

Kenya

Multi-year Strategy 2023 – 2026



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1.1 Executive Summary

This strategy has been developed in consultation with operational and implementing partners, government counterparts, and displaced and stateless communities. In line with the Global Compact on Refugees (GCR), this strategy aims to see a positive progression to self-reliance for refugees and asylum-seekers and their full inclusion in national services. The enactment of the Refugees Act, 2021, has opened opportunities for inclusion in national systems and access to employment. The Government of Kenya's (GOK) decision to transition to integrated settlements has resulted in the ongoing development of a Shirika Plan, which is a whole-of-government, whole-of-society and whole-of-partners approach. Further, the gazettment of municipalities in Kakuma and Dadaab in 2023 provided a unique platform for area-based development. A joint secretariat of UNHCR and the Department of Refugee Services (DRS) has been established by GOK to coordinate the development and operationalization of the Shirika Plan, which is expected to be finalized and formally launched in 2024. The Shirika Plan, which builds upon the existing achievements to promote sustainable inclusion, will further enhance the current 'transition towards inclusion and solutions' profile of the Kenya operation.

The Shirika Plan outlines key milestones aimed at supporting the transition towards self-reliance and integration for refugees, asylum-seekers, and stateless persons within host communities. The plan is structured into three phases: the Transition Phase (2023-2027), which aligns with this strategy, the Stabilization Phase (2028-2031), and the Resilience Phase (2032-2035). These phases are designed to progressively enhance the socioeconomic capacity of both refugees and host communities. Central to the plan is increased investment in refugee-hosting areas to boost the local economy and create sustainable, inclusive growth for all.

Efforts to integrate refugees and asylum-seekers in national systems will prioritize advocacy for inclusive national policy frameworks that promote equity, equality, and access to basic services. Key areas of focus include fostering human capital development, recognizing education and skills, ensuring sustainable management of natural resources and enhancing resilience to climate shocks, aligned with UNHCR's Strategic Plan for Climate Action 2025-2030. Additionally, financial inclusion and the pursuit of durable solutions will be central to these efforts. The impact of these programmes will be monitored and those who have become self-reliant will be removed from direct assistance. The traditional partnership with NGOs will pivot from implementing arrangements towards monitoring, quality assurance and technical

support provided to local authorities to underpin the transition towards integrated services, while engagement with Refugee Led Organisations (RLOs) will be enhanced. Livelihoods opportunities will be strengthened through advocacy with county and central authorities to allow refugees freedom of movement to support economic activities. Interventions to address protection and security concerns will require close engagement with the Government and partners to identify and implement solutions, while programmes to facilitate child protection and to provide targeted assistance to persons with specific needs will remain priorities. Of importance is the setting up of two new municipalities, one in Dadaab and another in Kakuma which will provide an avenue for greater collaboration with the County authorities particularly when looking at delivery of services to residents of the municipalities, through an area-based approach for planning and implementation.

The operation will continue to implement a range of comprehensive durable solutions for refugees and asylum-seekers, including voluntary repatriation, resettlement and complementary pathways, and local integration in Kenya. UNHCR offices across the region will also prioritize promoting investment in programmes designed to create favorable conditions in countries of origin to support the sustainable reintegration of returnees. Additionally, facilitating access to Kenyan citizenship for stateless persons will remain a priority in line with UNHCR's Strategic Plan 2023-2026 Redoubling Our Efforts on Ending Statelessness.

1.2 Situation Analysis

Refugees and asylum-seekers have generally been able to access asylum in Kenya, while stateless persons are allowed to remain in the country and benefit from ongoing initiatives aimed at resolving their legal status. While some may face detention if considered to have entered illegally, accessing asylum is assured through interventions by UNHCR, partners and the Department of Refugee Services (DRS). With the enactment of the Refugees Act, 2021, onward movers are increasingly facing difficulties with accessing territory, and this is an area in which UNHCR will continue to advocate. Refoulment is rare with 14 cases being reported in 2023. Registration, documentation, and refugee status determination are undertaken by the Government. . All registered refugees and asylum-seekers have access to civil registration. Freedom of movement is restricted due to the encampment policy, which has been affirmed in the Refugees Act, 2021 and refugees and asylum-seekers found outside designated areas are subject to arrest, detention, and prosecution.

