve its overall programme management capacity. Programme monitoring and evaluation continued through systematic field visits and in-house reviews of United Nations volunteers' performances as reflected in their periodic reports. In order to enhance co-operation and increase the use of United Nations volunteers within agency programmes, consultation meetings were undertaken with two major agencies.

51. International Volunteer Day was observed for the first time on 5 December 1986. To help promote the Day, UNV produced a number of publications which included a newsletter entitled Ivdnews, an IVD flyer, an IVD logo and an IVD poster, which were distributed to all national focal points at the country level, UNDP field offices, United Nations Information Centres and bilateral volunteer-sending organizations. At the country level, the observance of IVD was co-ordinated by the office of the UNDP Resident Representative in collaboration with appropriate authorities, which included national focal points, relevant Government departments, NGOs, and representatives of bilateral volunteer-sending organizations.

52. Preparation for the second UNV high-level intergovernmental meeting on international volunteerism and development, held in Maseru, Lesotho, from 16-21 November 1986, continued throughout the larger part of the year. The entire work related to planning, preparing and servicing the meeting was undertaken directly by the UNV staff.

#### V. THE SECOND UNV HIGH-LEVEL INTERGOVERNMENTAL MEETING (MASERU)

53. Pursuant to the recommendations contained in the Sana'a Declaration, UNV hosted with the Government of Lesotho the second high-level intergovernmental meeting in Maseru from 16-21 November 1986. The purpose of the meeting was to examine the continuing relevance and role of international volunteerism in development, to take stock of UNV progress in the implementation of its three mandates since 1982, to examine key issues concerning the programme and to make recommendations concerning its further development.

54. The meeting was attended by over 200 delegates representing 53 industrialized and developing countries, 18 UNV co-operating organizations, 11 United Nations agencies, 18 UNDP field offices and 11 NGOs. Working through three committees

representing the three facets of the UNV mandate, and after deliberations in the plenary session, a number of recommendations were made at the Maseru meeting. The report of the meeting is available to the Council. However, in view of their implications for the role, work programme and staffing requirements of UNV, the main recommendations are given below.

A. International volunteerism and multilateral technical co-operation

55. In this area, the following recommendations were made:

(a) The UNV programme should be expanded according to realistic targets - a total of 2,500 United Nations volunteers should be serving by 1989;

(b) Additional financial resources should be provided urgently to the UNV Special Voluntary Fund by the international community;

(c) UNDP and UNV should hold meetings at the senior operational level with the United Nations agencies to strengthen collaborative working arrangements and to increase the use of United Nations volunteers by these agencies;

(d) The capability of UNV headquarters should be strengthened and the necessary additional support in personnel and facilities should be provided. UNV procedures for administering and backstopping an enlarged programme should be reviewed continuously and should be strengthened as required;

(e) UNV should continue to convene periodic intergovernmental meetings similar to those in Sana'a and Maseru. No more than three years should elapse between meetings. The next intergovernmental meeting should thus be held by the end of 1989 or the beginning of 1990;

(f) UNV should continue to hold annual consultative meetings with other volunteer-sending organizations. During these meetings, participants should review common practices and general issues, incorporating the outcome into a code of standards for international volunteer service. The next UNV intergovernmental meeting should review this code of standards for final consideration and adoption;

(g) The proven capability of UNV to assist in emergencies should be institutionalized. UNV should include in its roster the names of candidates selected for their ability to respond on short notice to the requirements of emergency situations. This capability should be made known to Governments and to international organizations involved in emergency activities.

B. Volunteerism and the participation of youth in development

56. In this area, the following recommendations were made:

(a) UNV should increase its support to Governments for developing national policies for youth;

(b) UNV should assist countries in creating national youth volunteer programmes with which to harness young people's potential for national development;

(c) UNV should design programmes through which it can co-operate with Governments and non-governmental organizations in developing activities for unemployed youth.

