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UNITED NATIONS VOLUNTEERS

Report of the Administrator

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Contents

	<u>Page</u>
I. INTRODUCTION.....	2
II. PROGRAMME IMPLEMENTATION IN 1978.....	3
III. YOUTH AND DOMESTIC DEVELOPMENT SERVICES IN 1978.....	6
IV. STATUS OF THE SPECIAL VOLUNTARY FUND.....	8
V. REVIEW OF MAJOR OPERATIONAL QUESTIONS.....	9
A. Recruitment of United Nations Volunteers.....	9
B. The Role of UNV in least developed and newly independent countries.....	12
C. Co-ordination with Executing Agencies.....	16

Annexes

1. Countries of placement and countries of origin of serving volunteers.
2. Contributions to the UNV Special Voluntary Fund.

I. INTRODUCTION

1. In the course of its review of the activities of the United Nations Volunteers Programme (UNV) at its twenty-fifth session in June 1978, the Governing Council noted with satisfaction the growing level of UNV's activities which had developed during the previous year. However, the discussion during the session also placed in focus some of the major constraints under which the programme was functioning. In particular, the Governing Council took note of problems arising from the existing arrangements for recruitment of United Nations Volunteers in developed countries which tended to limit the supply of qualified candidates from such countries. The second major area of concern was the funding situation of the UNV programme, particularly as it evolved following the Governing Council's decision of June 1977^{1/} requiring United Nations volunteers in all countries, including least developed countries, to be financed from the Indicative Planning Figures (IPFs) of the recipient countries by the end of 1981. Against this background, the Governing Council adopted a decision (25/12,II) calling on the Administrator to report to the next session of the Council on the programme's role in least developed and newly independent countries, as well as on UNV's recruitment procedures, and, if a clearly identified need was evident, to suggest ways and means of improving these procedures.

2. At its thirty-third session in December 1978, the General Assembly of the United Nations adopted a resolution (33/84) in which "it looks forward to the comments and recommendations which the Governing Council of the UNDP would formulate at its twenty-sixth session on the basis of the review of the report of the Administrator, including, in particular, those on the recruitment procedures of the UNV programme and the present status of the Special Voluntary Fund for the United Nations Volunteers". Furthermore, the General Assembly "reiterated the request addressed in its resolution 2970 (XXVII) to the Administrator of the United Nations Development Programme and the executive heads of the organizations concerned within the United Nations system to promote, with the agreement of the countries concerned, and to co-ordinate, through the Co-ordinator of the United Nations Volunteers programme, the use of United Nations volunteers in United Nations-assisted projects and activities

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1/ See Official Records of the Economic and Social Council, Sixty-third session, Supplement No. 3A (E/6013/Rev. 1), para. 188.

with a view to harmonizing policies on placement and conditions of employment of all volunteers in the United Nations system, taking into account the development needs at the field level". At the same time, the General Assembly resolution appealed "to Member Governments to consider contributing to or increasing their contributions to the Special Voluntary Fund for the United Nations Volunteers".

II. PROGRAMME IMPLEMENTATION IN 1978

3. The main indicators of the Programme's quantitative performance continued to improve in 1978, illustrated as follows:

- At the end of 1978, the total number of United Nations volunteers serving in the field reached 406, the highest level reached since the inception of the programme in 1971. The corresponding year-end figure for 1977 was 307, yielding a growth rate of approximately 25 per cent for the programme in 1978. In order to achieve this expansion, a total of 259 volunteers had to be recruited and assigned to the field during 1978, since in the same period 160 volunteers completed their assignments;
- The number of countries receiving assistance from the United Nations volunteers increased considerably, from 54 at the end of 1977 to 64 in December 1978. Out of these 64 recipient countries, 29 were in the category of least developed or newly independent countries;
- The programme maintained its emphasis on assistance to the least developed and newly independent countries, with 284 of the 406 volunteers, or some 70 per cent, serving in such countries by the end of 1978;
- United Nations volunteers continued to be recruited on a broad geographical basis: by year's end, the serving volunteers included 51 nationalities (See Annex 1 for a detailed breakdown). Approximately 65 per cent of the United Nations volunteers serving in the field by the end of 1978 were nationals of developing countries.

4. The year also marked the beginning of more active UNV co-operation with Domestic Development Service (DDS), and youth organizations in pursuance of the role assigned to UNV by the General Assembly in its resolutions 31/131 and 31/166 of December 1976. (These activities are outlined in paragraphs 10-14 below).

