INTEGRATING VOLUNTEERING INTO THE 2030 AGENDA IN AFRICA

A DISCUSSION PAPER AT THE 2019 AFRICAN REGIONAL FORUM FOR SUSTAINABLE DEVELOPMENT (ARFSD)
This is a synthesis report of Member State submissions on integrating volunteerism into the 2030 Agenda in accordance with the 2015 Report of the United Nations Secretary-General (A/70/118) and General Assembly Resolution A/RES/73/140. Information synthesized in this report is based upon Member State National Situation Analyses on volunteering submitted to the Plan of Action Secretariat in 2018, contributions to the 2018 Secretary-General’s report on volunteering and Voluntary National Reviews submitted by Member States as part of the process to monitor implementation of the 2030 Agenda. The report is an input to regional Plan of Action stakeholder consultations as requested by United Nations General Assembly Resolution A/RES/73/140.
Volunteering is a powerful means to engage all people to work towards the Agenda for Sustainable Development (2030 Agenda) and an environmentally sustainable, peaceful world, free of poverty, hunger and inequality where no one is left behind. From providing medical care or taking climate action to giving technical assistance and monitoring post-disaster reconstruction, an estimated one billion people globally volunteer. Volunteerism is essential to ensure that global sustainable development efforts are owned by all people, implemented by all people and for all people.

The 2030 Agenda recognizes the vital roles that volunteers everywhere are playing. Following the agenda’s launch in 2015, the United Nations General Assembly (UNGA) adopted a Plan of Action formulated by United Nations Member States through UNGA Resolutions (Figure 1) to help volunteering stakeholders enhance the recognition and incorporation of volunteerism into the Sustainable Development Goals (SDGs). Through the concerted efforts of volunteers, governments, civil society, the private sector and the United Nations, the Plan of Action seeks to strengthen people’s ownership of the 2030 Agenda, integrate and mainstream volunteering into national strategies and policies and better measure the impact of volunteers.
Substantial progress has been made in integrating volunteerism into the SDGs and volunteers not only have a voice at the United Nations, but increasingly in their own countries and organizations. More than 100 countries have now measured volunteer work and over 90 countries have policies or legislation that aim to promote volunteering. In 2018, 29 Member States recognized the efforts of volunteers in their Voluntary National Reviews (VNRs) on SDG progress.

The Plan of Action will shape the future of volunteering in the context of the 2030 Agenda and a Global Technical Meeting will be held in July 2020 with the theme of ‘Reimagining volunteerism for the 2030 Agenda’ at the 2020 High-level Political Forum on Sustainable Development. In the build up to this special event, the Plan of Action Secretariat is reviewing the role of volunteerism in achieving and localizing the SDGs and creating a knowledge base that is inclusive of good practices, lessons learned and data sets using inputs from Member States, United Nations agencies, volunteer-involving organizations, civil society organizations, academia and the private sector. The Plan of Action aims to engage all stakeholders to generate evidence and convene dialogues to strengthen and broaden this knowledge base on how volunteerism can be reimagined for the 2030 Agenda.

In 2019, five regional consultations on volunteering will take place in the context of the Regional Forums on Sustainable Development, providing space for five regional synthesis reports based on the NSAs will be discussed at regional consultations on the margins of United Nations Regional Commissions.

Other stakeholders will carry out Plan of Action consultations to discuss evidence and identify knowledge gaps on volunteering for the 2030 Agenda.

The GTM 2020 will build upon the foundations provided by the processes led by Member States and other stakeholders to strengthen the engagement and contributions of volunteers to the 2030 Agenda.
Plan of Action stakeholders to discuss evidence and approaches, share best practices and identify areas and opportunities for addressing knowledge gaps. Further civil society-led consultations are envisaged in the second half of 2019 and will be supplemented by online consultations and conversations. Together these dialogues, analyses and best practices will inform a global synthesis report for the 2020 Global Technical Meeting.¹

This discussion paper is a Plan of Action input to the regional consultation on volunteerism held as part of the 2019 Regional Forum for Sustainable Development (RFSD) convened by the UN Economic Commission for Africa (ECA). It draws on information from three sources (refer to Annex A for detailed information). Firstly, it uses information from National Situation Analyses (NSAs) on volunteerism that were developed in consultation with United Nations, civil society and VIOs to generate evidence and data on the scale, scope and impact of volunteerism for the Plan of Action.² Secondly, it uses information on volunteering that was reported by Member States in their 2018 VNRs on progress towards the 2030 Agenda. Finally, this report also uses evidence from recent reports that include the 2018 Secretary-General’s report on volunteering, global, regional and national level data from Member States and regional bodies and key reports from United Nations agencies and programmes.

This document consists of four chapters. Chapter 2 gives an overview of regional progress made towards the 2030 Agenda to help identify trends and opportunities in which volunteerism could help strengthen and accelerate SDG progress. Chapter 3 looks at existing progress on integrating volunteerism into the 2030 Agenda based on information provided by Member States. Chapter 4 brings together the information in Chapters 2 and 3 to provide initial recommendations on actions that volunteering actors in the United Nations Economic Commission for Africa region can take to achieve the goals of the Plan of Action. These initial recommendations are not exhaustive and will be used to input into further dialogues and consultations on the Plan of Action at the Regional Forums on Sustainable Development and in the lead up to the 2020 Global Technical Meeting.

¹ As requested by United Nations General Assembly Resolution A/RES/70/129, the United Nations Volunteers programme and the International Federation of Red Cross and Red Crescent Societies will chair a Global Technical Meeting at the High-level Political Forum on Sustainable Development in July 2020, with Member States and other stakeholders.

² In line with the 2015 Report of the United Nations Secretary-General (A/70/118), United Nations Member States were called upon to contribute National Situation Analyses on volunteerism in 2018 as part of the implementation of the Plan of Action and to submit these to the United Nations Volunteers programme.
2. THE 2030 AGENDA IN AFRICA

United Nations General Assembly Resolution A/RES/73/140 recognizes the importance of integrating volunteerism into planning for the implementation of the 2030 Agenda for Sustainable Development. This aligns with ongoing reforms within the United Nations system and institutional reforms at the African Union that are aimed at ensuring the achievement of the global 2030 Agenda and regional Agenda 2063 frameworks. Significantly, these reforms are taking place at a time when the Africa region is making great strides in its development trajectory, while at the same time facing a number of key challenges.

