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THE FEASIBILITY OF CREATING AN INTERNATIONAL
CORPS OF VOLUNTEERS FOR DEVELOPMENT

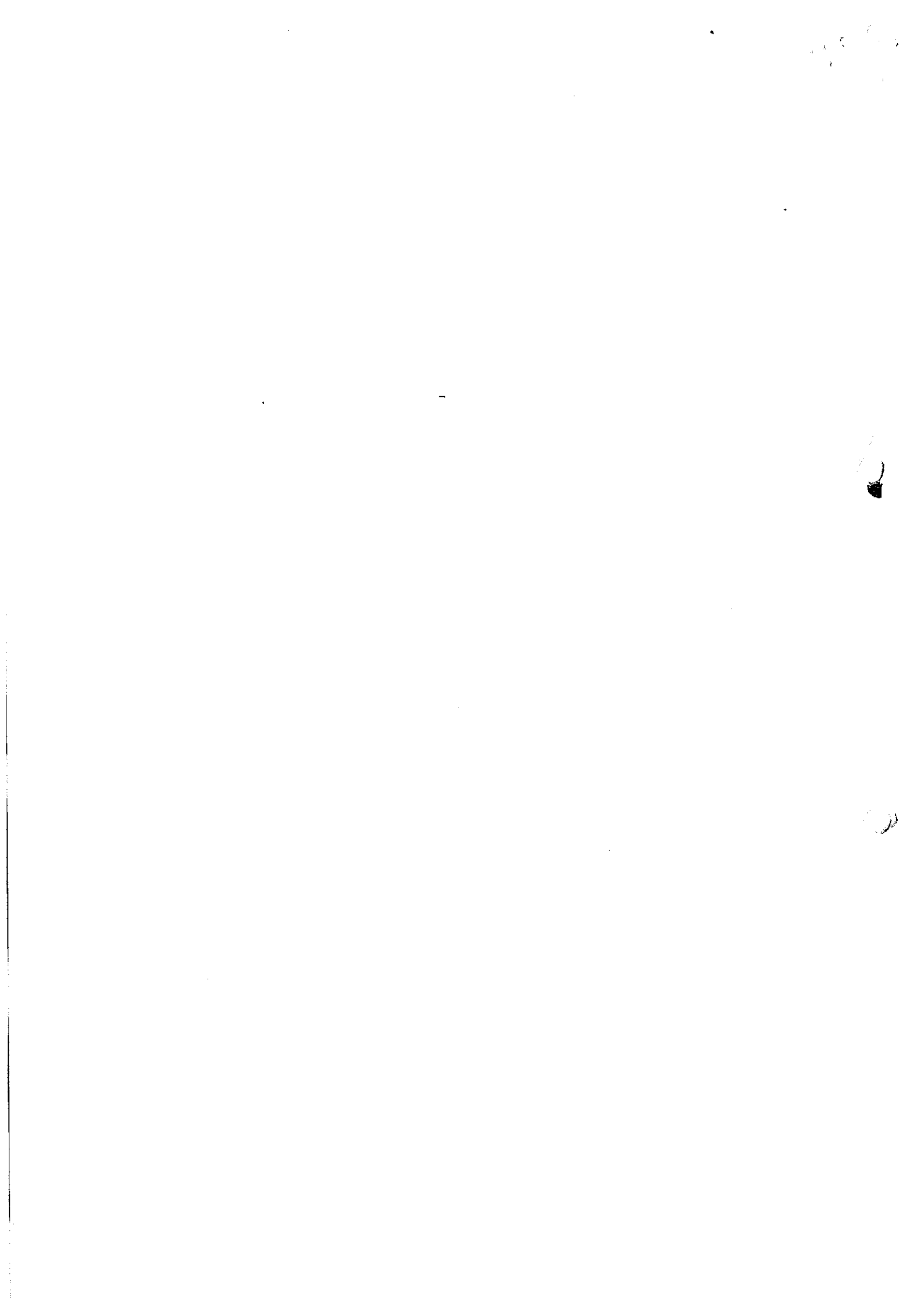
Report of the Secretary-General

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INTRODUCTION

1. Various arrangements for the creation of an international corps of volunteers for development have been studied in accordance with resolution 1444 (XLVII) of the Economic and Social Council. As requested by that resolution, the Secretary-General, in co-operation with the Administrator of the United Nations Development Programme, has consulted with the heads of those other organizations of the United Nations system particularly concerned with volunteers. He has also consulted with the Secretary-General of the International Secretariat for Volunteer Service, the Executive Director of the Co-ordinating Committee for International Voluntary Service, 1/ with specialists experienced in organizing volunteers for development work, and with young people who are members of youth organizations as well as with a number of former volunteers.
 2. Note has been taken of resolution 849 (XXIII), "Use of volunteer workers in the operational programmes of the United Nations and related agencies designed to assist in the economic and social development of the less developed countries", and of discussions in legislative bodies on the associate experts scheme and the desirability of introducing into it elements designed to increase the supply of personnel. 2/ The report of the Special Rapporteurs on technical co-operation activities in social development 3/ and their recommendations concerning the use of volunteers in development projects have also been studied.
 3. The Secretary-General has also taken into account the progress report of the Administrator of UNDP to the fifth session of the Governing Council, 4/ and Sir Robert Jackson's recommendation of an increase in "associated aid", which includes volunteers. 5/
 4. As was pointed out in the note by the Secretary-General (E/4663), prepared for the Economic and Social Council at its forty-seventh session, young people have assisted in the development effort of the United Nations system (a) since 1954 as associate experts - i.e., staff members at a junior professional level, and (b) since 1961 as volunteers - i.e., not staff members, usually at a junior
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- 1/ See annexes I and II for information on these two principal co-ordinators of volunteer-sending organizations.
 - 2/ "United Nations Regular Programme of Technical Assistance: Expanded Scheme for using Associate Experts on United Nations Technical Co-operation Programmes" (DP/RP/L.2/Rev.1); see also DP/RP/L.1.
 - 3/ "Report of the Special Rapporteurs appointed to undertake a review of technical co-operation activities in social development" (E/CN.5/432, recommendation No. 12, paras. 83-90).
 - 4/ "Execution of UNDP projects: problems of recruitment and supply of expert manpower for the implementation of UNDP projects; Progress report by the Administrator" (DP/L.55, section V, paras. 39-40).
 - 5/ A Study of the Capacity of the United Nations Development System (DP/5, vol. I, para. 121; and vol. II, chap. VIII, paras. 33-36).