5. In June 1977 at its twenty-fourth session, the Governing Council reviewed the activities of the UNV on the basis of a detailed evaluation study (document DP/269) in which the major strengths and advantages of the programme

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were highlighted. The main trends of the programme, in terms of content and qualitative aspects evident in the evaluation study, were further accentuated and reinforced during 1978. Thus, in response to increasingly sophisticated and specific requests from governments, the important role of UNV as a source of middle-level expertise was clearly underlined. For example, at the request of the Government of Tanzania, a team of United Nations volunteers specialists were assigned to fill urgent needs for expertise in operating and maintaining the electricity services in Zanzibar; a large number of medical doctors were assigned to rural health services in Sri Lanka; and other types of such qualified and experienced professionals as geologists, architects, engineers and agronomists, were assigned to various countries in response to requests for assistance to meet specific development needs. This trend is undoubtedly the result of a growing awareness and recognition among recipient countries of the UNV programme's role as a genuine development tool and its ability to satisfy a variety of needs for assistance at modest cost. While in the past volunteerism was sometimes conceived primarily as a means of helping young people gain experience in a foreign country, the United Nations Volunteers programme is clearly and purposefully geared to responding more readily to the expressed needs of the recipient countries. Also, experience has shown that many developing countries face a critical shortage of man-power precisely at the intermediate level of expertise. The UNV programme, be it in the context of UNDP-supported activities or other government projects, can make a very relevant and effective contribution towards the achievement of important development objectives.

6. While the majority of United Nations volunteers continue to be assigned within development projects implemented by the Executing Agencies of the United Nations development system, a growing number are serving in an operational capacity in national institutions or development projects receiving no other assistance from the United Nations system. In most of these cases, the UNV assumes the direct responsibility for the implementation and execution of the activities, with the responsibility for technical supervision and back-stopping being assumed by the recipient government. By the end of 1978, the UNV was involved in the execution of 15 projects of this type. Examples include educational assistance to Guinea-Bissau, through which 30 teachers were assigned to help remedy an acute shortage of secondary school teachers while nationals were being trained to meet long-term requirements; a medical team in the Cape Verde Islands; and a number of volunteer assignments in different Latin American countries under the auspices of the UNV-executed regional project on the Promotion of the Participation of Youth in Social Development Activities.

7. A third major trend in the programme which has become increasingly manifest

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over the past few years involves the new and evolving role of UNV as an auxiliary instrument of technical co-operation among developing countries (TCDC). An average of two-thirds of the volunteers in the field during 1978, were recruited from the developing world. For example, in 1978 UNV agronomists from Brazil, Colombia, Ethiopia, India and Pakistan were assisting member states of the East Caribbean Common Market in the implementation of their agricultural diversification programmes; a group of doctors from the Philippines was helping Lesotho improve its health services, civil and mechanical engineers and technicians from Sri Lanka, Thailand and the Philippines were assisting the Government of Afghanistan in strengthening its Rural Public Works Programme; and in the Yemen Arab Republic, United Nations volunteers from Egypt, Nepal, Pakistan, India, the Sudan, Ethiopia and Sri Lanka were providing assistance in such diverse fields as agriculture, health, civil aviation, rural water supply, meteorology, urban planning, road construction and communications. The ranks of the UNV also included seven refugees putting their skills to valuable use in development projects in different African countries as well as in Haiti. The benefits of the UNV programme are reciprocal in the sense that they accrue not only to the recipient country but also to the volunteer's country of origin: on the completion of assignments after two or more years, volunteers return to their home countries with vastly increased skills and experience which can be channeled into valuable support for the development efforts of their own countries. Over the years, the UNV has established focal points for recruitment in a number of those developing countries which can best afford to spare qualified personnel for development work in other countries. As the programme has become better known, the UNV has been able to attract increasingly skilled and qualified nationals from developing countries.

8. With 89 women among the 406 volunteers serving in the field by the end of 1978, UNV began to make increasing use of the wide spectrum of skills and talent which women are able to bring to the programme. During the year, for instance, an economist was rendering valuable services in a regional planning project in Ecuador; a young woman was working as a wild life assistant in a crocodile farming project in Papua New Guinea; in Botswana and the Yemen Arab Republic, UNV nurses were working as trainers in health projects; in Upper Volta an agricultural engineer worked with a team of UNESCO experts in a project concerned with educational equality for women; and at the Ahfad University College for Women in the Sudan, another United Nations volunteer was assigned as a teacher in home economics.

9. While achieving a considerable numerical increase during 1978, the programme still managed to move in the direction of IPF funding of in-country costs in all countries,^{2/} in accordance with the decision adopted by the Governing Council in June 1977.^{2/} Of a total number of 167 United Nations volunteers, recruited

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^{2/} Ibid.

and assigned to least developed and newly independent countries during 1978, 142 were financed from the IPFs or in a few instances from the regular budgets of Specialized Agencies. Only 14 volunteers recruited during 1978 were fully financed from the Special Voluntary Fund, whereas 11 were co-financed between the IPF and the SVF on a 50-50 basis under the transitional arrangement initiated in 1977. In the same period, 92 volunteers were assigned to other developing countries with funding from the respective IPF.