Africa’s Gross Domestic Product growth rate since the early 2000s has been high, averaging 5 percent per annum (above the global average of 3 percent, but below the 7 percent targeted growth rate for achieving the SDGs). Six of the 12 fastest growing economies in the world between 2014 and 2017 were sub-Saharan Africa countries – ranging from a 7.12 percent growth rate in Rwanda to 9.7 percent in

Figure 3 Map of the ECA.


54 countries 1.3 billion people
Ethiopia, the fastest growing economy in the world. The poverty rate across Africa, as measured by the percentage of people living below US$1.90 a day, fell from 56.9 percent in 1990 to 41 percent in 2013. The Gini index also fell from 0.47 in 1993 to 0.41 in 2012, while the Human Development Index rose faster in Africa than most other regions of the world over the past one and a half decades. Growth can be largely attributed to high commodity prices, improved macroeconomic management, the rise of the middle classes in some African countries and favourable global financial conditions.

Many countries are also benefiting from multiple social advances. More children are now in school, with net primary school enrolment rising from 64 percent in 2000 to 84 percent in 2009, and still rising. Sub-Saharan Africa doubled its average rate of reduction in child mortality from 1.2 percent a year in 1990-2000 to 2.4 percent in 2000-2010, with the countries of Eritrea, Guinea, Liberia, Madagascar, Malawi, Namibia, Niger, Rwanda, Tanzania and Uganda leading the progress. The overall maternal mortality rate fell from 987 per 100,000 livebirths in 1990 to 546 in 2015 (44.7 percent). The countries of Cabo Verde, Equatorial Guinea, Ethiopia and Rwanda reduced the maternal mortality rate by more than 70 percent over that period. The proportion of women in politics and public positions is increasing, especially in Mozambique, Rwanda and South Africa.

Nevertheless, the continent’s development trajectory is characterized by uneven growth across countries and regions and persistent high rates of poverty. It is estimated that in 2019, 70 percent of the world’s poor will live in Africa, most in the Democratic Republic of Congo and Nigeria and by 2030, 13 African countries will see an increase in the number of extreme poor people and large income and gender inequalities. One challenge for the region is the growing and youthful population, with high unemployment rates among young people aged 15-26. Other challenges include vulnerability to climate change shocks (including extreme weather events), huge infrastructure and energy deficits, a rising trend of violent extremism and persistent conflict in some countries. Exacerbated by climate change, these challenges will continue to strain government institutions and threaten stability, with disproportionate effects on the Sahel and other areas.

To respond to these challenges, countries of the Africa region are, through the convergence of Agendas 2030 and 2063, advancing a focused approach to confronting key obstacles that hinder development based on six principal axes. These are: 1) bolstering good governance as an imperative for ensuring inclusion and enhancing efficiency; 2) ensuring a delicate balance between managing debt and mobilizing resources to sustain economic growth; 3) harnessing the potential of youth, including through large-scale job creation; 4) addressing fragility and poverty by adopting appropriate institutional changes and new approaches so no country and no person is left behind; 5) drawing on the continent’s untapped business potential anchored in private sector development; and 6) boosting trade and investment as a new agenda for regional and international engagement.

A growing recognition within the region has arisen of the often untapped potential of volunteerism towards realizing the 2030 Agenda, both through the support volunteers offer at the micro-level (individual and community) in many SDG areas and through the personal development and improved social capital of volunteers themselves. Accordingly, Member States have adopted different and diverse attitudes and approaches to volunteerism within sub-Saharan Africa. Initiatives cover a variety of domains, including youth, climate change, environment, governance, social inclusion, peacebuilding and other SDG areas.
3. KEY TRENDS IN VOLUNTEERING IN AFRICA

In Africa, the culture of volunteerism has existed for many centuries and has grown since the advent of democratization. For instance, in Rwanda, the widely practiced tradition of Umuganda is rooted in self-help and cooperation, enabling members of the community to call upon family, friends and neighbours to help them complete a difficult task, such as farming and building houses, or to offer support in times of sickness and death by assisting with food and transportation.\(^{11}\) In Cameroon, Pouakone is a community help practice through which mainly women support each other in the case of major events, such as marriage, sickness and death.\(^{12}\) Similar practices can be found across the continent.

Despite the regularity of volunteerism in practice, its impact and value to the socio-economic transformation of the continent has been underestimated, due to poor understanding of its importance and a lack of quantifiable evidence of its contribution. Over the past two decades, a re-emergence of the use of and engagement with volunteerism as a way of addressing key development, peace and security challenges has been witnessed across the continent. According to the 2018 *State of the World’s Volunteerism Report*, Africa has an estimated 12.1 million full-time equivalent volunteers.\(^{13}\) Since the region has the highest proportion of people volunteering informally (86 percent), which is particularly difficult to capture in national statistics, this number is likely to be a significant underestimate.

Key themes emerged from the National Situation Analyses and revealed diverse ways in which volunteerism can be harnessed by countries. A pattern of use and practice of different types of volunteer actions and civic engagement revealed dominant thematic areas in which volunteerism’s contribution was evident and could be further enhanced for the region’s development. These are explored below, organized by the three priorities of the Plan of Action.

![Figure 4: Scale and scope of volunteering in Africa.](image-url)
3.1. STRENGTHENING PEOPLE’S OWNERSHIP OF THE SDGs

VOLUNTEERISM AS A DRIVER OF LOCAL SOLUTIONS

The phrase “African solutions to African problems” was coined by the eminent political economist George Ayittey in response to the behaviour of the international community in Somalia.14 This implies that Africans should take ownership of solutions and make use of their resources to solve Africa’s development challenges. This trend was exemplified in development visions and strategies developed in the late 1990s and early 2000s through which many Member States called for the use of decentralized and devolved systems of governance to allocate resources to communities with specific development challenges. African governments began to open space for local people with the right skillsets to collaborate at the local level in developing targeted solutions. This solution-oriented model has paved the way for volunteerism to promote citizens’ active engagement with change rather than passively experiencing development processes.