professional level. The source of supply of associate experts is usually Governments, and the sources of supply of volunteers have been Governments and, to a limited extent, non-governmental organizations.

Experience of the United Nations system with the employment of associate experts

5. At the beginning of 1968, UNDP estimated that there were about 345 associate experts from the countries employed in technical co-operation projects. 6/ Some Governments, which have been making associate experts available to assist in technical co-operation activities, have recently advised the United Nations that for the time being they will not be able to maintain their current levels of this assistance. Since the inception of the associate expert scheme, the cost of placing a young junior in the field has nearly doubled. In 1969 there were 325 requests for associate experts which could not be filled in the programmes of the United Nations, the International Labour Organisation, FAO and UNESCO.

Motivation of volunteers

6. Whereas associate experts would seem, for the most part, to have been motivated by the desire to gain experience leading to professional careers in the international civil service, national service or work in academic or research institutions, a substantial number of volunteers are motivated principally by the desire to give a period of their lives to the service of others, while at the same time gaining the experience of a new venture, a new culture, and an identification with an activity in whose purposes they believe. Their aspirations for a better world include wanting to work for it, and to perform that work side by side with colleagues of several nationalities, in a developing country, close to its people. Those motivations are not unrelated to career goals, but the prime commitment is to the philosophy and purpose of the development activity, and to the people with whom and for whom they will work.

Definition of a volunteer

7. As stated in resolution 1444 (XLVII), a volunteer is a person who gives his services without regard to financial benefit and with the purpose of contributing to the development of the recipient country.

8. The growing involvement of volunteers in development activities on an international scale and the natural tendency to consider volunteers as "associated aid" make it desirable to elaborate the definition of a volunteer within the framework of the United Nations system.

9. A volunteer may be a man or woman with professional, technical or practical skills who offers his or her knowledge and abilities on a full-time basis for a period of time in return for a remuneration based on immediate financial need for

6/ Assistance for Economic and Social Development available from the United Nations System: A Handbook of Criteria and Procedures (United Nations publication, Sales No.: E.69.I.23), p. 55.

maintenance. He may be a graduate of a university or a technical school, or he may be a trained artisan. Additionally, he may have had one or two years' practical experience. He need not have the professional training required of associate experts, but he is expected to have the qualifications required for the work for which he volunteers.

10. A volunteer may serve in his own country, in which case he is described as a domestic or national volunteer, or as an export volunteer in another country where his skills are in short supply.

Nature of voluntary work

11. A volunteer usually wants to work in a front-line situation rather than a research-oriented position. Seeing the relevance of his work to the improvement of economic and social conditions of life is important to a volunteer, and this should be borne in mind in defining his duties.

I. PRESENT AND ANTICIPATED UTILIZATION OF VOLUNTEERS IN DEVELOPING COUNTRIES

A. Present volunteer activity in the developing countries

12. In order to determine the extent of volunteer activity in the developing countries, and the number of volunteers presently associated with projects assisted by the United Nations system, the Secretary-General, in co-operation with the Administrator of UNDP, asked the Resident Representatives to take an inventory in the country or countries to which they are accredited.

13. It was found that volunteers who are sponsored by Governments under bilateral aid schemes or who are provided by organizations which receive some support from the donor Governments far exceed in numbers the volunteers sponsored by non-governmental and private organizations.

14. The answers to a question about the extent to which the recipient Government helps to meet the local costs of foreign volunteers, either by providing cash or facilities, or both, were so varied as to make their summary not very meaningful for the purposes of this report. One notable feature of the information gathered was that the terms negotiated by various donors differ markedly within a recipient country, thus producing quite different terms and conditions of service for volunteers serving within the same country.

Volunteers presently associated with projects assisted by the United Nations system

15. In responding to the inquiries of the Secretary-General, the UNDP Resident Representatives estimated the number of long-term ^{7/} foreign volunteers associated in any way with development projects assisted by the United Nations system - i.e., by formal contract or informal arrangements made in the country of assignment - to be at least 600 at the present time. They are provided by a wide range of sponsoring organizations, both governmental and non-governmental.

16. The Resident Representatives also estimated that the number of domestic volunteers associated with governmental development projects receiving assistance from the United Nations system is in excess of 1,200. This figure includes young people working in groups on short-term basis as well as individuals on long-term assignments.

B. Interest in an international volunteer corps and anticipated requests for United Nations Volunteers

17. Both the Secretary-General of the United Nations and the Administrator of UNDP believed that any consideration of an international volunteer corps should be preceded by a survey of potential demand for such a group. Accordingly, after

^{7/} "Long-term" usually means twelve or more months of service.

having taken the inventory referred to above, the Secretary-General sent a questionnaire to all UNDP Resident Representatives asking them to ascertain the degree of interest which the developing countries might be expected to evince in such a scheme. The Resident Representatives were asked to complete the questionnaire in close consultation with the appropriate officials of the country(ies) to which they are accredited and the senior field representatives of the specialized agencies and UNICEF.