III. YOUTH AND DOMESTIC DEVELOPMENT SERVICES IN 1978

10. At its thirty-first session in December 1976, the General Assembly adopted resolution 31/166 which expanded the nature and scope of the UNV programme's operations. In this resolution, the programme was requested "to further develop and expand the activities of UNV in the field of domestic development services; and to see to it that the UNV actively promotes the formation of regional advisory groups for domestic development services and subsequently co-operates to the fullest possible extent with such groups". At the same time, the terms of the UNV Special Voluntary Fund were expanded to include financing of UNV activities in support of Domestic Development Services and Youth Programmes.

11. Broadly speaking, the term Domestic Development Services (DDS) covers organizations concerned with self-reliant development activities at the level of local communities. Directed predominantly at up-grading the living standards of the poorest strata of the population in both rural and urban environs, DDS organizations, whether governmental or non-governmental, voluntary or otherwise, recognize the principle of self-reliant initiatives and actions and the full mobilization of local communities as key factors for the success of development activities. Consequently, DDS organizations attempt to tap talents and abilities inherent in each and every individual and, based on experience gained in the process, to design and develop gradually, strategies suited for this approach. Since DDS activities generally call for creativity, spirit of innovation, and physically demanding work under exacting living conditions, it becomes particularly important to enlist active participation and support by members of the young generation.

12. In responding to the General Assembly resolutions calling on the UNV to support DDS and youth actions, the UNV has entered a number of areas of activity including: (a) the organization of regional workshops for the preparation of joint activities and mutual technical assistance projects among DDS organizations; (b) the assignment of United Nations volunteers to pilot projects undertaken by DDS organizations, with the basic objective of acting as a catalyst in encouraging greater popular participation in such activities; (c) the organization of volunteer leadership training courses at both regional and national levels, for staff members of DDS organizations occupying key posts as leaders and organizers of development work in local communities; (d) the sponsorship of volunteer exchange programmes at the regional level; (e) the assignment of short-term consultants to selected DDS organizations to assist in the improvement of programme management, the introduction of new training and programming methodologies, and the identification and formulation of new projects designed to extend and strengthen the activities of the DDS organizations concerned; (f) the provision

of assistance in obtaining financial support for selected individual projects prepared by DDS organizations, from governmental and non-governmental sources outside the UNV; and finally, (g) the collection, dissemination, and exchange of information on development activities among DDS organizations on a regional as well as an interregional basis.

13. As executing agency, UNV continued in 1978 to co-operate with nine governments in Latin America in the UNDP regional project "Promotion of Youth Participation in Social Development Activities". Implementation has proceeded in conformity with an established programme of work, and several major activities were completed during 1978. A regional training course in planning and programming of youth activities was organized in Venezuela with the participation of 20 programmers from various government agencies of the countries co-operating in the project. Also in 1978, another regional training course on Self Management of Youth Co-operatives was organized in Costa Rica with 15 participants from government agencies as well as from some non-governmental organizations. Under a staff exchange programme, ten officials directly concerned with youth activities in their own countries received the opportunity to spend a month working with their counterparts in another Latin American country in order to broaden their experience and knowledge. Other project activities include consultancy assignments to several countries to advise the government on matters related to youth participation in development, and the assignment of United Nations volunteers in Bolivia, Ecuador, El Salvador and Honduras to assist in the programming and planning of youth activities.

14. In November 1978, the UNV organized a four-day programming workshop in Kuala Lumpur, Malaysia, in order to review with DDS organizations from the Asia and Pacific region a number of project proposals put forward to the UNV by such organizations and to formulate a regional programme in support of DDS organizations. Eighteen representatives of DDS organizations from 12 countries were present at the workshop, which was hosted by the Ministry of Culture, Youth and Sports of Malaysia and financed by UNDP. A number of volunteer-sending organizations in Europe and the USA as well as some of the executing agencies sent observers to the workshop. The meeting revealed a number of worthwhile possibilities for action-oriented projects on a regional scale in support of DDS organizations and, also, reflected a strong interest on the part of the participating organizations in co-operating with the UNV. In follow-up of the workshop, UNV has proceeded with the finalization of a regional programme encompassing four major areas of activities: mutual assistance among DDS organizations through volunteer exchanges and loans of volunteers; assistance to individual DDS organizations through a multi-national team of volunteers; the strengthening of DDS activities in the field of appropriate technology; and leadership training for village and slum health workers.