In Togo, for example, the form of volunteerism that has been most widespread is non-formal, spurred on by village development organizations. This takes place largely through the more generalized grassroots development committees and local village committees, but also through sector-specific committees, such as village veterinary committees, groupings of pilot farmers, community health agents, etc. These committees are self-emerged organizations playing key roles in local development initiatives in the villages. They try by themselves to provide services and solutions to a variety of needs, such as agriculture, health, education and access to water in villages.15

Increasingly, volunteers are being viewed as active partners with expertise and decision-making power rather than purely as instruments to achieve cost-effective, efficient development outcomes. Today, this trend has led to a growing recognition within the region that volunteerism has the potential to empower citizens through their direct participation in creating sustainable, resilient, peaceful and inclusive societies, and that volunteerism is informing as well as helping implement the development agenda.

VOLUNTEERISM AND THE NEED FOR CULTURALLY-RELEVANT APPROACHES TO ADDRESS CONFLICT AND RECONSTRUCTION

Conflict, whether localized or on a national scale, remains a persistent challenge for some African countries, including Burundi, the Central African Republic, Comoros, the Democratic Republic of the Congo, Madagascar, Mali, Rwanda and South Sudan, among others. Even when conflict has officially ended, the situation for citizens often remains critical in both rural and urban areas due to the destruction of basic services and infrastructure such as schools and hospitals, depleted food and water sources and the threat of opportunistic diseases. The difficult task of addressing these complex challenges is often compounded by a lack of strong, stable central government and the remoteness of communities in a region where roads are, overall, extremely undeveloped.

Volunteers play a vital role in post-conflict environments, as well as contributing to raising awareness of the importance of peace and non-violent forms of conflict resolution. The value and use of voluntary approaches in post-conflict situations was mentioned in several National Situation Analyses, noting that these approaches provide culturally- and traditionally-accepted means for mediation, in line with SDG 16 on promoting peaceful, just and inclusive societies. In Ghana, the National Peace Council strengthened the capacity of women and youth to engage in conflict prevention and mediation.16 In Malawi, UNDP is assisting the government to establish voluntary district peace committees, as enshrined in the National Peace Policy.17 In northern Uganda, volunteers at ACORD, a
pan-African civil society organization, are supporting maternal health among refugees from South Sudan in the Nyumanzi refugee settlement.18 Capacities to prevent conflict, to resolve on-going conflict, to protect peace processes and to build new and peaceful societies have become central to the work of the African Union and the United Nations in sub-Saharan Africa. As a result, volunteerism, be it formal or informal, has gained momentum. One of the most notable being the women-driven volunteer efforts that helped transform Liberia from conflict to a peace process; organizations such as the Women in Peacebuilding Program, the Mano River Women of Peace Network and Women Peace and Security Network Africa created a volunteer peace movement that politicians and rebel groups could not ignore.19 These women’s groups supported social efforts to reintegrate demobilized fighters, build community centres for normalizing community relations, provide counselling for the affected, engage in post-war community rebuilding and convene dialogues to keep the peace. Such peacebuilding initiatives from below have benefitted from the support of intra-African and extra-African volunteerism networks, as well as structures of the United Nations such as the United Nations International Research and Training Institute for the Advancement of Women and UN Women.20 They have become crucial for pursuing full implementation of SDG 16 and United Nations Resolutions 1325 and 2250.

Volunteerism as a Route to Citizen Inclusion in Governance and Democratization

At the heart of governance – a concept which acknowledges both formal governing institutions and informal rules that affect public outcomes – lies a fundamental commitment to improving the well-being of all human beings through the expansion of their social, civil, political, cultural and economic rights. Although the central state can provide technical and administrative support and legal frameworks for development efforts, an over-reliance on the state often neglects local capacity, as well as individual, group and community contributions.

Volunteerism, together with coordinated civil society interventions, is seen as complementary to central government efforts, enabling the engagement of local communities. It can provide a vital and non-coercive method to recruit or retain citizens at grassroots and sub-national levels with little or no funding. Volunteers often adopt roles that might include civic educators, election observers and legal advisors, ensuring that governance and democratization processes reach traditionally forgotten communities and vulnerable groups.

Volunteerism contributes to multiple levels of governance — from macro-level government structures and policy frameworks to micro-level...
personal values and normative constraints. Burkina Faso and Niger, for example, are posting volunteers to support local councils and in Togo, volunteers are working with young people to build individual skills in entrepreneurship and citizenship participation.

Mobilizing Citizen Action

Recognition motivates volunteers, encourages new applicants and promotes wider social acceptance of volunteerism. Governments and civil society across Africa have been instrumental in raising the profile of volunteerism as an essential component of achieving peace and development. The final declaration of the fourth World Forum of Local Economic Development, held in Cape Verde in 2017, described volunteerism as an expression of civic engagement and of the individuals’ choice to be involved in their community and leverage its knowledge and resources. National champions can play a prominent role in promoting the value of volunteerism.

National campaigns and initiatives such as International Volunteer Day on 5 December and special awards ceremonies for volunteers have tremendously raised the profile of volunteering and public awareness of its value. International Volunteer Day is regularly celebrated in many countries across the region. In Burundi, activities promoting different types of volunteerism are organized in the capital and community activities, such as school building, take place. In Mozambique, the President issues a statement on International Volunteer Day to stimulate interest and raise awareness and the Ministry of Youth and Sports in partnership with the National Volunteer Council, UNV, Voluntary Service Overseas and other partners hold a National Volunteer Gala to recognize volunteers who have excelled in implementation of social projects benefiting communities. In Niger, a different region is chosen each year to lead the day’s celebrations.