#### C. Volunteerism and participatory development

57. In this area, the following recommendations were made:

(a) UNV should expand its programmes of support to DDS organizations through national projects as well as through its regional and subregional projects;

(b) UNV should organize, in co-operation with host Governments, seminars and workshops to share information on DDS and to produce documentation on the subject;

(c) UNV should assist national NGOs in strengthening their operational capabilities and in developing co-operation networks;

(d) UNV should consider ways of co-operating with NGOs in order to provide specialized training to NGO workers and to organize workshops;

(e) UNV should establish a data bank on NGOs working in the field of participatory development; this data bank should include reports and monographs on NGOs and on their experiences.

#### D. International volunteerism and women

58. In this area, the following recommendations were made:

(a) UNV should assist Governments in using the services of more women volunteers;

(b) UNV should give special attention to the needs of women's NGOs;

(c) UNV should strive to establish an equal proportion of women to men volunteers.

#### VI. SOME POLICY QUESTIONS

59. As the only multilateral volunteer-sending organization, UNV often finds itself in the situation where a number of policy questions are raised on the background of features different from what may be found in some bilateral volunteer organizations. Some such policy questions are addressed in the following paragraphs.

60. A basic question is whether there is an optimal use of volunteers in United Nations-financed projects. It would probably require rather extensive research to give an exact answer to this question, but the fact that the number of volunteers is steadily increasing indicates that the usefulness of volunteers has generally been underestimated in the past and that the full potential of volunteers may not yet have been realized. It should be kept in mind that this is not only a question of deploying volunteers wherever they can supplement or replace other, more expensive and/or less appropriate, types of projects personnel, but also of ensuring that the full potential of the particular technical assistance modality that UNV provides is taken into account at the design stage of the projects (a stage at which UNV is not yet always involved). Through its fielded volunteers, UNV has steadily, over many years, demonstrated the technical contribution that volunteers can make, thus increasing the awareness of Governments and agencies of the volunteer potential. Yet, there may still linger in some minds a residual perception of volunteers as people with more good will than good skills, and inferior to, for instance, associate experts. For UNV, which is exclusively recipient-oriented, and which fields volunteers only in response to requests from Governments and agencies, more extensive use of volunteers will be achieved as the result of a learning process to which UNV is contributing.

61. The usefulness of the Special Voluntary Fund (SVF), is often touched on. The Fund was established on the recommendation of the Secretary-General when UNV was created, in order to ensure a wide geographic participation in the programme by paying the external cost of volunteers for whom no financing was available from a sponsoring organization. At the time when the programme was smaller, and the relative number of volunteers with sponsoring organizations larger, the Fund was not only able to fulfil this function, but could also undertake to pay for UNV programme assistants in countries with large programmes, and provide some modest financing of youth and DDS activities, and promotional work for United Nations volunteers. As the programme has grown and the number of volunteers from developing countries has increased, the Fund is no longer capable of fulfilling this role. In 1984, the Governing Council was informed that the Administrator had decided to finance a part of the external costs from IPF allocations, cost-sharing arrangements, etc. It was hoped at that time that contributions to the Fund would increase, and obviate the necessity for this modality. Such has not been the case, and the Administrator will eventually have to increase the surcharge in order to meet the short-fall in the Fund. Under these circumstances, the question may reasonably be raised whether the Fund should be discontinued and all expenditures transferred to the project budgets. The Administrator is, however, reluctant to close the Fund for several reasons. Besides making it possible for donors to express their support for the UNV programme, the Fund also receives contributions from sources other than the multilateral share of Government appropriations, and thus constitutes an additionality. The Fund further gives UNV some flexibility to support activities in promotion of volunteerism and youth and DDS projects, and finance programme assistance in LDCs with relatively large UNV programmes. Finally, the Fund represents an accounting arrangement for providing volunteers at the same cost to all users, irrespective of the existence of a sponsoring organization. Since the mechanism of the Fund also assures neutrality in the sense that it does not influence the choice of the source of volunteers, or the functioning of UNV, the Administrator does not recommend that it be closed.