IV. STATUS OF THE SPECIAL VOLUNTARY FUND

15. Contributions from governments to the Special Voluntary Fund (SVF) established under General Assembly resolution 2659 (XXV) amounted to \$1,119,083 in 1978. In addition, an allocation of \$1,000,000 was made from UNDP resources to the SVF, in accordance with the decision of the Governing Council at its session in June 1977.^{3/} (A listing of individual contributions to the SVF will be found in Annex 2).
16. Although the number of volunteers whose in-country costs are financed from the SVF has declined sharply since the middle of 1977, in response to relevant decisions of the Governing Council, expenditure for this purpose has remained practically unchanged. This has resulted largely from the depreciation of the US dollar, and the concomitant cost increases in dollar terms. By the end of 1978, 116 volunteers serving in the field had their in-country costs financed from the SVF, whereas an additional number of 33 volunteers were co-financed on a 50-50 basis between the SVF and the IPFs of the recipient countries. This represents a significant reduction compared to July 1977, when a total of 189 volunteers were funded from the SVF.
17. The Special Voluntary Fund is the only source for financing external costs of volunteers recruited from developing countries. With the considerable expansion of recruitment from such countries, the demands on the Fund have increased steadily. Other major purposes of the Fund are to promote youth participation in development and to finance activities in support of DDS in accordance with General Assembly resolutions 31/131 and 31/166. The operational programme of the UNV in these areas has remained relatively small, mainly as a consequence of the limited resources available to the UNV to finance such activities.
18. While the expansion of the programme appears to have been constrained during 1978 more as a result of the requirement of a gradual transition towards IPF financing of all volunteers than as a consequence of the relatively modest level of contributions to the Special Voluntary Fund, it is nevertheless evident that a greater degree of financial support is necessary in order to enable the UNV to pursue its broad mandate. The need for increased contributions to the Special Voluntary Fund will depend to a large degree on the Governing Council's conclusions as to the continued use of the Special Voluntary Fund for financing in-country costs in LDCs and newly independent countries, and the arrangements for financing external costs for volunteers from developed countries.

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^{3/} Ibid.

V. REVIEW OF MAJOR OPERATIONAL QUESTIONS

19. As stated in the introduction to this report, the Governing Council at its session in June 1978 requested the Administrator to report to the next session of the Council on the programme's role in least developed and newly independent countries. A report was also requested on UNV's recruitment procedures, and, if a clearly identified need was evident, the Administrator was asked to suggest ways and means of improving them. Furthermore, the General Assembly, during its thirty-third session in 1978, called for more co-ordinated efforts for the placement of United Nations volunteers in projects implemented by the various Executing Agencies of the United Nations system. The following sub-sections of this report are devoted to these three subjects.

A. Recruitment of United Nations volunteers

20. The recruitment practices of UNV are aimed at attracting the widest possible geographical participation. This policy is in line with the principle of universality to which the programme is committed and follows the course marked out in its mandate.

21. In developing its recruitment effort, UNV has established close working contacts and procedures with national government agencies and volunteer co-operating organizations in both industrialized and developing countries. In the early years of the programme, the services of the International Secretariat of Volunteer Service (ISVS) were retained as a recruitment agency and clearing house for UNV. This arrangement was terminated in 1974 when UNV assumed full responsibility for its own recruitment as an integral part of its over-all operations. Since then, the process of strengthening UNV's recruitment capacity has continued apace. Well-formulated vacancy and project descriptions are issued; a roster system for suitable candidates by occupational category has been established; and, in particular, the co-operation of UNDP Resident Representatives has become increasingly effective in seeking out qualified candidates in developing countries - a category which, for a long time, had not been afforded the opportunity of contributing, in a volunteer capacity, to the international development process.

22. Gradually, in line with the directives of the Governing Council, a more balanced ratio of participation was achieved between candidates from industrialized and those from developing countries. In fact, UNV now possesses the capability of identifying and placing extremely well-qualified candidates from developing countries in suitable posts in other developing countries, a specialisation elsewhere described as a practical expression of TCDC-related concepts. As this approach is broadened and strengthened, however, a corresponding diminution is being observed in the number of candidates becoming available from the industrialized countries. In fact, the ratio at the end of 1978 stood at 65 per cent from developing countries and 35 per cent from industrialized countries. A year earlier, the corresponding figures were 55 per cent and 45 per cent. A review of the records from the early years of the programme reveals that the proportions were then reversed; i.e. in January 1973

volunteers from industrialized countries accounted for 66 per cent of the total and only 34 per cent were from the developing world.