Recognizing the contribution of volunteers and skills gained through certification or qualifications can provide an effective incentive for young people seeking to enter paid employment. In Niger, some volunteers receive a small monthly stipend or an honorarium when they complete their period of service. Some organizations in Niger award a diploma to volunteers who have gained certain skills, which can be used as supporting evidence for job applications. Burundi recognizes volunteerism as a form of civil service; volunteers completing 12 months are exempted from national civil and military service. In Togo, by law, volunteering is counted as valid professional experience for public sector employment, such as work with local authorities, and former volunteers applying for these posts are treated favourably. In Zimbabwe, most volunteers placed with various volunteer-involving organizations receive volunteer allowances, especially those working for international organizations.

3.2. Integrating Volunteers into the Implementation of the 2030 Agenda

The Plan of Action promotes an integrated approach whereby volunteers are more directly involved in humanitarian, peacebuilding, post-conflict recovery, sustainable development and poverty eradication efforts. This means ensuring that well-facilitated and well-resourced volunteerism is integrated into national policies and practices. The Plan of Action also calls for governments to engage the professional expertise, knowledge transfer and participatory efforts of volunteers in realizing the SDGs, particularly those relating to social development. A growing number of Member States in the region are formulating legislation, policies and institutional mechanisms to enable volunteerism to thrive and contribute to national development goals. Volunteerism is also playing an integral role in tackling some of the ‘big issues’ across the region, including conflict prevention and peacebuilding, youth unemployment, climate change, climate-related disasters and environmental degradation.

Looking ahead, indications are that with adequate commitment and support, Africa can address many of its challenges, including eliminating extreme poverty,
and leveraging new forms of human capital that are present in formal and informal volunteerism can help on this. For most countries in the region, the informal mobilization of volunteers has enabled citizens to respond quickly and effectively during humanitarian crises, such as droughts, flooding or widespread sickness like the Ebola pandemic, in the absence of reliable services, inadequate resources and/or in remote areas. In Sierra Leone for example, during the Ebola crisis, 2,300 volunteers were trained how to handle the body in a way that was both safe and approved by cultural and religious leaders.34

STRENGTHENING THE POLICY ENVIRONMENT FOR VOLUNTEERISM IN THE REGION

A growing number of governments in the region are leveraging interest in volunteerism by creating legislation, structures and institutional mechanisms for volunteerism to thrive and contribute to national development goals and social inclusion. Legal frameworks and institutions help to legitimize volunteerism as an effective mechanism for development in the region. They also promote consistent fair practices among volunteer-involving organizations and, if implemented properly, should create a safe and secure environment for volunteers. Some countries are experimenting with various models of volunteer infrastructure, including through laws, policies, schemes and programmes. According to UNV estimates, 17 African countries35 have introduced legislation and policies on volunteering in the decade since 2008, compared to only four who did so prior to 2008.36

In Mozambique, a volunteering law was approved by Parliament in 2011 and is administered by the Ministry of Youth.37 In Burkina Faso, a national volunteerism law was passed in 2007 and includes articles on the rights and security of volunteers as well as mandating the establishment of legal infrastructure for volunteerism.38 The Togolese voluntary law includes specific provisions to ensure the security and well-being of volunteers and protects them from exploitation by specifying the length and nature of volunteer contracts, regulations for supervision and support and for recognition of voluntary contributions.39 Burundi and Madagascar have also adopted volunteer laws which are in the process of being aligned with other laws and provisions of the countries.40 Rwanda adopted a national volunteer policy in July 2012, which focuses on government-driven initiatives such as youth engagement, mobilization of Community Health Workers and community development. Formal and informal voluntary activities in Rwanda are coordinated by the National Itorero Commission.41

Volunteerism can provide solutions to Africa’s challenges in reaching the most vulnerable and improving outcomes and inclusiveness particularly where implementation is required from various sectors or agencies.

Volunteerism is also playing an integral role in tackling some of the big issues across the region, including emergency health cases such as Ebola and environmental disasters and climate change.

Well-facilitated and resourced volunteerism integrated into national policies and practices promotes an integrated approach whereby volunteers are more directly involved in humanitarian, peacebuilding, post-conflict recovery, sustainable development and poverty eradication efforts.
Other countries are in the process of developing volunteering policies, including Angola, Comoros, Ethiopia, Guinea Bissau, Malawi, South Africa and Zambia. Malawi is in the process of formulating a national volunteer framework which is expressed in two national policies: the National Youth Policy and the Malawi Growth Development Strategy, which calls for the development of a national volunteer programme.42

An integrative approach has been adopted by some countries, in which volunteer policies are mainstreamed into existing sectoral policies. Mainstreaming is a strategy for making volunteerism an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres so that inequality is not perpetuated. For example, the Zambian government is developing a national policy on volunteerism and currently the Ministry of Community Development and Social Services coordinates volunteerism in sectoral policies where it is embedded as a key strategy.43 In Togo, volunteerism has been included in strategic development documents, including the Poverty Reduction Strategy Paper 2009-2011 and the Strategy for Accelerated Growth and Employment Promotion 2013-2017.44

The existence of legislation on volunteerism is often not enough for effective mobilization of citizens or for ensuring good practices in informal and formal volunteer-involving projects and programmes. The effective implementation of laws requires strong coordination from bodies that have decision-making power, adequate human and financial resources and clear accountability mechanisms. These entities liaise with volunteer organizations, ensure they operate within the context of national legislation, lead organization of the International Volunteer Day and engage in the promotion of volunteerism.45

In accordance with the 2017 National Volunteerism Law of Burundi, a governmental institution dedicated to volunteerism, the National Volunteer Centre of Burundi, has been created.46 The Nigerian National
Volunteer Services is the main governmental body in charge of monitoring and coordinating volunteer activities in Nigeria. In Zimbabwe, the Volunteers for Development Committee is a national volunteering coordination mechanism run by civil society organizations who work in partnership with government ministries. The Government of Madagascar has established a National Office of Coordination for the Promotion of Volunteerism, which is linked to the Ministry of Communications Institutions, with 19 focal points distributed in other ministries and public institutions. In Benin, the Office of Youth Volunteer Services was established in 2010 under the National Youth Charter and is responsible for the design, management, implementation and monitoring and evaluation of programmes and projects promoting national youth volunteering services.