18. The key question asked was whether, if an international body of volunteers were created under United Nations auspices, the developing country or territory would, in principle, be interested in requesting volunteers. Eighty per cent of the responses indicated that there would be interest in having United Nations volunteers work in projects assisted by the United Nations system. Sixty-eight per cent stated that there would be interest in having United Nations volunteers work in projects and programmes other than those assisted by the United Nations system.

19. Responses to the questionnaire indicated that requests for international volunteers to work in United Nations system-assisted projects would total approximately 1,300 by June 1971. They further showed the possible later need for a higher total, based on experience.

20. In answer to questions concerning educational and linguistic qualifications, thirty-seven respondents favoured university generalists while forty-four indicated that technical or trade school graduates would be needed, and seventeen considered that volunteers who had apprentice training would be suitable to the needs of the country.

21. Another question asked to what degree the requesting country would be able to contribute, in cash or in kind, to local costs of volunteers. Only seven replies indicated that cash contributions could be made towards the cost of lodging, eight towards board, and it was stated in several instances that these contributions could be made only if the volunteers were stationed in residential institutions such as agricultural schools, vocational-training institutes, or teacher-training colleges. In some cases, the Resident Representatives reported that the Governments could provide local transportation in connexion with the volunteers' work and some medical services. It was clear from the responses that very few countries might be expected to contribute sufficiently to local expenses to make it feasible to develop a volunteer programme dependent on the provision of local facilities by the recipient Government.

Participation in United Nations Volunteers

22. In view of the principle, laid down in resolution 1444 (XLVII) that "A volunteer scheme should consist of persons recruited on as wide a geographical basis as possible", the Secretary-General inquired in the questionnaire if the Government would be interested in having its nationals join United Nations Volunteers and serve outside of the country and, if so, to what extent the Government would be prepared to assist in the recruitment and financing of such personnel.

23. Positive responses came from several Governments. For example, the Governments of Yugoslavia and Iran both declared themselves prepared to provide some volunteers and to participate in their financing. The Government of Turkey stated its willingness to participate in the proposed United Nations Volunteers, but did not offer to contribute financially to the costs of Turkish volunteers. The Government of Chile would be interested in having its nationals join a United Nations volunteers service and would undertake the responsibility for recruitment and training of such personnel but would not cover other expenses.

II. THE CONCEPT, OBJECTIVES AND SCOPE OF A UNITED NATIONS CORPS OF VOLUNTEERS

24. The concept of a corps is that of a body or group which one can join, and in which all members have a common code of discipline and the responsibilities and benefits of membership. The idea of being accepted into membership in an international group of selected persons working for a number of common ideals has a strong appeal to would-be volunteers and this fact suggests the value of linking volunteers in some tangible way - to each other, to the country whose development is their concern, to the organization which sponsors their services, and to the technical agency and its experts who guide their professional performance.

25. To reconcile this wish with the structures of the United Nations development system, and the responsibility it bears towards the Governments it serves, requires striking a delicate balance between the desire of some volunteers and their co-ordinators to see an autonomous body of volunteers, and the wish of others to take advantage of the established partnership which the United Nations system enjoys with its Member countries. Other serious considerations include (a) the merit of utilizing existing institutions so as to benefit from their programming experience and professional expertise while, at the same time, keeping administrative machinery and costs to a minimum, and (b) recognition that speed and flexibility must characterize the administration of a volunteer programme because those who are able and ready to volunteer today cannot wait many months to know if they are accepted for service.

26. Recognizing that the fundamental purpose of the proposed volunteer scheme is assistance to the developing countries through an expansion of the volunteer movement, and in the belief that this can best be accomplished by taking advantage of the machinery and experience of the United Nations development system, the Secretary-General recommends that an international corps of volunteers for development be created within the existing framework of the system.

27. In considering the various ways in which the United Nations Volunteers might be established, the Secretary-General reviewed the basic options set forth in E/4663, paragraph 22 (a)-(e), and in the absence of any support for

(a), (b) and (c), he concentrated upon (d) and (e). ^{8/} The suggestion in (d) seemed practical since it would not necessitate new machinery, and it seemed logically to follow from the premise that volunteers could be a new building-block in the construction of a development project. The idea of (c) is consistent with the thesis that volunteers constitute a component in the development project. There is also a relationship between (d) and (e) which could very usefully be combined into a feasible arrangement without new structures and without delay.

28. In the light of the available data, therefore, the Secretary-General has reached the conclusion that a combination of options (d) and (e) of E/4663, paragraph 22, provides the foundation for developing solid proposals for creating an international corps of volunteers for development.

29. The Secretary-General also proposes that such a group be known as United Nations Volunteers, irrespective of which agency of the United Nations system supervises their services. He suggests this name because of its simplicity and clarity in the working languages of the international organizations, and because it stands out distinctively without reliance upon or confusion with such words as "brigade", "company" or "corps" which have already been employed to describe other volunteer groups.

Guiding principles for United Nations Volunteers

30. In all of his considerations of United Nations Volunteers, the Secretary-General has borne in mind the guiding principles set forth in Economic and Social Council resolution 1444 (XLVII):

^{8/} "Technical co-operation activities undertaken by the Secretary-General: note by the Secretary-General" (E/4663), paragraph 22 (a)-(e), of which reads as follows:

- (a) A corps could be established quite independently of the United Nations system and be available to it, and to Governments, on a contract basis whenever volunteers were wanted for development work;
- (b) A corps might be established jointly by an intergovernmental body (such as ISVS), and an international non-governmental body, such as the Co-ordinating Committee for International Voluntary Service, or by one, or the other;
- (c) A corps could be part of the United Nations system operating virtually as a separate body with its own governing body, but reporting to the Economic and Social Council;
- (d) A corps could be part of the United Nations system and might be administered by UNDP;
- (e) A corps could be thought of as coming into existence by virtue of an aggregate of volunteers administered separately by the United Nations and each of the agencies in much the same way as experts, once under contract and holding a laissez-passer, comprise the international civil service which is essentially an international corps of experts."