23. The practice has been to have candidates from industrialized countries identified in co-operation with and through an existing volunteer co-operating organization which, in turn, absorbs the payment of the attendant external costs in each case (i.e., payment of international travel costs, training, and repatriation allowances). Undoubtedly, this early arrangement permitted UNV to benefit from the goodwill, co-operation and experience of organizations which had been in existence before its arrival on the scene, and which could not readily absorb within their own programmes all those qualified young people who wished to serve. To that extent, UNV provided yet another avenue through which such qualified applicants could become involved in the development process. In effect, then, these organizations could adopt a helpful, albeit, undynamic, recruitment policy towards UNV and, in the process, still provide a useful service to a fledgling organization trying to build up its own strength. In general, the passage of time has not witnessed the evolution of a more dynamic recruitment policy, although the evolving and expanding nature of UNV requirements would welcome and respond to such a change.

24. The salient factor is that practically all the organizations designated in industrialized countries to co-operate with the UNV operate bilateral volunteer programmes of their own, for which they receive direct support from their respective governments. In such circumstances, it would be natural to expect, and in practice it has so emerged, that UNV's recruitment needs would generally receive less intensive attention than the respective organization's own requirements. Yet, in trying to recruit candidates from industrialized countries, UNV at present remains dependent solely upon the flow of candidates through these organizations:

25. Also, in many instances the co-operating organizations are governed by national legislation or policies which sometimes render it difficult for them to meet UNV requirements quickly and fully. Thus, even though the spirit of co-operation is excellent, there are often obstacles to achieving full collaboration:

- For policy or local reasons, some of the co-operating organizations are obliged to be selective in relation to either the project or the country to which their candidates may be assigned under UNV's auspices;
- As a consequence of their own established procedures and criteria, some organizations have to insist on undertaking field inspections of projects, even though already approved in the United Nations sense, before deciding whether they are worthy of the organization's support;
- Several organizations have to follow a defined recruitment procedure resulting in disinclination to support their own nationals who, although otherwise acceptable to UNV, have not been initially identified by the respective organizations;

- Because of their limited facilities for language training, many organizations tend to accord priority to providing language training for their own bilateral volunteers and thus are unable to provide candidates to UNV with special linguistic qualifications;
- Many organizations are bound by regulations stipulating that the spouses of married candidates should also be appointed to volunteer positions irrespective of whether a genuine need exists in the recipient country.

26. It is noteworthy that these constraints are not present to any appreciable degree where the recruitment of candidates from developing countries is concerned. Here, UNV exercises full recruitment responsibility, with the result that encouraging increases in the numbers of such candidates are now being registered year after year. The same potential seems to exist in regard to industrialized countries, for there is ample evidence that many qualified candidates have the strong desire to be assigned to work within an international organizations like UNV. Very often, unfortunately, they face the barrier, for such reasons as those already mentioned, of being unable to secure support for external costs from the national co-operating organizations. It is in this category, as well as in other as yet untapped human resources within industrialized countries, that UNV is particularly interested. In materializing this interest, while still taking advantage to the available extent of the always appreciated recruitment capacity of the respective co-operating organizations, UNV is contemplating a more flexible approach to recruitment in industrialized countries. This would involve the mounting of independent recruitment efforts by UNV itself, through the issuance of press advertisements, the development of direct links with specialized institutions, universities, trade unions or other suitable supplier points; and the fielding of UNV recruitment missions. Where desired, arrangements could be made for co-operating organizations to serve as the processing centres for directly recruited volunteers, without responsibility for the actual selection or eventual assignment.

27. This approach would equip UNV with a broader, less restrictive recruitment base in industrialized countries. Simultaneously, it would permit the retention of the great advantage of its links with the traditional co-operating organizations but with the added flexibility of going beyond these (where warranted in UNV's view) in reaching out to that category of applicant who would have acceptability within the wider recruitment requirements of this programme. Greater success would then be possible in maintaining the principle of universality and in ensuring participation in the programme on as wide a geographical basis as possible. A suggested financial underpinning for this arrangement is outlined below.

28. As already mentioned, co-operating organizations in the industrialized countries at present absorb the external costs of volunteers selected from their countries for service with UNV. In most instances, the financing for such external costs is secured by the co-operating organizations from their respective governments. In effect, then, such funds are filtered through the co-operating organizations which, in turn, necessarily assume a regulatory function in disbursing funds in accordance with their policies: i.e., only

on projects and/or geographical locations which meet the organization's criteria for co-operation. Obviously, instances arise where the Governing Council's criteria and those of the co-operating organizations do not mesh. From UNV's standpoint, this is unsatisfactory, creating a situation where it is the co-operating organization which decides to which approved project otherwise acceptable candidates may be assigned.

29. A solution to this type of recruitment difficulties could come about through general application of a modus vivendi which has been successfully developed recently with one government. This arrangement provides that the co-operating government adds to its normal contribution to the Special Voluntary Fund an earmarking for the payment of external costs for its own nationals which UNV recruits directly. In the event that the entire earmarking is not spent in any given year, the balance is automatically transferred to the general resources of the Special Voluntary Fund.