62. Over the last 10 years of the development of the UNV programme, there has emerged a preponderance of volunteers originating from developing countries. To some extent, this has made UNV an important practical expression of Technical Co-operation among Developing Countries (TCDC). While this has happened not so much by choice as by natural evolution, it should not be forgotten that this represents a development that was considered highly desirable from the very start of UNV. The General Assembly stated very clearly in the founding resolution 2659 (XXV) of 7 December 1970 that the organization should strive for the widest possible geographical area of recruitment, "including in particular the developing countries". That volunteers from developing countries now constitute more than 80 per cent of the total may perhaps seem somewhat out of balance if UNV is looked at in isolation. However, it should be remembered that UNV is one of the few possibilities for qualified people from developing countries to serve abroad and acquire a wide range of experience, since these countries do not have volunteer services, as is the case in developed countries. In this connection, it is important to note that volunteers from developing countries constitute only a small minority (approximately 7-8 per cent) of all volunteers, bilateral and multilateral, working in international development.

63. The reverse of this question is the concern often expressed about the low participation in the programme of people from industrialized countries. There are a number of institutional reasons which have been pointed out several times before. One major factor is that recruitment is carried out by sponsoring organizations that have their own procedures, standards and requirements which do not always correspond with those of the UNV. On occasion this presents its own difficulties, leading to slower processing. As a general rule, candidates from industrial countries expect to be fielded more quickly than candidates from developing countries who may have fewer alternative opportunities. In UNV, which fields volunteers only at the specific request of agencies or Governments, some candidates, particularly those with "soft" skills such as sociology, anthropology, etc., may have a long wait on the roster; this leads a number of candidates to withdraw from the programme before they can be placed. It is a measure of the effort UNV has made in order to improve the balance between volunteers from industrialized and developing countries, that, despite such problems, the ratio of serving volunteers to rostered candidates for industrialized countries (1:3.5) is twice that for developing countries (1:7).

64. Linked to this is the practice of UNV to offer wherever and whenever possible more than one candidate for every post. This is similar to the common practice for experts, insisted upon many times by the recipient countries. Since United Nations volunteers are operational, middle-level experts for whom the Government is obliged to pay, and who are working in projects of importance to the Government for which the Government is also allocating money, UNDP considers it appropriate that the recipient Government as far as possible is given a real choice in the selection of volunteers. Offering several candidates also has the advantage to UNV of cutting down on the time-consuming clearance process by doing away with the necessity of presenting candidates sequentially if for any reason the first submission is unacceptable.

65. The UNV role in co-ordinating all volunteer inputs in the United Nations system-financed projects is often questioned. Some, but probably not all,



bilateral organizations might be interested in an opportunity to avail themselves of the assignment possibilities of the United Nations-financed project, just as it could be of interest to UNV to be invited into bilateral projects. In both cases, however, the problems of administrating volunteers working under different sets of rules and reporting practices make this arrangement cumbersome and generally unattractive; hence the modality by which, for United Nations system-supported projects, UNV assumes the co-ordination role, issues the contracts, ensures technical backstopping, and provides management and administrative support. Above all, this modality accords to these volunteers a common sense of identity and focus, despite differing nationalities and affiliations. The Administrator is of the opinion, based on experience, that this is the most practical way of ensuring proper co-ordination and administrative backstopping.

## VII. FINANCIAL MATTERS AND STAFFING

### A. Financial status of the UNV Special Voluntary Fund

66. Voluntary contributions to the Fund received from 18 countries amounted to \$1.12 million in 1986. Unpaid, but pledged, voluntary contributions for 1986 and prior years amount to \$0.4 million. For 1987, pledges totalling approximately \$1.1 million have already been made and, based on current estimates, some further contributions are expected.

67. Funds available from the Fund in 1986 totalled \$5.12 million, comprising funds carried over from previous years (\$2.99 million), voluntary contributions received during 1986 (\$1.12 million), and interest and income from the partial offset of external costs (\$1.01 million). Against this, \$2.25 million was spent and an additional \$6.13 million was set aside to meet projected levels of expenditure in 1987 (\$3.17 million) and future years. Resource availability in 1987 is estimated at \$5.24 million, which comprises \$2.87 million carry-over from 1986, \$1.1 million voluntary contributions for 1987, \$0.15 million from interest income, and \$1.12 million in partial offsets of external costs from project budgets.