Refugees and asylum-seekers continue to receive basic assistance and protection, but funding constraints have significantly impacted food support. As of May 2024, the World

Food Programme (WFP) reduced food assistance to 40% of the standard provision, leading to heightened food insecurity, malnutrition, and reliance on negative coping strategies. With the transition to integrated settlements, WFP will gradually focus its aid on the most vulnerable populations while promoting self-reliance through targeted livelihood programs. Additionally, the most vulnerable households will be transitioned to national social safety net programmes for further support. Vulnerable households in urban areas, the Kalobeyei settlement and the surrounding host community will continue to benefit from the national Social Health Insurance Fund (SHIF), and the health facilities will start benefiting from reimbursements by the Fund being channeled back for new investments or expanded enrollment.

Under the “Greening the Blue” initiative, the operation is planning to provide access to affordable, reliable, and clean energy through market-based approaches for cooking fuel, and clean lighting, as well as promoting energy efficiency through awareness raising among the population. Access to clean water remains a significant challenge in the refugee camps, which rely on underground water that is affected by climate change, poor rainfall, and old water reticulation systems. Efforts to improve water system efficiency and to enhance rainwater harvesting by constructing water pans and dams are being prioritized. UNHCR will work with the municipal authorities and respective water boards in during the transitional phase, which will set out the modalities for the eventual handover of the system to the local authorities for them to oversee service delivery in this sector.

Refugees and asylum-seekers are engaged throughout the programme cycle, which includes assessments, implementation and monitoring using a participatory Age Gender and Diversity (AGD) approach. Participatory assessments have been conducted across the operation, with refugees and asylum-seekers highlighting challenges in access to registration, Refugee Status Determination (RSD), civil documentation, healthcare, education, security, Gender Based Violence (GBV) and child protection risks, inadequate services for youth, and limited livelihood opportunities. In addition to individual assessments, protection incidents are reported through the UNHCR Protection Helpline, refugee community leadership structures, community-based organizations, community workers and community volunteers.

In Kakuma and Kalobeyei, the Kalobeyei Integrated Socio-Economic Plan in Turkana West (KISED) will continue to focus on the centrality of communities. All investments will be based on community-identified priorities using an age, gender and diversity approach, technical feasibility, and joint assessments and analysis. This will be done to ensure that the interventions being supported are viable in the local context and that refugee communities are actively and substantively involved and consulted with regard to legislation and policy formulation affecting their lives and choices. The same approach will be applied in the Dadaab complex through the Garissa Integrated Socio-Economic Plan (GISED).

Interagency Prevention of Sexual Exploitation and Abuse (PSEA) standard operating procedures (SOPs) have been established to guide UNHCR and partners in receiving, reporting, and addressing complaints, and providing referrals and case management and services to Sexual Exploitation and Abuse and Gender-Based Violence survivors while continually strengthening prevention and risk mitigation systems and activities. PSEA materials are distributed in strategic sites where beneficiaries are present (interview rooms, partners' offices, reception centers, safe spaces). UNHCR, in coordination with partners has provided PSEA awareness training for communities, including youth, persons living with disabilities, Lesbian Gay Bisexual Trans and Intersex (LGBTI) individuals, community leaders and students, to mitigate Sexual Exploitation and Abuse risks and enhance reporting. Principles of gender equality are embedded in all programming, in which beneficiaries are identified, keeping in mind the specific needs of women and girls, including Gender-Based Violence survivors and LGBTI individuals. Efforts made by UNHCR to improve girls' enrolment and retention in school include the establishment of girls-specific boarding and day schools that provide safe learning spaces, along with the provision of hygiene kits. Teachers are trained in gender-responsive pedagogies. SOPs are in place to create an environment where Gender-Based Violence risks are mitigated and quality, well-coordinated multi-sectoral responses for survivors, including healthcare, psychosocial, protection and legal services, are ensured. Joint efforts continue involving UNHCR, refugee leaders, law enforcement, DRS and humanitarian organizations towards establishing dispute resolution mechanisms and strengthening social cohesion, with a view to improving the security situation and the provision of protection services.