30. If the Governing Council considers that this approach represents an appropriate method of easing recruitment difficulties in the industrialized countries, the Administrator would intend to request those governments in a position to do so to enter into the recruiting and financial arrangements described. The Governing Council may also wish to reconfirm the global character and mandate of the UNV programme and to invite governments to take all possible steps to facilitate the recruitment of United Nations Volunteers.

B. The role of UNV in least developed and newly independent countries

31. It is no coincidence that Africa accounts for more than half of all UNV assignments, given the fact that most of the least developed and newly independent countries are to be found on that continent. True to its mandate, the United Nations Volunteers programme is strongly oriented towards catering to the types of basic and essential development needs which are common to the least developed countries and to needs at the grass-roots level.

32. The extension of technical know-how, gained as a result of external development co-operation, to the level of local communities and their active participation in the application of this know-how to their own development problems is of particular significance (and also especially difficult to achieve) in least developed countries where the target communities are often small, remote and spread over wide geographical areas. Very few of these countries possess the necessary human and financial resources to run extension services covering more than a fraction of existing needs. While this shortage of national personnel to provide the linkage between development activities and rural communities extends to most areas of economic and social life, it becomes a matter of special concern in relation to such fundamental needs, as food production, nutrition, basic health services, etc.

33. Because of the magnitude of the requirements of trained personnel to perform essential extension services, it is often unrealistic and prohibitively expensive to tackle the problems through the assignment of expatriate

specialists and technicians. Also, it appears from experience and the prevailing situation in many countries that external development co-operation in its traditional forms sometimes has a rather limited impact in the sense that the transfer of know-how and techniques to target communities is either very slow or limited in scope to a small number of communities. The reasons appear to be largely attributable to the constraints mentioned earlier: i.e., the shortage of resources and/or inexperience in population mobilization to pursue development activities. In particular, a shortage of qualified national personnel at the intermediate level often stands out as a major obstacle to the extension of know-how to local communities and their mobilization in the application of new knowledge and technology. On the other hand, shortcomings may also occur as a result of difficulties on the part of expatriate personnel concerned with rural development in translating their knowledge and experience into action appropriate and relevant to the local situation. In some instances, such problems might be the consequence of too wide a disparity, in terms of the level of education and other qualifications, between the foreign expert and his or her counterparts, leading to a "communications gap" and even to inhibition on the part of local personnel in their working relations with the expert. In such cases the missing link can often be secured through the assignment of intermediate-level expertise, of the type available from the UNV, to work directly with the national counterparts to help bridge the gap.

34. Within the United Nations system the United Nations Volunteers programme serves as a source of intermediate expertise for United Nations-assisted development projects. The UNV does not see its role as one of serving as a placement agency for young people, however well motivated, to have an international experience without any concrete benefit for the recipient country. The programme is very clearly geared to responding to specific and urgent development needs through the provision of young, and sometimes older, professionally qualified development workers. Applicants for UNV assignments are evaluated on the basis of technical qualifications and relevant experience, and the candidates selected by UNV are submitted to requesting governments for clearance in the same manner as for expert posts. UNV is also anxious to ensure in all cases that the volunteers are treated and respected as professionals and are given all the necessary administrative support and backstopping to do good professional jobs. In the short period since the inception of the programme, experience has shown that the type of middle-level expertise available from the UNV can add significantly to the results of projects and, in particular, has been able to provide the much-needed linkage between projects and the ultimate beneficiaries at the grass-roots level. For instance, in agricultural extension and rural development projects, such volunteers working directly with local people can help to ensure that the benefits of the expertise at the centre are extended geographically and substantively to the local communities. In yet other assignments, volunteers are involved in translating the results of research into technology appropriate to local conditions.

35. At first sight, the relatively high proportion of placements in least developed countries with financing from IPFs may suggest that the gradual transition to this form of funding has not constrained the growth of the programme in any serious way. On the other hand, it must be noted that if expressed as a percentage share of total new assignments during 1978, placements in least developed countries accounted for only 64 per cent of total new assignments, leading to an over-all reduction of the programme's concentration in least developed countries and newly independent countries from close to 77 per cent by the end of 1977 to only 70 per cent a year later. While it may appear rather early to draw firm conclusions as to the long-term significance of these statistics, the expansion of the programme in least developed countries seems to have been slowed down as a result of the requirement of IPF financing. This assumption gains further credence in the light of the quick expansion of the programme in non-LDCs during 1978: i.e., from a total of 71 volunteers by the end of 1977 to 122 a year later, yielding a growth rate of more than 70 per cent for the year. It can be argued that UNV assignments in least developed countries ought logically to have expanded at a quicker pace, given the fact that development needs in these countries are not only larger but also generally more suitable for UNV inputs. Moreover, the main thrust of UNV programming activities during 1978 has been aimed towards LDCs and newly independent countries in conformity with the directives issued to the programme by the Governing Council as well as by the General Assembly. However, the number of volunteers in this group of countries increased at a much slower pace, with 284 volunteers in the field by the end of 1978 as compared to 236 a year earlier: i.e., the annual rate of growth was only 20 per cent. It appears to be a fair conclusion therefore that the number of UNV assignments in least developed and newly independent countries is not a genuine indication of the needs for this type of development assistance but rather a reflection of the limited funds available for this purpose in competition with other types of assistance urgently needed for priority development activities.