68. It should be noted that UNV programming and, therefore, financial commitments, are based on a minimum of a two-year period, since UNVs are normally assigned for two years. Income to the Fund, however, is based on annual voluntary contributions and a partial offset of external costs from project budgets, also calculated on an annual basis. While the anticipated expenditure for 1987 from the Fund is, therefore, well within the estimated availability of resources, the programme has at the same time taken on commitments for 1987 and future years which currently amount to \$6.13 million, as indicated above. The amount of these commitments is based on the number of volunteers in service and the number of posts established but not filled at the end of 1986.

69. The Maseru meeting recommended that the number of United Nations volunteers in service should reach 2,500 by 1989. Since the number of United Nations volunteers on assignment was 1,125 at the end of 1986, the attainment of the targeted figure of 2,500 will require a net increase through 1989 of over 120 per cent, with a concomitant increase in costs to be met from the Fund. The Administrator,

therefore, once again urges member States to contribute to the UNV Special Voluntary Fund to enable the UNV programme to respond effectively to the legitimate requests of developing countries.

#### B. General programme financial resources

70. Of the 1,791 established posts as at December 1986, 900 are included in the 103 UNV-executed projects, while the remaining 891 are within programmes executed by various United Nations system organizations.

71. The budget resources to finance the UNV-executed programmes during 1986 amounted to \$9.2 million, and were financed as follows: \$6.3 million from UNDP sources: IPF, Special Measures Fund/Least Developed Countries (SMF/LDC) and Special Programme Resources (SPR); \$1.2 million from the UNV/SVF; and the remaining \$1.7 million from other sources such as Government Cash Counterpart Contribution (GCCC), trust funds and agency funds. Regarding budget resources required to finance the 891 UNV posts in agency-executed projects, these are to be met from UNDP resources (\$6.0 million), Agencies' own resources (\$1.2 million) and the UNV/SVF (\$2.0 million).

72. UNV continuously negotiates fully funded joint programmes with donor and other countries under multilateral and bilateral arrangements. These seek to provide the services of UNV at no cost to the recipient country. The value of such programmes amounted to \$0.7 million in 1986. Negotiations with a major developing country for a similar programme, amounting to \$0.41 million, were completed during the year.

#### C. Staffing of UNV headquarters and financing modalities

73. In document DP/1986/49/Add.1, the Administrator pointed out the growth of the UNV programme over the years and the lack of a corresponding increase in staffing leading to a situation in which he felt that unfair advantage was taken of the staff at headquarters. In order to be able to correct the problem, the Administrator proposed that he be authorized to pay 8 per cent support cost to UNV for UNV-executed projects, which would yield \$586,000 annually and give considerable immediate relief to the administration of UNV. In addition, the Administrator informed the Council that he intended to confer with agencies about an arrangement whereby UNV would share with the agencies the support cost charge levied on the volunteer component of agency-executed projects.

74. In its decision 86/43 of 27 June 1986 (paras. 4-5), the Council chose a slightly different solution, making an exceptional charge of \$791,630 to UNDP support cost resources to be treated as extra-budgetary income to UNV up to December 1987 and used to strengthen its administrative capacity with 5 Professional and 4 General Service posts. The Administrator was further requested to report to the Council at its thirty-fourth session on alternative financing modalities to meet the need for staffing UNV headquarters in relation to its workload, and also on the proposed consultations with the agencies on compensation to UNV for services provided in identifying and fielding volunteers to work in agency-executed projects.

75. From the inception of the UNV programme, the administrative costs have been carried by the UNDP administrative budget. However, while UNV has certain functions that clearly should be funded over the administrative budget, such as the promotion of volunteerism and the custodianship of the concept of international volunteerism, the promotion of youth projects and domestic development services, most of its administration is geared to providing project inputs, and thus could more appropriately be classified as project support costs. The Administrator is therefore of the opinion that the cost of administering the UNV programme should be divided between the UNDP administrative budget, and income from the support cost line of UNDP resources, based on the number of volunteers fielded and backstopped fully or in part by UNV headquarters.