- "(a) A volunteer should be a person who gives his services without regard to financial benefit and with the purpose of contributing to the development of the recipient country,
- "(b) A volunteer scheme should consist of persons recruited on as wide a geographical basis as possible;
- "(c) Where possible the composition of teams should be on a multinational basis;
- "(d) No volunteer shall be sent to a country without the explicit request or approval of the receiving country."

31. The Secretary-General has been also guided by several important points which, although not included in resolution 1444 (XLVII), were brought out in the discussions of the Economic and Social Council at its forty-seventh session and which the Secretary-General believes should also serve as guidelines for the operation of such a scheme:

(a) United Nations Volunteers must not, in any way, constitute competition to national personnel in local employment markets;

(b) United Nations Volunteers would be in addition to existing bilateral and non-governmental volunteer schemes;

(c) United Nations Volunteers should not replace domestic or national volunteers;

(d) The role, the level and nature of responsibility and the place of a volunteer in a United Nations-assisted project should be delineated at the time the project description and plan of operation are formulated. In particular, the relationship of the volunteer to experts and to counterpart personnel should be clearly defined;

(e) The status and the conditions of association with United Nations Volunteers should be identical for all volunteers regardless of their nationality and sponsoring organization. In particular, the terms of service and subsistence payments within the country of assignment should be uniform. 9/

Basic objectives for United Nations Volunteers

32. Widening the source of supply of personnel for development work has been a constant concern of the legislators and administrators of development assistance since the inception of the programmes. In more recent years, the role of youth in national development has claimed the attention of the Economic and Social Council. Based on the preambular paragraphs of resolution 1444 (XLVII), the discussion of international volunteers in the forums of the

9/ "Report of the Ad Hoc Inter-Agency Meeting on the Use of Volunteers in the Field Projects of the United Nations System, Geneva, 9-10 December 1968" (ACC/R.730, 14 February 1969).

United Nations system, and the consultations held by the Secretary-General, the following basic objectives for the proposed United Nations Volunteers for development have been formulated

- (1) To give youth a constructive opportunity to use its talent and skills in the implementation of national development plans and in carrying out programmes of international co-operation;
- (2) To provide, as an additional input to a development project, a new source of manpower:
 - (a) to help train local personnel;
 - (b) to help fill the gap of middle-level personnel and, thus, to extend the range of the experts' work;
 - (c) to help reduce the professional isolation which often characterizes the situation in a developing country;
 - (d) as potential recruits for future technical co-operation programmes;
- (3) To improve international understanding through an exchange of young people, and thereby to help build an international network of professionals with intercultural experience;
- (4) To increase public sympathy, throughout the world, for development work and thereby:
 - (a) Stimulate increased financial contributions by the donor countries;
 - (b) Create a broader public participation in development by the youth of the developing countries.

Scope of activity of United Nations Volunteers

33. There are two optional ranges of activity for United Nations Volunteers:

- (a) Limiting their placement to projects receiving assistance from the United Nations system;
- (b) Placing them in whatever projects the host Government specifies when requesting their services.

34. Taking into account the information gathered by the questionnaire, in particular the responses described in paragraph 18 above, and having heard the views of a number of young people who are prospective volunteers and some who have returned from volunteer service, the Secretary-General believed that the scope of activity of United Nations Volunteers should, initially, be confined to projects assisted by the United Nations system. A later stage, however, should be anticipated, during which United Nations Volunteers might be attached to national projects that are not assisted by the United Nations system. //

Proposed framework for United Nations Volunteers

35. The Secretary-General is convinced that youth wants a central point of identification with the United Nations system and all it symbolizes, as well as involvement in a specific development project. To provide only for their contribution to a project without, at the same time, providing for membership in a corps directed to the total peace-building effort of the young generation is, he believes, inadequate. The Economic and Social Council at its forty-seventh session recognized the desire of youth not only to internationalize volunteer activity and to work in multinational teams, but also to band together with other concerned young people and together to direct their talents towards the goals of the United Nations system. The Secretary-General considers it essential, therefore, that there be but one body, known as United Nations Volunteers, and that it shall serve the entire United Nations system. The Secretary-General further recommends that a central office of United Nations Volunteers be placed within the office of the Administrator of the United Nations Development Programme.

36. The central office of United Nations Volunteers would give a sense of entity to the operation as a whole. It would be the one point to which all volunteers could relate and feel that they have a contact with the over-all development work of the United Nations system. It would be expected to ensure the implementation of common policy and to establish, in consultation with members of the United Nations system, and in consultation with the volunteer-sending bodies, uniform procedures for the United Nations Volunteers. Additionally, the central office would arrange for the training of volunteers and would assist the agencies in administration.

37. Evaluation of the contribution of volunteers to development, and the relationship and means of co-operation between United Nations Volunteers and domestic volunteers might also be arranged for by the central office of the United Nations Volunteers.

38. In order to make possible the participation of all nations, flexibility and shared responsibilities should characterize arrangements for the United Nations Volunteers. For example, the contribution of resources and the obligations of administration should be shared among the volunteer-sending Government or non-governmental organization, the recipient country, and the international organization. Voluntary contributions to a central trust fund should be encouraged as a means of financing the external costs of qualified volunteers for whom sponsor-financing is not available. Only by joint participation is it possible to construct an arrangement which takes advantage of the established competence and experience of the United Nations system and the volunteer-sending organizations, and which distributes the responsibilities of finance and administration in a rational fashion among those able to bear them and in a way which is least burdensome.