36. Unless additional funds outside the IPFs become available for financing in-country costs of volunteers in LDCs and newly independent countries, the trend towards a relative stagnation in UNV activities in these countries is likely to continue. In order to arrest and reverse this trend, which goes contrary to the basic philosophy and main objectives of the programme, it is essential that serious consideration be given to the present financial arrangements. The Administrator would like to invite the Governing Council's particular attention to the fact that most newly independent countries were not in a position to benefit from UNV assistance when volunteers were available without any charge to the IPF. Moreover, the experience gained by UNV in co-operation with this particular group of countries in the recent past has clearly demonstrated that UNV assistance constitutes a relevant response to a number of basic and crucial development needs common to most of the newly independent countries. Thus, for example, the UNV is co-operating on a

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sizeable scale with the governments of Guinea-Bissau and Cape Verde and, on a smaller but growing scale, with the governments of Mozambique, the Comoros and Sao Tome in satisfying a variety of acute manpower needs. Also, the UNV, together with a number of Executing Agencies, participated in a workshop for the preparation of the nationhood programme for Namibia which was held in Lusaka in May 1978, and it is envisaged that the UNV will provide significant inputs within the context of this programme as soon as Namibia gains independence.

37. To a varying degree, the development problems of the newly independent countries in the immediate post-independence period have been aggravated as a result of the exodus of alien manpower at the time of independence. In this regard, UNV assistance to the governments of Guinea Bissau and Cape Verde has given clear evidence that the programme is well geared to quick and efficient response to manpower needs through the provision of intermediate level professionals to fill acute gaps while national manpower is undergoing training to acquire necessary skills. However, the financial resources in these countries, including their IPFs, are generally extremely strained as a result of the multitude of competing development needs calling for urgent attention. Consequently, the governments have not been able to resort to the UNV for more than a fraction of their manpower needs. In some instances the UNV has managed, however, to supplement the scarce IPF funds so as to enlarge the scope for co-operation by calling on donor governments to make contributions to the Special Voluntary Fund for specific purposes. In Guinea-Bissau, for example, UNV with the help of one donor government was in a position to finance a number of teachers for the Government's emergency educational programme after it had become evident that the scarce IPF resources would suffice to cover only part of the most urgent needs in this field.

38. Accordingly, the Administrator seeks the approval of the Governing Council for special efforts to secure additional financial support for UNV activities in LDCs and newly independent countries without contravening the Council's decision of June 1977. Under this approach, co-operative arrangements will be reached with donor governments for joint sponsorship of selected projects and provision of the requisite additional financial support through earmarked contributions to the Special Voluntary Fund. In effect, the arrangements will be of the same type as the multi-bi projects so successfully carried out under the regular programme of UNDP.

39. Another special-purpose utilization of the Special Voluntary Fund of particular assistance in LDCs and newly independent countries involves the assignment of UNV programme and administrative assistants to UNDP offices in countries having large or especially difficult UNV programmes. In the light of the extensive implementation experience, it has proven essential to provide for the assignment of such assistants to the Resident Representatives' offices in order to ensure adequate backstopping and support of the larger volunteer programmes. As a general rule, UNV assistants are assigned to countries where the number of volunteers approaches 15 or more. With few exceptions, these UNV

assistants are financed from the Special Voluntary Fund, given the fact that they do not perform services directly related to development projects in the host countries, but rather provide supporting and administrative services on behalf of the UNV. Here again, the Administrator considers that the Governing Council's decision of June 1977 is not brought into question, since support activities rather than operational requirements are involved. The approval of this arrangement by the Governing Council will permit the UNV to regularize a practice which is proving to be of substantial benefit to all parties involved: the recipient governments, the sponsoring governments, the UNV programme, and the volunteers themselves.