**FACILITATING VOLUNTEER ENGAGEMENT THROUGH SCHEMES AND PROGRAMMES**

Schemes to mobilize volunteers have multiple benefits. National schemes led by governments, civil society organizations or other organizations are likely to be well publicized and can generate interest from a large pool of potential volunteers of all ages. They often include formal opportunities for capacity building and other types of support and may be accredited by potential employers. Schemes at the community level can also be very effective, fostering a collective sense of social responsibility and building awareness and respect for the role of volunteers. The national Graduate Volunteer Scheme in Uganda is coordinated by the Ministry of Gender, Labour and Social Development. In Zambia, there are several volunteer schemes, such as the Neighborhood Health Volunteer, Traditional Birth Attendants, Youth Empowerment, Community School and Volunteer Teachers. Another interesting development is the rise of sub-regional volunteer schemes, such as the Economic Community of West African States Volunteer programme that has deployed around 163 volunteers since 2011 in four countries and is now expanding to new countries.

**VOLUNTEERISM AS A ROUTE FOR YOUTH DEVELOPMENT STRATEGIES**

Young people are Africa’s biggest asset. Investment in this sector can therefore be viewed as an important piece in national strategies for addressing youth issues. The active engagement of youth in development efforts is central to achieving sustainable, inclusive and stable societies.

For the Africa region, youth volunteering emerged as a strong theme in many of the National Situation Analyses and Voluntary National Reviews, with associated benefits that include social integration and possibilities for long-term livelihoods, which contribute to the achievement of SDG 8 on access.

**EFFECTIVE MECHANISMS FOR COORDINATING VOLUNTEERISM IN TOGO AND NIGER**

In Togo, the Programme for the Promotion of National Volunteering was established in 2010. It subsequently became the National Agency for Volunteerism, with administrative power, which is now playing a critical role in SDG-related activities. In Niger, the National Agency of Volunteerism for Development is mandated with implementing national development policies and strategies towards the achievement of the SDGs. The agency’s responsibilities include: recruitment, capacity building, deployment and monitoring of volunteers; awareness-raising; overseeing national and international partnerships; and financial and administrative management of volunteers.

to decent work. Many regional and national governments are focusing on formal and informal volunteering to enhance the employability, competencies and leadership skills of young people. Most of the policies, legislations and schemes in the Africa region are framed around youth and have started to showcase outstanding results.

In Togo, more than 20,000 young people have been engaged in volunteering, with clear implications for employability. Of this number, 855 were able to join the civil service thanks to their volunteer engagement, 57 benefited from a training opportunity to create their own business and 965 were recruited (221 by their hosting structure) after they completed their mandate.56 In Benin, volunteering is increasingly seen as a tool to strengthen the employability of youth. Accordingly, since January 2018 the national volunteer service in Benin has been placed under the supervision of the Ministry of Small and Medium Enterprises and the Promotion of Employment. In its Voluntary National Review for 2017, Nigeria reported that several states were operating volunteer corps schemes for unemployed graduates to improve skills and provide access to small business financing.57

INTEGRATING VOLUNTEER ACTION INTO ENVIRONMENTAL PROTECTION, CLIMATE RESILIENCE AND DISASTER RISK REDUCTION

Africa has been identified as one of the parts of the world most vulnerable to the impacts of climate change.58 Eastern Africa suffers from prolonged, recurring and intensified droughts; unprecedented floods occur in western Africa; depletion of rain forests is taking place in equatorial Africa; and around Africa’s southern coast is an increase in ocean acidity. Vastly altered weather patterns and climate extremes threaten agricultural production and food security, health, water and energy security, which in turn undermine Africa’s ability to grow and develop.

The poorest people are often most vulnerable to the effects of weather-related events and an urgent need exists to support them to build their resilience and develop more sustainable livelihoods that can withstand shocks. The Hyogo Framework for Action 2005-2015 acknowledges volunteers and community-based organizations as vital stakeholders in supporting disaster risk reduction at all levels. The Sendai Framework for Disaster Risk Reduction 2015-2030 calls for a more people-centred approach and for governments to engage with volunteers and marginalized groups in the design and implementation of disaster risk reduction policies and plans.59

PROMOTING EMPLOYMENT FOR YOUNG PEOPLE AND WOMEN THROUGH VOLUNTEERISM IN BURUNDI

The Special Employment Creation Programme for Young People and Women was adopted by the Burundi Government in 2011 in response to the problem of unemployment and underemployment of young people and women. Volunteerism is viewed as a key strategy towards the achievement of the programme’s objectives, which include promoting access to employment for young graduates, strengthening the productive capacities of rural youth, improving women’s access to jobs in production and processing and strengthening job creation through the promotion of Small and Medium Enterprises.

Source: Government of Burundi, 2018
In some countries in the Africa region, volunteerism is playing a key role in creating national and community-level resilience to climate change as well as promoting environmental sustainability (SDGs 12, 13, 14 and 15). A partnership between the Government of Cabo Verde, UNV and the United Nations Convention to Combat Desertification mobilizes young people in support of environmental protection and the fight against desertification in countries experiencing serious drought and/or desertification. In Burkina Faso, volunteers are supporting progress towards SDG 15 on preserving and restoring terrestrial ecosystems, sustainably managing forests and combatting desertification through projects focused on reforestation and awareness-raising on the harmful effects of desertification. In Niger, volunteers are working at the micro-level to support small-scale agricultural producers (see box on page 18).

In Zimbabwe, the Ministry of Environment and Tourism has been implementing the project Supporting Enhanced Climate Action for Low Carbon and Climate Resilient Development Pathways, with support from UNDP and UNV (see box).