39. In the immediately following sections of this report, proposals are made concerning the policy and programming of United Nations Volunteers, implementation and administration of programme, including recommended personnel policies and procedures and, finally, there are proposals for the financing of United Nations Volunteers. The constitutional position of United Nations Volunteers and the envisaged legal status of the volunteer take shape from these proposals.

III. PROPOSED POLICY FRAMEWORK

40. The name United Nations Volunteers will apply to all those volunteers who have been accepted into membership in United Nations Volunteers. There shall be only one body named United Nations Volunteers and it shall serve the entire United Nations system. It shall be composed of men and women admitted to membership by means of letters of enrolment signed with the agencies comprising the United Nations development system. Conditions and terms of service within United Nations Volunteers shall be uniform for all its members, there being, however, a variable in the local living allowances depending upon the place of assignment.
41. To qualify for admission to United Nations Volunteers, a man or woman must be over the age of twenty-one and meet the standards of health and personal qualifications established by the United Nations Volunteers, and the educational and technical requirements of the position for which he has volunteered. Although no upper age limit is suggested, it should be clear that the aim is to enhance the enrolment of youth in this endeavour.
42. Applications from individuals, usually sponsored by Governments, or by non-governmental organizations, shall be submitted to United Nations Volunteers through the established machinery of the United Nations system, including the offices of the Resident Representatives, or through the clearing-houses of ISVS and CCIVS.
43. The appointment of volunteers shall be undertaken by the United Nations agencies executing the project and shall be made only upon the explicit request or approval of recipient Governments. The Government shall have the right to review and accept or reject candidates submitted to it.
44. A pledge of commitment shall be signed by each volunteer once he has been accepted for membership in United Nations Volunteers. In accordance with the pledge, the volunteer would be expected to display loyalty to the United Nations Volunteers and adhere to international standards of conduct. A statement of purposes and ideals, and a code of ethics might be formulated to guide the United Nations Volunteers and to help them realize an allegiance to the international body, and a pattern of service to the developing country to which they are assigned, consistent with their responsibilities to the Government or non-governmental organization which sponsors their participation in United Nations Volunteers.
45. The donor or volunteer-sending organization would remain autonomous from the structure of the United Nations Volunteers, but would propose volunteers to it. This was one of the recommendations made to the Secretary-General during his consultations, and the Secretary-General considers that, inasmuch as many donors would continue to provide volunteers under their own auspices, on a bilateral basis, such autonomy would be both suitable and practical.

46. The basic legal relationship between the volunteer-sending organization, UNDP, participating and executing agencies, and recipient Governments would be governed by appropriate agreements among the parties concerned which would state their respective obligations and responsibilities.

47. Additionally, the volunteer-sending organization would enter into a contract, or adopt such other arrangement as it may deem appropriate, with each volunteer concerning the terms and conditions of his service. However, the terms of such contract or other arrangement would have to be consistent with the obligations of the volunteer-sending organization under, and be within the framework of, the agreements referred to in paragraph 46 above.

48. Maximum use should be made of the existence and experience of the specialized organizations which co-ordinate international volunteer service. Between them, the ISVS and CCIVS have a membership of approximately 500 volunteer-sending organizations which are located in all geographical areas of the world. As clearing-houses for their membership, ISVS and CCIVS have developed knowledge and experience concerning volunteer service which could be immediately utilized by the international organizations. The ISVS and CCIVS could handle much of the prospecting for and screening of volunteers. They can establish rosters and propose candidates to agencies for assignments upon the latter's request. They should, to advantage, be utilized, under appropriate agreements, as major channels for the recruitment of the United Nations Volunteers. Certain functions, such as research, promotion of some aspects of training, and evaluation could also be performed by ISVS and CCIVS.

49. Recipient Governments would be expected, under a standard agreement, to grant to volunteers such limited privileges and immunities as may be necessary for the proper performance of their functions. Such privileges and immunities would include, for example, immunity from legal process in respect of words spoken or written and all actions by them in the performance of their duties, exemption from taxation on subsistence payments, the right to import free of duty their personal effects at the time of first taking up their post and issuance of tax-free, exit permit at the conclusion of the assignment.

IV. PROGRAMMING AND ADMINISTRATIVE MODALITIES

Programming the volunteer component of development projects

50. Programming of volunteers is essentially a function of the requesting Government. Assimilation of United Nations Volunteers into United Nations system-assisted projects would mean that the volunteer component of a project would be programmed by the Government, assisted by the Resident Representative and the United Nations agency concerned, in essentially the same way as experts are programmed. The project requirements would indicate, if not determine, whether one or more volunteers would be needed and whether they should be grouped into teams or serve individually. The matter of multinational teams, as recommended by the Economic and Social Council in resolution 1444 (XLVII), should be discussed at this programming stage. Similarly, it is recommended that those responsible for programming examine all proposed projects with a view to determining if groups of young host-country nationals can be associated with the prospective development schemes and also whether and under what conditions it would be helpful and suitable for international volunteers to work together with them.

51. In considering the number of volunteers to be assigned to a project, it will be necessary to ensure that the senior expert would be responsible only for that number of volunteers (a) for whom definite tasks had been delineated, and (b) whose professional performance he can supervise without placing a strain on his own performance of his expert duties.

52. In the process of programming, the Government, the Resident Representative and the United Nations agency concerned might find it helpful to consult with whatever co-ordinating committee of volunteer organizations may exist in the developing country. The Secretary-General believes strongly in field-level co-ordination of volunteer activity precisely because it is at the scene of the development activity that maximum concentration of efforts is desired.

