

South Africa MCO

Multi-year Strategy 2025 – 2028



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1.1 Executive Summary

UNHCR will continue to support and collaborate closely with national authorities who hold the primary responsibility for forcibly displaced and stateless people. Key priorities will include advocacy to ensure asylum systems meet international standards, capacity building for state entities, and enhancing laws and policies to ensure access to justice.

Additionally, multi-stakeholder engagement will be strengthened to increase the number of contributions through United Nations Country Teams (UNCTs) across nine countries towards the UN Common Pledge 2.0 announced at the 2023 Global Refugee Forum (GRF). Collaboration will extend to both traditional and non-traditional donors, including development actors, the private sector, embassies, and refugee-led organizations (RLOs). UNHCR will seize opportunities to foster livelihoods and self-reliance, contingent on factors such as the protection environment, labour opportunities, and the availability of development and private sector funding. UNHCR is prepared to support countries in advancing towards a “whole-of-government” leadership for refugee response, ensuring line ministries and local governments fulfil their roles in service delivery, social protection, economic inclusion, and other key areas. UNHCR will also continue to support governments in implementing GRF pledges to enhance refugee inclusion and self-reliance by the end of 2027.

Accountability to Affected People will be paramount, aiming to build resilience and strengthen the capacity of forcibly displaced and stateless people, ensuring they are central to humanitarian action and involved in the response. Capacity building for Refugee Led Organizations (RLOs) will be scaled up.

In light of dwindling resources, UNHCR will seek resource mobilization opportunities with a focus on sustainable responses which aim to ensure access by people forced to flee to durable solutions, complementary pathways, inclusion in national systems, increasing socio-economic opportunities, and promoting social cohesion.

UNHCR’s strategic direction for the next five years will focus on:

- Strengthening laws and policies, improving access to territory/asylum for forcibly displaced and stateless people, and protecting refugees within mixed movements.
- Enhancing self-reliance and durable solutions.

- Improving protection services through strengthened collaboration with key stakeholders to promote inclusion in existing programmes.

UNHCR will enhance government capacity through training initiatives to improve asylum systems and the protection environment. In line with UNSDCF and the Global Compact on Refugees (GCR), UNHCR will support and coordinate with relevant authorities and stakeholders across various sectors to ensure quality, safe, and sustainable basic services. Joint initiatives will be pursued.

To enable durable solutions for people who have been forced to flee, UNHCR will advocate for more resettlement opportunities, facilitate voluntary repatriation, and pursue the socio-economic and legal integration of refugees.

1.2 Situation Analysis

As of 31 March 2024, there are 167,495 forcibly displaced people hosted by the nine countries under the South Africa Multi-Country Office (SAMCO) including 92,258 asylum-seekers and 75,093 refugees primarily from the Democratic Republic of the Congo, Somalia and Ethiopia, 71% of which are male, 29% are female and 10% comprise children under the age of 18. In South Africa, barriers to accessing documentation disproportionately impact new arrivals and those seeking renewal of their documentation, especially children and women which may impact the overall accuracy of available statistics.

All nine countries covered by SAMCO except for Comoros and Mauritius have acceded to the 1951 Convention, while Madagascar has not acceded to the 1967 Protocol. While Seychelles and Madagascar have acceded to the 1951 Convention, they have not enacted the provisions of the Convention into domestic legislation. Protection space among the nine countries varies widely. South Africa, Lesotho, Eswatini, Madagascar and Mauritius permit freedom of movement, while Botswana and Namibia host refugees in settlements and maintain a reservation on the right to freedom of movement.

None of the four Indian Ocean Island countries offer any socio-economic rights to refugees or asylum-seekers, while access to basic rights such as economic inclusion, healthcare, and public education is available to various limited degrees in Botswana, Eswatini, Lesotho, Namibia and South Africa.

The protracted asylum backlog in South Africa and emerging backlogs in the Kingdom of Eswatini and the Kingdom of Lesotho represent some of UNHCR's most pressing concerns. In South Africa, anti-foreigner sentiment has led to increased attacks and vigilantism directed against foreign nationals, including refugees. Such incidents have

occurred alongside proposed potential regressive legislative reform in South Africa, which targets the rights of refugees and risks deteriorating an already fragile protection space.