3.3. MEASURING THE CONTRIBUTIONS OF VOLUNTEERS

Despite the increasing recognition and integration of volunteering as a key component of the development agenda, its measurement remains a challenge in Africa. This is often due to the fact that volunteering has not yet become a systematized component of development practices and few reliable statistical tools exist for proper measurement. Measurement is important to demonstrate impact, monitor contribution to the SDGs and build a relevant rationale for resource mobilization. Nevertheless, some measurement efforts exist within national statistical agencies and national volunteer institutions.

Understanding the impact and contribution of volunteering first requires developing foundational statistics on the scale and scope of volunteering, captured through national statistical systems. In 2013, a standard for this work was agreed by the International Conference of Labour Statisticians which would ensure quality and enable comparability of measurement data. Data can be captured through a variety of household-level surveys used regularly, such as labour force surveys, or through stand-alone surveys. Based on a review of national practices in measuring volunteer work by ILO in 2018, 13 countries on the African continent have measured volunteer work in official statistics at least once between 2007 and 2017. Data on volunteer work currently covers nine percent of the continental population.

GRADUATE AND INTERNSHIP VOLUNTEER SCHEME IN UGANDA

In Uganda, youth constitute over 40 percent of the population. Under the Graduate and Internship Volunteer Scheme, more than 500 young people annually will gain employability skills that will increase youth employment opportunities, access to quality basic social services and enhance sustainable livelihoods. This programme is part of the country’s national programme on green jobs and skill creation under the Ministry of Education.

Over the last ten years, 15 measurements of volunteering were made in Africa, using a variety of data sources (time use surveys, labour force surveys, general social surveys, general household surveys and census). Almost all data sources used for measurement captured both volunteer work that happens through organizations and volunteering directly between persons. Of the 13 countries that measured volunteer work, 11 used only one data source and two countries used two. Algeria, Ghana, Morocco, Tanzania and Uganda used only time-use surveys for measurement. South Africa used time use surveys and labour force surveys. Kenya used census and general household surveys. At the end of 2017, six countries had plans to collect data on volunteer work by 2021: Capo Verde, Côte d’Ivoire, Kenya, Mali, Voluntarios pROMOTING Climate Resilient smALL-sCAle AGRICULTURE IN NIGER

In Niger, volunteers participate in the implementation of various projects within the framework of sustainable agriculture, including the Support Programme for Family Farming, which promotes rainfed rice farming, sustainable water-saving agriculture and the use of pond water for watering gardens. Volunteers are also supporting market gardeners through the use of solar equipment for irrigation.

Nigeria and South Africa. For one third of data sources the date of the next measurement of volunteer work is unknown.

In addition to national data collection systems, additional research and measurement work can help understand the role and contribution of volunteers. National Situation Analyses on volunteering reported some emerging efforts of national-level baseline and impact studies in a few African countries. For example in Madagascar, a baseline time-use study was conducted in 2014 by the National Institute of Statistics with support from United Nations agencies. The study measured the economic value of volunteering in 2012 and found that volunteers contributed 360.1 million hours that year.64 In Mozambique, the National Institute of Statistics is working with the Ministry of Youth and Sports to design and install a central database for storing and assessing statistical data on volunteers.65 Most countries, even those with explicit volunteer laws and policies, still lack strategies to align volunteer resources to SDGs, which makes it difficult to measure the actual and potential impact of volunteer efforts on development.

Finally, volunteers and volunteer data can be used in relation to specific programmes and interventions to help build a picture of the impact of volunteering. Volunteers are often directly involved in collecting this data. For example in Niger, volunteers are involved as stakeholders in the monitoring and evaluation of the implementation of the SDGs; volunteers develop and send activity reports to line ministries, which feed the data into the Economic and Social Development Programme.66 The Government of Benin commissioned a study in 2017 on the state of volunteering in Benin and preliminary work is underway for the development of indicators on volunteering as a means of achieving the SDGs.67 Togo is taking a systematic approach to monitoring and evaluation of volunteerism (see the box).

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**VOLUNTEERS SUPPORTING CLIMATE ACTION IN ZIMBABWE**

Four national UN Volunteers are deployed under the Supporting Enhanced Climate Action for Low Carbon and Climate Resilient Development Pathways project and have developed resilience models for local communities in three districts of southern Zimbabwe that are most vulnerable to difficult weather patterns and climate change. Due to the success of this model it will be replicated in the rest of the country and will be a major contribution to SDG 13.

*Source: Government of Zimbabwe, 2018.*

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**SYSTEMATIZING MONITORING AND EVALUATION OF VOLUNTEERING FOR THE SDGS**

As part of its 2015-2019 Strategic Plan, Togo has developed a mechanism for monitoring and evaluating volunteer-involving activities, supported by a set of guidelines on effective data collection and analysis. The data sets are linked to strategic development objectives, including improving the employability of young people, promoting good governance and effective institutions and improving health and well-being.

*Source: Government of Togo, 2018.*
4. TOWARDS A REIMAGINED VOLUNTEERISM IN AFRICA

The evidence gathered in this report shows that the landscape for volunteering in the region is fertile and strengthening. This is happening through direct policy interventions, public recognition and, in some cases, allocation of resources to facilitate volunteering and volunteers in their work. The biggest cross-cutting challenge found through the analysis of the national reports is the lack of appropriate and deliberate approaches by Member States to ensure maximization of volunteerism. In many cases, this does not entail acquiring additional resources but better use of existing opportunities.
Despite some limitations on the evidence that informed this report, a number of ways to improve volunteerism for development in the Africa region are set forth in the recommendations below.

4.1 OPENING COORDINATED SPACES FOR VOLUNTEERISM: POLICY, LEGISLATION AND STRUCTURES

To become a stronger asset that reinforces people’s ownership of the SDGs, volunteering needs to be grounded more deeply in favourable environments. A key point from the National Situation Analyses was that legislation alone is often not enough to mobilize volunteerism as a vital contributor to peace and sustainable development. To leverage the value of volunteerism, governments are encouraged to facilitate not just legislation, but also an enabling environment for volunteerism through the adoption and enactment of progressive policies, structures and institutionalized mechanisms. These frameworks should address four key issues: 1) taxation (or tax exempt status) of volunteer-involving organizations and volunteer activity; 2) customs regulations and immigration issues, such as residency and legal mobility of volunteers (foreign and national) within the country; 3) labour and minimum standards that detail conditions for volunteerism and conciliation between labour laws guiding employment-related activities and non-remunerated volunteerism activities; and 4) designation of central coordination mechanisms to guide the work and process of volunteerism.