53. There are already several countries in which councils composed of government officials and representatives of volunteer-sponsoring organizations meet regularly to co-ordinate volunteer activity. In the United Republic of Tanzania, for example, the Government requested UNDP in 1964 to extend the good offices of the Resident Representative to the task of co-ordinating the wide variety of voluntary assistance being given to the new young nation by over 500 volunteers. With the help of the Resident Representative a government-sponsored committee, which has since continued to meet regularly, was established consisting of representatives of the establishments and planning offices of the Government, the UNDP Resident Representative, and the heads of the volunteer groups operating in the country.

54. For its part, the United Nations agency would review requests from Governments and the proposed terms of reference for volunteers and would establish job descriptions which (a) meet with government approval, (b) set forth clearly the duties of the volunteer and (c) enable the volunteer-sending organizations to locate candidates and plan advance training to meet specific, established needs of the United Nations system.

Administration of the volunteer component of the project

55. The United Nations agency would be responsible for including the volunteer component in the project, for circulating job descriptions and for reviewing the candidacies of persons nominated by volunteer-sending organizations and by the clearing houses.

56. It would, initially, be up to the volunteer-sending organization to locate candidates, make preliminary selection of candidates, screen them, and be responsible for the administration of medical examinations. A major function of the ISVS and CCIVS clearing house(s) would be to help increase the sources of supply of volunteers, and to establish rosters of candidates qualified to become United Nations Volunteers.

57. The United Nations agency would nominate candidates to the requesting Government, utilizing for this purpose its usual channels of communication; and would notify the ISVS and CCIVS and the volunteer-sending organization of the acceptance of the candidates by the Government.

58. Once a nominee was accepted by the requesting Government, the United Nations agency and the candidate would sign a letter of enrolment. The volunteer would, at the same time, be asked to sign his pledge of commitment to United Nations Volunteers and would, in turn, receive from its central office the countersigned pledge and also the certificate of membership.

59. Professional supervision and control of the volunteer would be provided in the form of on-the-job guidance and practical training by the senior United Nations agency expert.

Administrative support to the volunteer

60. Both the ISVS and the CCIVS have suggested to the Secretary-General that administrative support of the volunteers in the field remain, where possible, the responsibility of the sending organization. It seems feasible that the headquarters or regional office of the sending organization would provide a degree of support. Additionally, the sending organization may maintain a local representative in the country to administer a unit of volunteers provided under bilateral aid. In such cases, it would be reasonable to expect such a representative to provide a measure of support to the personnel from his organization who have become United Nations volunteers. However, once a person has become a member of United Nations Volunteers and has pledged his commitment to that group, the servicing of his administrative needs should be the responsibility of the body which has engaged his loyalties. Furthermore, it is consistent with the right of termination and repatriation, which it is proposed be held by the United Nations agency and the UNDP Resident Representative, to recommend that the latter provide ultimate administrative control.

Reporting

61. The Volunteer would be expected to submit reports, on an agreed schedule, through the senior expert to the United Nations agency which has responsibility for his work performance.

Termination and repatriation

62. The host Government would retain the right, at any time, to request the United Nations agency to terminate the volunteer's stay in the country of assignment. The United Nations agency would terminate the volunteer's services based on the initiative of one or more of the parties involved. The Resident Representative would effect repatriation of a volunteer should it (a) be requested by the host Government, (b) be requested by the United Nations agency, or (c) be desirable in the view of the Resident Representative.

Evaluation

63. Evaluation as suggested in paragraph 37 above, would be arranged for by the central office of United Nations Volunteers.

V. TRAINING

54. The Secretary-General and the Administrator of UNDP believe that careful selection and rigorous training constitute crucial factors for the success of United Nations Volunteers. While the costs of these operations may be high, the expense is more than justified by the calibre and utility of the personnel thus introduced to the development process.

55. Preliminary study of existing training patterns shows that basic pre-service training of volunteers, as necessary to meet international standards set by United Nations Volunteers, and requirements of the posts to which they are being assigned could be divided into two segments:

(1) Training provided by existing volunteer-sending organizations many of which presently train volunteers for four months, (a) three months in the home country during which they receive intensive language training as well as instruction in the history and culture of the country to which they will be assigned, and the skills needed for the job, and (b) one month in the host country or region;

(2) Training of volunteers not sponsored by sending organizations having training programmes which would qualify volunteers to the level of international service.

56. Supplemental international training by the United Nations system over and above the basic pre-service training would be desirable since it would help to form the international character of United Nations Volunteers, and would include instruction concerning the United Nations Development Programme which would help the volunteers to relate their own assignments to the broader goals of the Second Development Decade.

57. The Administrator proposes, therefore, to recommend to the UNDP Governing Council at a future session a global project:

(a) To train volunteers whose participation would enhance the international character of the scheme and for whom no sending organization training facilities are available; and

(b) To provide supplementary international training to all United Nations Volunteers.

58. In the meanwhile, he intends to undertake an intensive study of available relevant experience of both governmental and non-governmental organizations and to consult with agencies to determine the extent of existing facilities and the degree to which they will need to be supplemented.

VI. FINANCING OF UNITED NATIONS VOLUNTEERS

69. Two of the four general principles stated in Council resolution 1444 (XLVII) offer a guide for the elaboration of further principles and for the development of a proposal concerning the financing of United Nations Volunteers. They are:

- "(a) A volunteer should be a person who gives his services without regard to financial benefit and with the purpose of contributing to the development of the recipient country;
- "(b) A volunteer scheme should consist of persons recruited on as wide a geographical basis as possible."