76. The determination of the size of these two budget components would necessarily be somewhat arbitrary. An estimate indicates that the functions that are not directly related to providing volunteer inputs to projects would correspond to a net administrative budget of approximately \$2 million annually, which would leave a deficit of approximately \$3.5 million annually (or \$7.0 million for the biennium) to be covered by extra-budgetary resources based on the present workload, i.e., 1,125 volunteers in service. In view of the recommendation of the Maseru meeting that UNV should have 2,500 serving volunteers by 1989, it is necessary to devise a mechanism which would generate additional resources for the UNV as the level of its programme increases.

77. Such a mechanism can basically follow one of two principles, either an adaptation of the normal support cost charge for projects or partial project inputs, or a standardized head-count charge. The Administrator has explored both possibilities.

78. For an adaptation of the normal support cost, a charge of 13 per cent would be made on UNV-executed projects and of 11 per cent on joint UNV/Government-executed projects. As for volunteers in projects executed by the specialized agencies, the Administrator has discussed the question with them, and there is agreement that UNV does provide services to the agencies in providing volunteers to agency-executed projects, and that in line with the established practice of sharing the support costs with an associated agency, UNV should be compensated. It has been agreed that instead of making a detailed analysis that would tend to reopen the difficult questions of support costs, there should be a split down the middle, with half of the 13 per cent charge on the cost of the volunteers going to UNV.

79. Finally, there are the volunteers whose costs are financed by trust fund contributions. Depending on the extent of UNV responsibilities in such cases, and which may range from the level of involvement in agency-executed projects, to full UNV-execution, a percentage would have to be agreed upon with the donor in each case.

80. Based on the number of volunteers in each of these four categories, and a pro forma cost of one volunteer/year of \$10,750 the yield to UNV would amount to \$1,074,328, with \$522,665 for 442 volunteers in UNV-executed projects, \$382,915 for 548 volunteers serving in agency- and Government-executed projects, and \$168,749 from 87 volunteers serving in UNV-executed DDS and youth projects and 48 volunteers in trust fund projects.

81. This income to UNV would be approximately 35 per cent higher than the added costs following from the Administrator's staffing recommendations, but about one third of what would be required if the subvention from the UNDP administrative budget were to be cut back to the \$2 million needed to finance the other functions of UNV headquarters.

82. In addition, because of the relative inexpensiveness of volunteers, the yield would not increase sufficiently with the increasing number of volunteers. If the number should increase to 2,500 volunteers, as proposed in Maseru, the yield would increase only to approximately \$2.4 million. This would mean that the increase in support cost income to UNV would only support 6-7 new professional staff members with concomitant expenditures, which would mean that the ratio of professionals at headquarters to serving volunteers would deteriorate by 80 per cent, from 1:39 to 1:70. While this modality would bridge the existing gap in staffing, it would soon fall behind as the programme grows, and it would not at any time yield enough to make it possible to confine the charge to the UNDP administrative budget to what functionally belongs there.

83. The Administrator has, then, investigated the other possible solution, that of a standardized head-count charge. If a simple charge is made of \$3,000 per volunteer per annum, the formula would result in the following scenario:

No. of volunteers	Yield per volunteer (dollars)	Yield	UNV core budget 87	Resulting total budget	Resulting total Prof. staffing	Resulting volunteers per Prof.
(Millions of US dollars)						
1 125	3 000	3.375	2.000	5.375	23	48
1 500	3 000	4.500	2.000	6.500	28	59
2 000	3 000	6.000	2.000	8.000	35	53
2 500	3 000	7.500	2.000	9.500	41	61

84. The merit of this formula is that the administrative budget of UNV would be reduced from a level of \$5.5 million per annum to \$2 million per annum and at a level of 1,125 volunteers it would provide extra-budgetary resources of \$3,375,000 thus giving UNV a total of \$5,375,000 compared to a total of approximately \$5.5 million, which would follow from the estimate of requirement based on the present level of operations. When the number of serving volunteers reaches the target of 2,500, the support cost income would produce \$7.5 million which should give UNV \$9.5 million and enable it to hire the additional staff needed to back-stop these volunteers. It is estimated that as the number of volunteers increases and there is a concomitant increase in the staff, the workload of each professional would also increase but to a degree which should be manageable.