These parameters, if properly captured in a national, legally-binding framework, have the potential to open up more space for volunteerism, making room for different sectors of the state apparatus to leverage a variety of forms of volunteerism for the collective growth of the country.

Examples from some countries show that when volunteering contributions are well captured in national policies and legislation, volunteering is more easily mainstreamed into addressing some of the main national challenges, like climate change in Burkina Faso and Capo Verde and environment in Zimbabwe. This is an approach that needs scaling up across the continent.

The caveat to calling for more attention to volunteerism in national policy and legislation is that at times it may have a negative impact on the volunteering environment. In some parts of sub-Saharan African, laws and frameworks intended to guide the practice of volunteerism have actually negatively shrunk the space for volunteerism and volunteers, for example, making it difficult for volunteer-involving organizations to get the required legal documentation to live and volunteer in certain parts of the country. In other examples, volunteers and volunteer-involving organizations are faced with navigating stifling fiscal policies. Such impediments can put a strain on people’s enthusiasm and ability to volunteer.

4.2 THE IMPERATIVE FOR BUDGETING FOR VOLUNTEERISM IN NATIONAL DEVELOPMENT FRAMEWORKS

Integrating volunteering as a key tool to advance development agendas, such as the global 2030 Agenda, the regional Agenda 2063 and national agendas, is highly valuable, as seen throughout this report, but it is not free. While volunteerism is cost-effective, it is not a cost-free resource. The reality is that to flourish, volunteering requires investment of financial and human resources to support the implementation of legislation and frameworks, to help shift negative associations with volunteerism that are prevalent in some African countries and to mobilize citizens and incentivize volunteers.

Almost all the countries in the region reported little or no budget allocation by governments in support of volunteer programmes. For example, despite embracing volunteerism as a critical driver of development, the Government of Mozambique allocates a nominal annual budget of around
100,000 meticais (approximately $1,607) to cover the basic operating expenses of the National Volunteer Council.\textsuperscript{71} The Government of Uganda has committed 600 million shillings (approximately $163,463) in the 2018/19 financial year to support volunteer-related activities which, as the Ugandan National Situation Analysis reports, is insufficient for rolling out the proposed national volunteer scheme.\textsuperscript{72} There are a few exceptions. For example, in 2016 the Government of Benin allocated an annual budget of 2,350 million West African CFA francs (approximately $4 million) for volunteer recruitment, training and deployment and for national coordination and administration.\textsuperscript{73}

For effective leveraging of volunteerism to occur, Member States must consider volunteerism as a resource which should be given due attention in the planning and implementation of development programmes. The capital aspects of volunteerism must be engrained in design of service delivery models, targeting different population groups, including youth, professional groups, retirees, the diaspora and community members, to tap into their expertise in advancing the development agenda and the SDGs. In this regard, volunteer schemes, programmes and projects, like those operating in Kenya, Nigeria and Uganda, offer the most practical means of appropriating volunteer action in development in the region and thus Members States are encouraged to use various and context-specific modalities for their development needs.

### 4.3 FACILITATION AND RECOGNITION OF VOLUNTEERISM

Prevailing stereotypes of volunteering may obscure volunteer efforts and commitment. Some of the National Situation Analyses (for example, Zambia and Zimbabwe) raised concerns about public perceptions of volunteering as the preserve of lazy or uneducated people who “do nothing.”\textsuperscript{74} Compounding these negative ideas are concerns that volunteerism is treated by some project implementers as a form of free labour. For instance, the Burundi National Situation Analysis points to the potential risk of exploitation through volunteerism, particularly of women and young people.\textsuperscript{75}

In many countries, a clear need exists for large-scale awareness raising to challenge negative associations with volunteering, coupled with improved accountability mechanisms and guidance for volunteer-involving organizations outlining their duty of care to all who are contributing their labour. Volunteering is not a free resource per se and, as such, Members States are called upon to counter these narratives through facilitating volunteerism and publicly recognizing volunteerism as an asset in national development. Statements by high profile leaders and advocacy efforts in support of volunteerism at national and sub-national levels, like the practice in Namibia and Rwanda in which the Head of State regularly recognizes volunteer leaders and participates in volunteerism activities will go a long way in changing the narrative.

### 4.4 BUILDING STRONGER BODIES OF FACTS AND EVIDENCE

The report found that efforts are being made to better capture evidence on volunteering. Nevertheless, the availability of statistical data on volunteering is still poor for the Africa region. This prevents understanding the full picture of how volunteering is contributing to the 2030 agenda and the type of impact it generates. Greater efforts need to be made to generate high quality, disaggregated and comparable data on volunteerism as a people-centred approach to achieving locally-informed SDG targets, as well as its impact, added value and capacity gaps.

Countries in the region can contribute through their national official statistics to United Nations-led work to strengthen the tools and approaches used to measure volunteer work and to ensure that they are able to adequately reflect the diversity of forms of volunteering in Africa. At the same time, improving available tools and mechanisms requires
Member States to produce reliable, relevant and comparable data, using the standard set by the 19th International Conference of Labour Statisticians in 2013 on volunteer work, and by regularly integrating questions on volunteer work into labour, time use and other surveys. Data must be disaggregated by sex, age and disability to enable meaningful policy analysis and programming.

Once a common foundation is established, Member States and other stakeholders can use this information to understand and research questions on the social, economic and environmental contributions of volunteering to national development objectives, policies and plans. This will in turn help guide future investments in volunteering and enable stakeholders to maximize the impact of volunteering for development. Other stakeholders can also support research and measurement efforts through impact studies, research with specific target populations and other areas to fill knowledge gaps in the region.