70. Deriving from principle (a) is the idea that it will suffice for a volunteer to receive, in the country of assignment, suitable living accommodation and board, and pocket money to cover incidental expenses such as, for example, costs of laundry, repair and maintenance of clothing and personal effects, recreation and sports, reading and writing material, and postage. In addition, the volunteer must be assured of:

- (a) All work-related transportation within the country;
- (b) Whatever tools and equipment are necessary to the performance of his assigned tasks;
- (c) Medical and dental services and hospital facilities, if needed, or, alternatively, funds to pay for these essential services.

71. The principle of wide geographical participation in United Nations Volunteers introduces at least two fundamental realities into any consideration of financing: (a) the availability of convertible currency is not a problem for some countries but presents difficulties to others, thus limiting the likelihood of their contributing personnel to United Nations Volunteers; (b) financial resources of government-sponsored volunteers are likely to exceed those of volunteers belonging to non-governmental organizations, although this is not necessarily the case of non-governmental organizations which receive grants from Governments. Both realities, furthermore, contain elements that inhibit the full participation of volunteers from many developing countries.

72. It would seem, therefore, that the first of several possibilities for the financing of United Nations Volunteers, which was enumerated in E/4663,

paragraph 26, 10/ is unrealistic to contemplate in the light of the stated desirability of wide geographical participation.

73. The second possibility, stated in paragraph 26 (b) of E/4663, is essentially the arrangement under which volunteers presently serve in FAC-assisted projects. This would not seem to be wholly satisfactory inasmuch as experience over the past six years has shown that (a) the countries most interested in obtaining the services of volunteers are those least able to meet local living expenses and (b) FAO has more than twice as many unfilled requests for volunteers as it has been able to put into service.

74. The next possibility listed in E/4663 (para. 26 (c)) offers a possible partial solution. The Secretary-General agrees with the Administrator that project budgets might bear the subsistence costs of volunteers whose services have been requested for duties within the project. The pro forma of \$200 per month plus \$100 per year from miscellaneous expenses would seem suitable. It is also suitable that tools and equipment which are not available locally but which are essential to performance of assigned tasks could be provided under the equipment component of the project.

75. Earmarking of contributions to a trust fund, as suggested in E/4663 (para. 26 (d)), would (a) accentuate the essentially national basis of participation and would thus hamper development of a truly international body, and (b) prejudice the chances of securing more than a modest participation by nominees of voluntary organizations which do not receive government grants.

10/ E/4663, paragraph 26 reads as follows:

"Various possibilities for the financing of an international corps would have to be considered:

"(a) Volunteers to be financed directly and wholly by the sending organizations;

"(b) Volunteers to be financed directly, partly by the sending organizations and partly by the recipient;

"(c) Volunteers to be financed entirely, or partly, from project costs;

"(d) Establishment of a trust fund or other form of voluntary contribution by countries, either 'at large' or earmarked for their own nationals;

"(e) Establishment of a trust fund to receive contributions from Governments, non-governmental organizations, foundations, individuals;

"(f) Volunteers to be financed partly by trust funds and partly by sending organizations;

"(g) Different combinations of the foregoing."

75. The suggestion contained in paragraph 26 (e) of E/4663 is interesting in that it provides for voluntary contributions and for broad-based funding. The Secretary-General considers this option an essential prerequisite for United Nations Volunteers. He considers further, however, that the alternative in paragraph 26 (f) presents a somewhat more realistic option, namely, that volunteers must be financed partly by trust fund and partly by sending organizations.

77. It is a combination of the features of several options, however, that the Secretary-General considers most suitable for financing United Nations Volunteers.

Proposal

78. In keeping with the principles of joint participation and voluntary financing, the Secretary-General in concert with the Administrator, recommends that the following financial arrangements be adopted:

(a) External costs of volunteers (including pre-selection and basic training; travel to and from country of assignment) to be borne by the volunteer-sending organizations;

(b) Local living expenses of volunteers, in cash or in kind, to be borne, to the maximum extent possible, by host Governments; this would include (i) all work-related travel costs within the country after the volunteer had reported to his duty station, (ii) suitable living accommodations, (iii) board, (iv) incidental expenses (pocket money), (v) medical and dental services and hospital facilities, if needed, and (vi) locally available tools and equipment necessary to the performance of assigned tasks;

(c) Volunteer component of the United Nations system-assisted project budget to include a provision for payment of local living expenses in cases where the host Government is unable to do so;

(d) Equipment component of the project budget to provide funds for those tools and equipment necessary for the volunteer's work which cannot be obtained locally;

(e) A trust fund composed of voluntary contributions from Governments, non-governmental organizations, foundations and private individuals to be established and administered by UNDP. This trust fund would be intended, primarily, to finance the external costs of qualified volunteers for whom no sponsor-financing was available. The Secretary-General considers this provision essential to ensure wide geographic participation in United Nations Volunteers;

(f) Costs of insurance of a volunteer against injury, disability and death as a result of the performance of his assigned work to be borne by the volunteer-sending organization;

(g) Payment of resettlement allowances to the volunteer would be a matter between the volunteer-sending organization and the volunteer.

Estimated local living expenses of United Nations Volunteers

79. The local living expenses of a volunteer will vary from country to country and have been estimated to range from \$1,500 to \$5,000 annually. These figures were arrived at after study of average costs of many volunteer-sending organizations, and taking into account the degree to which some recipient Governments may be expected to contribute towards these costs.

80. Taking into account the arguments presented in this report, the Secretary-General recommends that the United Nations system endeavour to enrol up to 1,300 United Nations Volunteers by mid-1971. This, in itself, will be a big task whose realization will depend on the development of viable assignments and the availability of suitable volunteers. When achieved, however, it would add a new dimension to the United Nations system's efforts for international technical co-operation in the Second Development Decade.