85. As mentioned above, the agencies have agreed that the administrative functions performed by UNV in respect of volunteers serving in agency-executed projects

should entitle it to one-half the support-cost rate charged by the executing agency, i.e., UNV should be compensated at the rate of 6.5 per cent. If the Council accepts the Administrator's formula discussed above, the needs of UNV would be fully met; therefore, the Administrator believes that the 6.5 per cent refund from the agencies should be credited to the support-cost line of UNDP general resources.

86. Based on the above-mentioned factors, the Administrator recommends that the Council approve the approach whereby an amount of \$2 million per annum would represent the net administrative budget to finance the core functions of UNV, supplemented by income from the support-cost line of UNDP resources, on the basis of \$3,000 per volunteer per annum to finance the UNV costs of programme-support services. The charge of \$3,000 per volunteer per annum would also apply to volunteers under trust fund arrangements. In respect of volunteers under agency-executed projects, the agencies would be given a 6.5 per cent support-cost with the other 6.5 per cent in respect of administrative services being credited back to the support-cost line of UNDP general resources.

87. The Administrator's proposals as discussed above are reflected in document DP/1987/55, Vol. I and Vol. II.

#### VIII. CONCLUSIONS AND RECOMMENDATIONS

88. As requested by the Council, the Administrator has examined in detail the mandate of the United Nations Volunteers as it has evolved through decisions of the General Assembly. He has also looked closely at UNV activities and finds that they are fully in accord with its mandate. In his opinion, programme operations correspond both to the text and to the spirit of the legislation which established UNV and has guided its course. UNV has also established a sound, efficient management. In all these respects, the solid support which the Governing Council itself has given to UNV over the years has played a significant role in its successful growth and development.

89. UNV has moved within the framework of the three corner-stones of its original mandate, technical competence, universality and recipient orientation, to design a system responsive to the needs of the day and to upgrade its policies and procedures wherever possible, as required by changing circumstances.

90. The role of custodian of international volunteerism for development which emerged clearly following the Sana'a conference, has also become a part of UNV activities, including the annual series of consultation meetings with its industrialized and developing country co-operating organizations, periodic high-level meetings on international volunteerism and development, a wide range of publications and, most recently, the annual observance of International Volunteer Day, for which UNV serves as secretariat on behalf of the United Nations system. All these activities help to strengthen international commitment, and to generate further support by the international community to development through the modality of volunteer programmes.

91. In parallel with its core programme activities, UNV has now been able to put into execution major programmes in youth and participatory development with governmental and non-governmental DDS organizations, thus responding to the additional mandates in these two sectors extended to it by the General Assembly. The keen interest which so many Governments have shown in the UNV NGO/DDS programme is also bringing new challenges. As this effective, low-cost method of providing technical assistance at the grass-roots level has become better known, experience has begun to suggest the need to further broaden the technical assistance base of UNDP and UNV By introducing a new stream of United Nations volunteers specifically for work at the grassroots.

92. The heavy emphasis of UNV on technical competence, universality, and a recipient orientation has led to a labour intensive operation. In this respect, the Administrator wishes to request the Council to address the implications for the UNV workload and staffing requirements both of its present activities and of the legitimate expectations of recipient Governments for the future expansion and development of UNV. It would be unrealistic to expect UNV to respond adequately to these new challenges and to the expectations of so many Governments as expressed at Maseru, while maintaining the high standards of efficiency and professionalism for which the programme has become known, without significant reinforcement of its capacity. The Administrator has given his analysis of the situation and his proposals on possible solutions in paras. 73-86 above, and invites the Governing Council to reach a decision on the future funding modality for the programme.

#### Notes

1/ General Assembly resolution 2810 (XXVI) para. 4, of 14 December 1971, General Assembly resolution 2970 (XXXII) para. 4, of 14 December 1972, and General Assembly resolution 33/84, para. 2, of 15 December 1978.

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