C. Co-ordination with Executing Agencies

39. Close contacts are maintained between the Co-ordinator's office and the Executing Agencies and other organizations of the United Nations system, so as to ensure full co-ordination and co-operation during all stages of the programming and implementation of UNV assignments. Besides daily contacts and collaboration at the working level, the Co-ordinator has also held discussions of the major Executing Agencies, with a view to promoting the use of some of the major Executing Agencies, with a view to promoting the use of some Nations volunteers in projects assisted by the United Nations Agencies. In general, such contacts have led to a better understanding and appreciation of the contribution UNV can make to development projects. Furthermore, several Executing Agencies have been making a major effort to increase the use of volunteers. In response to the General Assembly resolution 33/84, adopted in December 1978, and with a view to further strengthening the relationship and co-ordination between UNV and the Executing Agencies, it is the intention of the Administrator to arrange in the near future for full inter-agency discussion of UNV under the aegis of the Administrative Committee on Co-ordination (ACC). It is the view of the Administrator that an in-depth discussion in this forum of UNV's role as a relevant and important development tool can greatly help ensure a better and increased utilization of United Nations volunteers in United Nations-assisted projects and thus respond to the General Assembly's call for better co-ordination. The Governing Council will be kept fully informed of the progress of this inter-agency review.

Annex 1

Countries of placement and countries of origin of serving volunteers

Total serving volunteers : 406^{1/}

Countries of placement

a) Least developed countries (LDCs) and newly independent countries

Afghanistan 14, Bangladesh 1, Benin 4, Botswana 14, Burundi 2, Cape Verde 10, Central African Empire 6, Chad 4, Comoros 2, Ethiopia 2, Gambia 2, Guinea-Bissau 50, Haiti 3, Lao People's Democratic Republic 1, Lesotho 22, Malawi 1, Mali 2, Mozambique 4, Nepal 4, Niger 5, People's Democratic Republic of Yemen 12, Rwanda 2, Somalia 7, Sudan 22, Uganda 1, United Republic of Tanzania 20, Upper Volta 9, Western Samoa 3, Yemen Arab Republic 55.

Total : 284

b) Other developing countries

Antigua 2, Bahrain 1, Bolivia 3, Colombia 1, Cook Islands 3, Dominica 1, Ecuador 2, El Salvador 1, Gabon 1, Grenada 2, Guatemala 2, Honduras 1, Iran 9, Ivory Coast 4, Jamaica 2, Kenya 4, Liberia 5, Mauritania 1, Montserrat 1, Nicaragua 1, Papua New Guinea 12, Paraguay 1, People's Republic of Congo 1, Peru 1, St. Kitts 1, St. Vincent 1, Seychelles 1, Sri Lanka 37 plus 5 (DDS), Swaziland 8, Thailand 1, Togo 1, Tonga 1, Venezuela 1, Zambia 2.

Total : 121

Countries of origin

a) Industrialized countries

Australia 3, Austria 8, Belgium 16, Canada 12, Finland 1, France 8, Germany, Federal Republic of 15, Ireland 6, Italy 9, Japan 4, Netherlands 13, New Zealand 3, Portugal 21, Spain 1, Sweden 6, Switzerland 5, United Kingdom 12, USA 19.

18 Countries

Sub-Total : 143 = 35.2%

b) Developing countries

Argentina 1, Bangladesh 2, Benin 3, Bolivia 1, Brazil 25, Chile 3, Colombia 2, Costa Rica 1, Egypt 12, El Salvador 1, Ethiopia 4, India 60, Korea 1, Lao People's Democratic Republic 1, Madagascar 1, Mali 1, Mauritius 1, Nepal 20, Niger 1, Pakistan 7, Paraguay 1, Philippines 59, Rwanda 2, Senegal 1, Sierra Leone 1, Sri Lanka 31, Sudan 3, Thailand 1, Uganda 1, United Republic of Tanzania 4, Upper Volta 1, Uruguay 1, Zaire 2, Refugees 7.

33 Countries

Sub-Total : 263 = 64.8%

^{1/} This total includes one volunteer assigned to a regional office of a United Nations organization.

Annex 2

Contributions to the UNV Special Voluntary Fund
(US\$)

1971/72	1973	1974	1975	1976	1977	1978
264,512	143,465	278,289	345,740	546,876	847,847	1,119,083

Contributions in 1977 and 1978

<u>Country</u>	<u>1977</u>	<u>1978</u>
Austria	5,500	5,800
Belgium	28,571	30,303
Canada	94,340	85,470
Cyprus	195	-
Denmark	14,857	16,190
Egypt, Arab Republic of	-	2,857
Germany, Federal Republic of	129,310	146,341
India	-	5,000
Indonesia	1,000	-
Iran	-	49,939
Iraq	1,000	-
Israel	500	-
Liberia	1,500	1,500
Morocco	5,000	-
Netherlands	187,000	200,000
Norway	94,760	193,686
Switzerland	84,314	177,400
Thailand	-	1,500
Uganda	-	3,097
USA	<u>200,000</u>	<u>200,000</u>
	<u>847,847</u>	<u>1,119,083</u>