The recent emphasis on developing integrated settlements for both refugees and host communities is expected to significantly strengthen efforts towards self-reliance and full inclusion in national systems. This approach will empower refugees to develop skills and attain economic independence, and achieve this route, socio-economic integration. UNHCR and the Government continue to work with both refugee and host communities and partners to implement this integrated settlement approach. Central to these efforts is the Shirika Plan, which will facilitate the provision of services to both communities in a sustainable and inclusive manner.

Most refugees and asylum-seekers remain hesitant to return to their countries of origin given obstacles to sustainable reintegration due to continuing insecurity and lack of adequate access to land and basic services, including education and healthcare, and access to livelihood opportunities. Resettlement quotas continue to decrease despite the increasing resettlement needs. Complementary pathways through education, labor mobility and family reunification continue to provide opportunities to refugees.

1.3 Vision and Strategic Orientation

Under its multi-year strategy, the operation in Kenya will support the Government in realizing the transition to integrated settlements under the Shirika Plan through the five key strategic objectives outlined below.

1. Refugees, asylum-seekers and stateless persons in Kenya have free and equal access to government registration, documentation and refugee status determination procedures that ensure effective protection. This includes ensuring efficient asylum procedures; promoting peaceful co-existence; strengthening security structures; enhancing protection through a multi-functional approach; ensuring accountability to affected populations with a focus on age, gender, and diversity and implementing the Corporate Risk Register to safeguard against sexual exploitation, abuse, fraud and corruption.
2. Refugees, asylum-seekers and stateless persons have equal access to basic services on par with nationals. This focuses on: enhancing inclusion within national systems, including the National Social Health Fund and the implementation of Kenya's Shirika Plan; aligning school governance, teacher management, and curriculum delivery with national policies, to progressively integrate refugees in the national education system; promoting the inclusion of refugees in national social protection programmes; access to water, sanitation, hygiene, energy particularly clean energy, waste management, environmentally sustainable shelter and supporting expanded access to civil registration, including through improved interoperability of refugee databases.
3. An increased proportion of refugees and asylum-seekers have access to economic activities and employment opportunities. This includes: financial and digital inclusion , expanding access to financial institutions, including microfinance programmes; promoting the KISDEP and GISED models as best practice nationwide; advocating for the inclusion of refugees in national and country development plans; strengthening vocational training and professional development; enhancing livelihoods opportunities through improved access to work permits and business licenses; supporting increased investment and an enhanced business environment to create economic opportunities for refugees and host communities; engaging donors and development partners to invest in programmes that support self-reliance; ensuring all programmes benefit both refugees and members of host communities.
4. Increased numbers of refugees and asylum-seekers find durable solutions through voluntary repatriation, resettlement and complementary pathways, and alternative legal stay arrangements in Kenya. This focuses on: advocating for the transition from camps to integrated settlements and providing support to the Government toward implementation of the Shirika Plan; supporting the Government in establishing procedures for refugees to access alternative stay arrangements while maintaining protection safeguards and standards; advocating for freedom of movement to allow refugees to engage in economic opportunities countrywide; advocating for sustainable, rights-based voluntary return and reintegration; advocating with donors and

development partners to invest in countries of origin to facilitate sustainable return and reintegration; expanding opportunities for resettlement and complementary pathways; and advocating for resolution of the remaining situations of statelessness.

5. An increased proportion of refugees, asylum-seekers and host communities in Kenya build resilience against the impacts of climate change. This includes enhancing emergency preparedness and response by coordinating planning with the Government of Kenya and partners; addressing recurring drought and flooding; expanding border monitoring to ensure early warning in the event of an influx due to climate-induced displacement in the region; and expanding sustainable natural resource management, the use of sustainable energy and climate-resilient livelihood opportunities.

1.4 Fair Access and Representation

Efforts to promote gender equality and to empower women and girls involve a range of activities in which UNHCR partners with national women's rights organizations, UN agencies, government counterparts, partners, and the refugee community advocate for inclusive strategies to prevent violence against women and girls and promote the leadership of women and girls in decision making. UNHCR also participates in national forums that advocate for women's rights and supports women-led organizations, including refugee women-led entities.