Refugees continue to move alongside migrants both via the Southern Route (from East/Horn/Great Lakes to South Africa) and West Indian Ocean Route (from East/Horn/Great Lakes to Mayotte, and occasionally via Comoros). People moving in these mixed flows along both routes face myriad protection risks, including gender-based violence (GBV), trafficking, and exploitation. Children at risk face particular concerns, especially those moving without a parent or customary caregiver.

Implementing partners are present in all nine countries except Seychelles and Comoros. Development actors and donors have been intensively engaged to encourage integration and resolutions to long-standing issues such as the asylum backlog in South Africa. In addition, UNHCR relies on many RLOs and operational partners to address protection challenges and supplement frontline protection programming.

Only Botswana, Lesotho, and Eswatini have acceded to the 1954 Convention relating to the Status of Stateless Persons, with Madagascar having retracted its original accession, while only Lesotho and Eswatini have acceded to the 1961 Convention on the Reduction of Statelessness. There are some estimated 116,000 stateless people in the nine countries covered by SAMCO is 116,000, including 100,000 in Madagascar, 10,000 in South Africa, 5,000 in Namibia, 5,000 in Botswana, 5,000 in Eswatini and 1,000 in Lesotho. Countries prioritized by UNHCR due to the prevalence of statelessness include Eswatini and Madagascar, while UNHCR continues to support significant positive ongoing legal reforms in Namibia and Botswana. In South Africa, UNHCR is engaging authorities to extract data on trends and gaps related to statelessness. Access to birth registration, and in some countries, nationality, remain the top cross-cutting issues of concern.

UNHCR focuses on developing fair, inclusive, and efficient asylum systems in all nine countries. The operation is also focused on better addressing mixed movements through a route-based approach – this will involve other countries in the region as well as East/Horn and Europe (for movements towards Mayotte). UNHCR continues to advocate for inclusion in national systems, including socio-economic rights, out-of-camp approaches, and alternatives to detention as top priorities. Advocacy to promote the inclusion of children and GBV survivors in national structures will continue, and interventions around access to birth registration straddle both Pillar 1 and 2 in the operation. UNHCR will continue to employ the strategic use of resettlement as a protection tool and voluntary repatriation while enhancing complementary pathways.

1.3 Vision and Strategic Orientation

During 2025-2028, UNHCR aims to ensure that forcibly displaced and stateless people can live in an increasingly supportive protection and solutions environment which promotes their inclusion into national systems and advances their economic empowerment through strong partnerships with traditional and non-traditional stakeholders, governments, refugees and local communities. This will be achieved through the following three strategic priorities:

- Strengthened law and policy alongside improved access to territory/asylum for people in need of international protection and stateless people, including the protection of refugees within mixed movements.
- Enhanced self-reliance and durable solutions for forcibly displaced people.
- Enhanced protection services through strengthened collaboration with key stakeholders to promote the inclusion of people under its mandate in existing programmes.

1.4 Fair Access and Representation

Current statistics indicate that 1% of forcibly displaced people are older people, 28% are women while 10% are children. However, the proportion of children is likely to be significantly higher due to barriers to registration in South Africa including by new arrivals and unaccompanied and separated children (UASC). While specific needs are not available for South Africa, the most prominent specific needs in other locations include people living with disabilities, women at risk, UASC, and individuals with medical conditions.

Direct engagement with forcibly displaced and stateless people has been and will remain a high priority for UNHCR which will continue to build on solid two-way communication through community channels to ensure that forcibly displaced and stateless people are engaged throughout the programme cycle. UNHCR employs a holistic method of communicating directly with communities, including operating a dedicated helpline and maintaining a help.org page for South Africa, an email communication system for South Africa and the Indian Ocean Islands, dedicated email inboxes by location for individual case queries, robust in-person outreach across nine countries, virtual outreach/engagement, and dedicated sessions with refugee leadership and RLOs. UNHCR will continue to employ the AGD approach through its various communication channels, ensuring that the voices of women, children, people living with disabilities, people living with chronic illnesses, LGBTQIA+ individuals, and other vulnerable groups are heard and recorded.

UNHCR will ensure Accountability to Affected People (AAP) and Communication with Communities (CwC) through robust refugee engagement during all monitoring missions in the six countries where it does not have a presence, including through a solid Multi-

Functional Team (MFT) approach in engagement sessions, which will also prioritize the inclusion of partners, governments and other UN agencies (notably UNICEF, OHCHR, and IOM). A virtual recording form will be used throughout the programme cycle to document feedback from forcibly displaced and stateless people which will be analysed on an ongoing basis to ensure that UNHCR's programming aligns with the needs and realities at the community level and can effectively address systemic issues in the refugee protection space. A final report will be produced each year on the findings of these sessions.