ANNEX I

THE INTERNATIONAL SECRETARIAT FOR VOLUNTEER SERVICE (ISVS)

Headquarters: Geneva, Switzerland - 12 Chemin de Surville
Geneva - Petit Lancy 1213

Branch offices: Buenos Aires, Argentina - Calle Defensa 120
Piso 6, oficina 47

Manila, Philippines - c/o PACD, 1817 España Street

Washington, D.C., United States of America - 815 17th Street, N.W., Room 202
Washington, D.C., 20006

Membership: 52 countries

Council (16)

Argentina	Liberia
Chile	Netherlands
Denmark	Norway
Federal Republic of Germany	Panama
France	Philippines
India	Switzerland
Israel	Thailand
Ivory Coast	United States of America

Assembly (52): All the above council members, plus

Australia	Dominican Republic	Indonesia	Nigeria
Austria	Ecuador	Italy	Pakistan
Belgium	El Salvador	Jamaica	Peru
Bolivia	Ethiopia	Japan	Sierra Leone
Brazil	Finland	Liechtenstein	Sweden
Canada	Ghana	Malaya	Tunisia
Colombia	Guyana	Maldivé Islands	United Kingdom
Congo (Democratic Republic of)	Honduras	Nepal	United Republic of Tanzania
Dahomey		New Zealand	Venezuela
		Niger	

ANNEX II

THE CO-ORDINATING COMMITTEE FOR INTERNATIONAL VOLUNTARY SERVICE (CCIVS)

Headquarters: 1, rue Miollis, Paris, 15ème, France

Regional office: Centro Regional Latino Americano Del Servicio Voluntario
Casilla de Correo 4680, Correo Central
Buenos Aires, Argentina

Affiliated members: 136 organizations, including national organizations in 50 countries and 17 international organizations with branches in more than 100 countries.

Executive Committee

(a) Ordinary members

American Friends Service Committee (AFSC)
British Volunteer Programme (BVP)
Bureau international de tourisme et des échanges de jeunesse (SITEJ)
(headquarters, Budapest)
Comité national des brigades des volontaires en Bulgarie
Cotravaux - France
Internationale Bouworde (IBO)
Mellemfolkeligt Samvirke (MS) - Denmark
Service Civil International (SCI)
Stichting Internationale Werkkampon (SIW) - The Netherlands
Union of Yugoslav Youth (UYJ)
United Nations Association of Great Britain and Northern Ireland (UNA)
World Council of Churches (WCC)

(b) Advisory members

Bharat Sevak Sanaj (BSS) - India
Carole national de jeunes agriculteurs au Cameroun
Committee of Youth Organisations of the USSR (KMO)
Co-ordinating Committee for Voluntary Service in Czechoslovakia (KOV DS)
Freie Deutsche Jugend (FDJ) - Eastern Germany
Friends Service Council (FSC) - United Kingdom
Kenya Voluntary Work Camps Association
Movimiento Argentino de Juventud pro Naciones Unidas (MAJNU)
Oficina Nacional del Servicio Voluntario (ONSEV) - Chile
Polish National Committee for Co-operation of Youth Organizations (OKWOM)
Turkiye Cönüllü Calisma Kamplarini Tesvik Dcrnegi - (TGCKTD) - Turkey
Union marocaine des associations de Chantiera (UNAC) - Morocco

ANNEX III

GLOSSARY OF TERMS

PERTAINING TO LONG-TERM VOLUNTEER SERVICE

VOLUNTEER - a person who gives his services without regard to financial benefit and with the purpose of contributing to the development of the recipient country.

DOMESTIC VOLUNTEER - a volunteer who works within his own country.

NATIONAL VOLUNTEER - a term sometimes used to describe a volunteer who works under the sponsorship of his Government, either within his own country or outside it.

EXPORT VOLUNTEER - a volunteer who goes from his own country to another country to perform voluntary service, e.g., a volunteer whose services are part of bilateral aid, also a volunteer from a private national organization who is serving outside his country of origin.

INTERNATIONAL VOLUNTEER - a volunteer who, under the auspices of an international organization, performs voluntary service in a country other than his own.

VOLUNTARY SERVICE - service performed of one's own free will. This term is particularly used by individuals and by non-governmental organizations, cf. CCIVS. The term VOLUNTEER SERVICE is often used by ISVS and its volunteer-sending organizations.

MULTINATIONAL - more than one national, hence the expression "multinational teams" to describe a group of volunteers of more than one nationality working together, in complementary positions, within a developing country, e.g., one or more volunteers from one source working in public health, volunteers from another source working in agricultural extension, and yet a third group of another nationality working in basic education - the total comprising multinational volunteer activity for community development.

MULTILATERAL - more than one side; sometimes used to describe action from several sides. CCIVS and its member groups often use the word "multilateral" to describe teams (such as those described in MULTINATIONAL) which the United Nations system and the ISVS would describe as "multinational" teams. CCIVS and its member groups also frequently use the adjective "multilateral" to describe volunteer activity under the umbrella of, or in association with, the United Nations system.

VOLUNTARY CONTRIBUTIONS - contributions made into the general resources of UNDP by States Members of the United Nations, or members of the specialized agencies or of the IAEA in accordance with the provisions of Economic and Social Council resolutions 222 A (IX), paragraph 8 (a), and 623 B (XXIII),

paragraphs 1-3 and 5, and of General Assembly resolution 1240 (XIII), paragraphs 45-50. Voluntary contributions are separate and distinct from donations, host Governments' cash payments towards local currency costs of field offices, counterpart and local costs payments, and other types of income, and from trust funds.

FUNDS-IN-TRUST - funds which are accepted by an international organization under the terms of its financial regulations to finance extra-budgetary activities specified by the contributor which are not inconsistent with the general aims and purposes of the organization.