Data collection and analysis is conducted to assess the protection situation and risks faced by the refugee population. Information is disaggregated by age, gender, and specific needs to inform programmatic decisions and to identify specific protection needs and the impact of intersecting characteristics to inform protection risks and corresponding responses and identification of vulnerable cases for fast-track activities such as Refugee Status Determination (RSD) and resettlement. UNHCR and protection partners conduct social and vulnerability assessments throughout the year for individuals and households with specific protection or psychosocial needs. These assessments help address immediate needs and provide insight into protection trends, guiding program revisions as required. The assessments cover all vulnerable groups, including women and children at risk, persons with disabilities, individuals with mental health conditions, LGBTIQ+ persons, and the elderly.

Refugees remain engaged throughout the programme cycle through assessments, implementation and monitoring using a participatory age, gender, and diversity approach. Discussions are held separately with boys, girls, women, and men as well as with persons with disabilities, elderly, and specific minority groups. In addition, refugee-led organizations, including women's and youth groups, will continue to be supported and strengthened to ensure engagement to determine community priorities. Helplines have become a critical tool for ensuring two-way communication, maintaining contact with UNHCR and receiving responses to protection concerns. In addition, across the

operation, radio stations, help desks, community-based protection services and community leadership structures are used to share information and provide feedback on UNHCR and partner services, available referral and complaints mechanisms, and toll-free helplines.

2. Impact Statements

Impact statement

All refugees, asylum-seekers and stateless persons can enter Kenya and enjoy protection in line with national legislation and regional and international standards

Impact area: Attaining favourable protection environments

Outcome statements

Access of forcibly displaced and stateless persons to protection, assistance and solutions is safeguarded by addressing and reducing risks.

Outcome area: People and culture

Access to civil registration services and issuance of legally recognized civil status documentation is strengthened.

Outcome area: Access to territory, registration and documentation

Access to the territory of Kenya is guaranteed, national reception procedures are effective and refugees and asylum-seekers are issued with legally recognized identity documents by national refugee management authorities.

Outcome area: Access to territory, registration and documentation

The efficiency, fairness and adaptability of national refugee status determination procedures is strengthened

Outcome area: Refugee status determination

The national protection framework is amended to enable enjoyment of fundamental rights and access to protection services by the affected populations, in line with international standards and obligations.

Outcome area: Protection policy and law

Incidents of arbitrary arrest and detention on account of irregular entry, stay or legal status are reduced and access to legal remedies is enhanced.

Outcome area: Safety and access to justice

Impact statement

Forcibly displaced and stateless persons are able to safely realize their basic rights, obligations and satisfy their needs

Impact area: Realizing rights in safe environments

Outcome statements

The efficiency of programme management mechanisms and coordination, including with external actors, is increased.

Outcome area: Systems and processes

Complementary funding and technical support to the Kenya humanitarian response is increased.

Outcome area: External engagement and resource mobilization

Health and nutrition status of the refugees and stateless persons is maintained or improved.

Outcome area: Healthy lives

Refugees, asylum-seekers and stateless persons have equitable access to safe water, sanitation and hygiene facilities

Outcome area: Clean water, sanitation and hygiene

Safer environments are in place for women, girls and others most-at-risk and access to GBV prevention and response is strengthened including through national services

Outcome area: Gender-based violence

Children of concern have access to strengthened child protection mechanisms, including national child protection systems and services

Outcome area: Child protection

The well-being of the refugees, asylum-seekers and stateless persons is improved and the gap in basic needs is bridged, including through enhanced use of cash-based interventions.

Outcome area: Well-being and basic needs

Forcibly displaced, stateless and their host communities in Kenya, have improved physical and economic means to prepare, withstand recover and be protected from the impacts of climate change.

Outcome area: Sustainable housing and settlements

Impact statement

Forcibly displaced and stateless persons and communities are empowered through access to education, livelihoods, social protection and community development

Impact area: Empowering communities and achieving gender equality

Outcome statements

Access of refugees, asylum-seekers and stateless persons to quality formal and non-formal education and training at all levels is enhanced.

Outcome area: Education

Refugees, asylum seekers and host communities become self-reliant through strengthened livelihood support and economic inclusion.

Outcome area: Self-reliance, economic inclusion and livelihoods

Forcibly displaced and stateless persons and their host communities increase their meaningful engagement and participation in policy decisions and programme activities affecting their lives.

Outcome area: Community engagement and women's empowerment

Impact statement

More refugees and other persons of concern benefit from a wider range of durable solutions

Impact area: Securing solutions

Outcome statements

Refugees who wish to return to their countries of origin do so voluntary, in safety and with dignity.