UNHCR envisions increasing its virtual communication methods with people under its mandate in the coming years. This includes expanding help.org outside South Africa and increasing communication via WhatsApp chatbots and dedicated groups, especially in countries with smaller populations. In-person engagement will continue in line with the operation's capacity and resources. Refugee leadership and RLOs will also be further engaged and assisted with capacity-building and fundraising support.

UNHCR will also continue to assess and refer high-risk cases to NGOs and other service providers through the UNHCR helpline, engagement sessions and outreach initiatives, and direct protection interventions.

2. Impact Statements

Impact statement

Refugees, asylum seekers and Stateless Persons are able to enjoy international protection

Impact area: Attaining favourable protection environments

Outcome statements

Countries under SAMCO coverage have undertaken measures (legal reform, accession, domestication, change of practices) to meet international standards in relation to asylum and stateless policies and laws

Outcome area: Protection policy and law

Countries under SAMCO coverage have protection-sensitive border mechanisms, allowing access to territory and asylum including those arriving in mixed movements, alongside the adoption of functional and inclusive registration and documentation procedures and systems for FDPs and stateless persons

Outcome area: Access to territory, registration and documentation

FDPs and Stateless Persons benefit from protection services and legal assistance in a transparent and reliable way

Outcome area: Safety and access to justice

Asylum-seekers benefit from RSD procedures that are accessible, fair, efficient, adaptable and which have integrity.

Outcome area: Refugee status determination

Impact statement

FDPs have increased access to protection services through national systems

Impact area: Realizing rights in safe environments

Outcome statements

FDP children have increased protection from violence, abuse and exploitation through enhanced access to national systems and targeted UNHCR interventions

Outcome area: Child protection

FDPs benefit from GBV prevention, mitigation and response through national systems and UNHCR interventions

Outcome area: Gender-based violence

Protection services for FDPs is enhanced by continuous community engagement and robust social cohesion initiatives

Outcome area: Community engagement and women's empowerment

All FDPs have access to primary, secondary, and tertiary education through national systems and targeted UNHCR interventions

Outcome area: Education

FDPs in settlements, camps and urban settings have access to services which meet human basic needs through CBI, national structures or other interventions

Outcome area: Well-being and basic needs

Impact statement

FDPs are empowered with social economic opportunities and have durable solutions

Impact area: Empowering communities and achieving gender equality

Outcome statements

By 2027 all forcibly displaced and stateless will be benefiting from increased national and development opportunities for self-reliance and livelihoods

Outcome area: Self-reliance, economic inclusion and livelihoods

Refugees make fully informed decisions on voluntary return

Outcome area: Voluntary repatriation and sustainable reintegration
Multi-stakeholder approaches benefit refugees through improved resettlement, family reunification and complementary pathway procedures

Outcome area: Resettlement and complementary pathways
Strengthened local integration opportunities through enhanced legal framework and conducive environment

Outcome area: Local integration and other local solutions

3. South Africa Multi-Country Office 2025 Indicators and Targets

Country	Results Level	Result Area	Indicator	Population Type	Baseline	Target 2025
Botswana	Impact	IA1: Protect	1.1 Proportion of people seeking international protection who are able to access asylum procedures	Refugees and Asylum-seekers	100%	Not applicable
Botswana	Impact	IA2: Respond	2.2 Proportion of people residing in physically safe and secure settlements with access to basic facilities	Refugees and Asylum-seekers	100%	Not applicable
Botswana	Impact	IA2: Respond	2.3 Proportion of people with access to health services	Refugees and Asylum-seekers	100%	Not applicable
Botswana	Impact	IA3: Empower	3.2a Proportion of children and young people enrolled in primary education	Refugees and Asylum-seekers	100%	Not applicable
Botswana	Impact	IA3: Empower	3.2b Proportion of children and young people enrolled in secondary education	Refugees and Asylum-seekers	100%	Not applicable
Botswana	Impact	IA3: Empower	3.3 Proportion of people feeling safe walking alone in their neighbourhood after dark	Refugees and Asylum-seekers	100%	Not applicable
Botswana	Impact	IA4: Solve	4.1 Number of refugees who voluntarily return in safety and dignity to their country	Refugees and Asylum-seekers	1	Not applicable