4.5 REVITALIZING SOUTH-SOUTH KNOWLEDGE EXCHANGE AMONG MEMBER STATES

Knowledge sharing is an excellent strategy for advancing volunteerism across the region. Good practices from within the region can be shared, enabling existing processes, tools and mechanisms to be adapted or replicated in an efficient way. Governments, civil society and the private sector need opportunities to learn more about policy and programmatic trends on the African continent and to explore how these approaches could be adopted and tailored to the needs of development objectives. However, it is important to remember that there is no blueprint for volunteering in the diverse continent of Africa; Members States should identify and pursue models that are appropriate and relevant to their national and local contexts.

Digital opportunities for volunteering should be explored. The number of mobile subscriptions in use in Africa increased from less than 25 million in 2001 to almost 650 million by 2012. Two-thirds of African adults now have access to information and communication technology. However, a huge gap exists between this increase in technology use and the offer of IT volunteer opportunities for young people. Online volunteering is one way of engaging young people in the development of their country. It can also connect volunteers from various parts of the continent to each other through appropriate online volunteering platforms.

4.6 MAXIMIZING VOLUNTEERING FOR THE 2030 AGENDA IN KEY POLICY AREAS

The limitation of the evidence base in this document makes a comprehensive analysis of all the policy areas where volunteering can accelerate SDGs progress difficult. The analysis in chapters 2 and 3 point to some key areas in which volunteering is showing strong possibilities for impact; efforts should be made to increase the potential of volunteering in these areas. This is namely youth employment and youth participation, environment, climate change, governance, social inclusion and peacebuilding and post-conflict recovery.

As noted earlier, youth can be seen as a major asset for the continent. Volunteering is a way to provide opportunities for young people to engage and participate in the achievements of SDG targets in their countries and can at the same time help young people gain new skills and competencies that will be useful for job markets.

Volunteering needs to be engaged more strongly in environmental issues and climate change initiatives to achieve better results. While several mechanisms exist to face and adapt to climate change effects on the continent, without the engagement of everyone in climate action these efforts will still be too slow. It is recommended that local and national governments mainstream volunteering into broader climate change mitigation and adaptation approaches.
Information gathered for this report shows that opportunities exist to improve governance in the continent using volunteering. Building on the concept of “African solutions to African problems,” volunteering can be seen as a way to integrate everyone, ensuring that nobody is left behind, meanwhile improving accountability and efficiency. More space should be provided to volunteering in decision-making. In some countries, the capacity of volunteering to empower citizens through direct participation is becoming evident. It is recommended to systematize this practice by making volunteering part of the core of national development agendas, right from the beginning. Volunteering is an effective way to ensure that male, female, youth, adults, seniors, persons with disabilities and all variety of actors and stakeholders can be effectively engaged and participate in the achievement of the SDGs.

Volunteering has proven effective in proposing culturally-relevant approaches for peacebuilding and post-conflict recovery. Most of the time, in the prevention of conflict or building what has been destroyed by war and natural disasters, traditional forms of volunteering have played a crucial role, yet volunteering is still poorly recognized. It is recommended to bring informal volunteering to the table in times of peacebuilding and conflict recovery, to recognize volunteering in the public space and to highlight its contribution in national reporting mechanisms.

These recommendations are a starting point for wider discussions that should help stimulate a better use of volunteering to guarantee the achievement of the global 2030 Agenda and regional Agenda 2063 frameworks.
NOTES

1. UNGA, 2018a.
2. UNV, 2018a.
3. This includes through the Volunteer Groups Alliance which represents volunteers and VIOs from over 150 countries as a stakeholder group at the United Nations Economic and Social Council. https://sustainabledevelopment.un.org/majorgroups/volunteers.
4. ILO, 2018; UNV, 2018b.
5. UNGA, 2019.
6. Other countries are Côte d’Ivoire, the Democratic Republic of the Congo, Mozambique and Tanzania.
11. UNGA, 2018b.
13. UNV, 2018a.
16. UNGA, 2018b.
17. UNGA, 2018b.
18. UNGA, 2018b.
25. UNGA, 2018b.
36. Burkina Faso, Senegal, Tanzania (UNV, 2018a).
41. UNGA, 2018b.
45. Office of The Secretary to the Government of the Federation, Nigeria, 2019.
47. Office of The Secretary to the Government of the Federation, Nigeria, 2019.
53. The ECOWAS countries include: Benin, Burkina Faso, Capo Verde, Côte d’Ivoire, the Gambia, Ghana, Guinea, Guinea-Bissau, Liberia, Mali, Niger, Nigeria, Senegal, Sierra Leone and Togo.
54. ECOWAS, 2018.
58. Niang et al., 2014.
59. UNGA, 2015.
60. UNGA, 2018b.
63. ILO, 2018.
69. UNGA, 2018b.
ANNEXES

ANNEX A. KEY SOURCES

This report is based on inputs from Member States of the United Nations Economic Commission for Africa (UNECA) through National Situation Analyses submitted in 2018, Voluntary National Reviews and contributions to the 2018 Secretary-General’s Report on volunteering.

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ANNEX B. TERMS AND CONCEPTS

For the purposes of the report, **volunteerism** is understood to be “a wide range of activities undertaken of free will, for the general public good, for which monetary reward is not the principal motivating factor” (UNGA, 2002).

**Formal volunteering** usually involves volunteers making a regular commitment and contributing their time to a civil society organization, governmental organization or private sector company (UNV, 2015).

**Informal volunteering** happens outside of organizational structures and takes different forms, including community-based activities and larger-scale mobilization of citizens, for example to respond to humanitarian disasters (UNV, 2015).
ANNEX C. REFERENCES


The Plan of Action to Integrate Volunteering into the 2030 Agenda is a framework under the auspices of the United Nations through which governments, United Nations agencies, volunteer-involving organizations, civil society organizations, academia and the private sector come together to accelerate the impact of volunteerism for the Sustainable Development Goals (SDGs) by: a) strengthening people’s ownership of the 2030 Agenda; b) integrating and mainstreaming volunteering into national strategies and policies; and c) better measuring the impact of volunteers.