Outcome area: Voluntary repatriation and sustainable reintegration

More refugees benefit from third country solutions through resettlement and complementary pathways.

Outcome area: Resettlement and complementary pathways

Forcibly displaced and stateless persons benefit from enhanced local solutions, including through acquisition of residency status and work permits.

Outcome area: Local integration and other local solutions

Stateless persons are able to obtain citizenship and relevant documents in a timely manner

Outcome area: Local integration and other local solutions

3. Kenya 2025 Indicators and Targets

Country	Results Level	Result Area	Indicator	Population Type	Baseline	Target 2025
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Kenya	Impact	IA1: Protect	1.1 Proportion of people seeking international protection who are able to access asylum procedures	Refugees and Asylum-seekers	74%	Not applicable
Kenya	Impact	IA1: Protect	1.2 Proportion of people who are able to move freely within the country of habitual residence	Refugees and Asylum-seekers	0%	Not applicable
Kenya	Impact	IA2: Respond	2.2 Proportion of people residing in physically safe and secure settlements with access to basic facilities	Refugees and Asylum-seekers	83%	Not applicable
Kenya	Impact	IA2: Respond	2.3 Proportion of people with access to health services	Refugees and Asylum-seekers	100%	Not applicable
Kenya	Impact	IA3: Empower	3.1 Proportion of people who have the right to decent work	Refugees and Asylum-seekers	88%	Not applicable
Kenya	Impact	IA3: Empower	3.2a Proportion of children and young people enrolled in primary education	Refugees and Asylum-seekers	87%	Not applicable
Kenya	Impact	IA3: Empower	3.2b Proportion of children and young people enrolled in secondary education	Refugees and Asylum-seekers	59%	Not applicable
Kenya	Impact	IA3: Empower	3.3 Proportion of people feeling safe walking alone in their neighbourhood after dark	Refugees and Asylum-seekers	27%	Not applicable
Kenya	Impact	IA4: Solve	4.1 Number of refugees who voluntarily return in safety and dignity to their country of origin	Refugees and Asylum-seekers	247	Not applicable
Kenya	Impact	IA4: Solve	4.2a Number of people who departed on resettlement	Refugees and Asylum-seekers	2,879	Not applicable
Kenya	Impact	IA4: Solve	4.2b Number of people who departed through	Refugees and	955	Not applicable

			complementary pathways	Asylum-seekers		
Kenya	Impact	IA4: Solve	4.3a Number of stateless people for whom nationality is granted or confirmed	Stateless Persons	6,979	Not applicable
Kenya	Impact	IA4: Solve	4.3b Number of refugees for whom residency status is granted or confirmed	Refugees and Asylum-seekers	126	Not applicable
Kenya	Outcome	OA1: Access/Doc	1.1 Proportion of refugees and asylum seekers registered on an individual basis	Refugees and Asylum-seekers	100%	100%
Kenya	Outcome	OA1: Access/Doc	1.2 Proportion of children under 5 years of age whose births have been registered with a civil authority	Refugees and Asylum-seekers	33%	100%
Kenya	Outcome	OA1: Access/Doc	1.3 Proportion of people with legally recognized identity documents or credentials	Refugees and Asylum-seekers	91%	100%
Kenya	Outcome	OA2: Status	2.1 Average processing time (in days) from registration to first instance asylum decision	Refugees and Asylum-seekers	2,738	To be confirmed
Kenya	Outcome	OA2: Status	2.2 Proportion of people undergoing asylum procedures who have access to legal representation	Refugees and Asylum-seekers	100%	100%
Kenya	Outcome	OA2: Status	2.3 Proportion of people undergoing asylum procedures who have access to an effective appeal mechanism after first instance rejection of their claim	Refugees and Asylum-seekers	100%	100%
Kenya	Outcome	OA3: Policy/Law	3.1 Extent national legal framework is in line with the 1951 Convention and/or its 1967 Protocol	None	Progressing towards alignment: 70-89 points	Broadly aligned: ≥90 points
Kenya	Outcome	OA3: Policy/Law	3.2 Extent national legal framework is in line with the 1961 Convention on the	None	Not yet aligned: ≤69 points	Broadly aligned: ≥90 points

			Reduction of Statelessness			
Kenya	Outcome	OA4: GBV	4.1 Proportion of people who know where to access available GBV services	Refugees and Asylum-seekers	39%	100%
Kenya	Outcome	OA4: GBV	4.2 Proportion of people who do not accept violence against women	Refugees and Asylum-seekers	67%	90%
Kenya	Outcome	OA4: GBV	4.3 Proportion of survivors who are satisfied with GBV case management services	Refugees and Asylum-seekers	60%	100%
Kenya	Outcome	OA5: Children	5.1 Proportion of children at heightened risk who are supported by a Best Interests Procedure	Refugees and Asylum-seekers	29%	65%
Kenya	Outcome	OA5: Children	5.2 Proportion of children who participate in community-based child protection programmes	Refugees and Asylum-seekers	20%	30%
Kenya	Outcome	OA5: Children	5.3 Proportion of unaccompanied and separated children who are in an alternative care arrangement	Refugees and Asylum-seekers	68%	80%
Kenya	Outcome	OA7: Community	7.1 Extent participation of displaced and stateless people across programme phases is supported.	Refugees and Asylum-seekers	Extensive: ≥70 points	Extensive: ≥70 points
Kenya	Outcome	OA7: Community	7.1 Extent participation of displaced and stateless people across programme phases is supported.	Stateless Persons	Extensive: ≥70 points	Extensive: ≥70 points
Kenya	Outcome	OA7: Community	7.2 Proportion of people who have access to safe feedback and response mechanisms	Refugees and Asylum-seekers	100%	100%
Kenya	Outcome	OA7: Community	7.3 Proportion of women participating in leadership/management structures	Refugees and Asylum-seekers	49%	50%
Kenya	Outcome	OA8: Well-	8.1 Proportion of people that	Refugees	95%	100%

		being	receive cash transfers and/or non-food items	and Asylum-seekers		
Kenya	Outcome	OA8: Well-being	8.2 Proportion of people with primary reliance on clean (cooking) fuels and technology	Refugees and Asylum-seekers	46%	100%
Kenya	Outcome	OA9: Housing	9.1 Proportion of people living in habitable and affordable housing	Refugees and Asylum-seekers	99%	100%
Kenya	Outcome	OA9: Housing	9.2 Proportion of people that have energy to ensure lighting	Refugees and Asylum-seekers	24%	32%
Kenya	Outcome	OA10: Health	10.1 Proportion of children aged 9 months to five years who have received measles vaccination	Refugees and Asylum-seekers	95%	100%
Kenya	Outcome	OA10: Health	10.2. Proportion of births attended by skilled health personnel	Refugees and Asylum-seekers	95%	100%
Kenya	Outcome	OA11: Education	11.1 Proportion of young people enrolled in tertiary and higher education	Refugees and Asylum-seekers	6%	7%
Kenya	Outcome	OA11: Education	11.2 Proportion of children and young people enrolled in the national education system	Refugees and Asylum-seekers	9%	10%
Kenya	Outcome	OA12: WASH	12.1 Proportion of people using at least basic drinking water services	Refugees and Asylum-seekers	100%	100%
Kenya	Outcome	OA12: WASH	12.2 Proportion of people with access to a safe household toilet	Refugees and Asylum-seekers	73%	100%
Kenya	Outcome	OA13: Livelihood	13.1. Proportion of people with an account at a bank or other financial institution or	Refugees and Asylum-	38%	52%

			with a mobile-money-service provider	seekers		
Kenya	Outcome	OA13: Livelihood	13.3 Proportion of people (working age) who are unemployed	Refugees and Asylum-seekers	12%	25%
Kenya	Outcome	OA14: Return	14.1 Proportion of returnees with legally recognized identity documents or credentials	Refugees and Asylum-seekers	100%	100%
Kenya	Outcome	OA15: Resettle	15.1 Number of refugees submitted by UNHCR for resettlement	Refugees and Asylum-seekers	4,259	To be confirmed
Kenya	Outcome	OA16: Integrate	16.1 Proportion of people with secure tenure rights to housing and/or land	Refugees and Asylum-seekers	0%	To be confirmed
Kenya	Outcome	OA16: Integrate	16.2 Proportion of people covered by national social protection systems	Refugees and Asylum-seekers	29%	40%