			of origin	seekers		
Botswana	Impact	IA4: Solve	4.2a Number of people who departed on resettlement	Refugees and Asylum-seekers	0	Not applicable
Botswana	Impact	IA4: Solve	4.2b Number of people who departed through complementary pathways	Refugees and Asylum-seekers	3	Not applicable
Comoros	Impact	IA1: Protect	1.1 Proportion of people seeking international protection who are able to access asylum procedures	Refugees and Asylum-seekers	0%	Not applicable
Comoros	Impact	IA4: Solve	4.1 Number of refugees who voluntarily return in safety and dignity to their country of origin	Refugees and Asylum-seekers	0	Not applicable
Comoros	Impact	IA4: Solve	4.2a Number of people who departed on resettlement	Refugees and Asylum-seekers	0	Not applicable
Comoros	Impact	IA4: Solve	4.2b Number of people who departed through complementary pathways	Refugees and Asylum-seekers	1	Not applicable
Eswatini	Impact	IA1: Protect	1.1 Proportion of people seeking international protection who are able to access asylum procedures	Refugees and Asylum-seekers	100%	Not applicable
Eswatini	Impact	IA2: Respond	2.2 Proportion of people residing in physically safe and secure settlements with access to basic facilities	Refugees and Asylum-seekers	100%	Not applicable
Eswatini	Impact	IA2: Respond	2.3 Proportion of people with access to health services	Refugees and Asylum-seekers	100%	Not applicable
Eswatini	Impact	IA4: Solve	4.1 Number of refugees who voluntarily return in safety and dignity to their country of origin	Refugees and Asylum-seekers	16	Not applicable
Eswatini	Impact	IA4: Solve	4.2a Number of people who	Refugees	0	Not applicable

			departed on resettlement	and Asylum- seekers			applicable
Eswatini	Impact	IA4: Solve	4.2b Number of people who departed through complementary pathways	Refugees and Asylum-seekers	0		Not applicable
Eswatini	Impact	IA4: Solve	4.3a Number of stateless people for whom nationality is granted or confirmed	Stateless Persons	10,000		Not applicable
Eswatini	Impact	IA4: Solve	4.3b Number of refugees for whom residency status is granted or confirmed	Refugees and Asylum-seekers	0		Not applicable
Lesotho	Impact	IA1: Protect	1.1 Proportion of people seeking international protection who are able to access asylum procedures	Refugees and Asylum-seekers	100%		Not applicable
Lesotho	Impact	IA1: Protect	1.2 Proportion of people who are able to move freely within the country of habitual residence	Refugees and Asylum-seekers	100%		Not applicable
Lesotho	Impact	IA2: Respond	2.2 Proportion of people residing in physically safe and secure settlements with access to basic facilities	Refugees and Asylum-seekers	100%		Not applicable
Lesotho	Impact	IA2: Respond	2.3 Proportion of people with access to health services	Refugees and Asylum-seekers	100%		Not applicable
Lesotho	Impact	IA3: Empower	3.1 Proportion of people who have the right to decent work	Refugees and Asylum-seekers	100%		Not applicable
Lesotho	Impact	IA3: Empower	3.3 Proportion of people feeling safe walking alone in their neighbourhood after dark	Refugees and Asylum-seekers	100%		Not applicable
Lesotho	Impact	IA4: Solve	4.1 Number of refugees who voluntarily return in safety and dignity to their country of origin	Refugees and Asylum-seekers	2		Not applicable

Lesotho	Impact	IA4: Solve	4.2a Number of people who departed on resettlement	Refugees and Asylum-seekers	0	Not applicable
Lesotho	Impact	IA4: Solve	4.2b Number of people who departed through complementary pathways	Refugees and Asylum-seekers	0	Not applicable
Lesotho	Impact	IA4: Solve	4.3b Number of refugees for whom residency status is granted or confirmed	Refugees and Asylum-seekers	0	Not applicable
Madagascar	Impact	IA1: Protect	1.1 Proportion of people seeking international protection who are able to access asylum procedures	Refugees and Asylum-seekers	100%	Not applicable
Madagascar	Impact	IA2: Respond	2.3 Proportion of people with access to health services	Refugees and Asylum-seekers	100%	Not applicable
Madagascar	Impact	IA4: Solve	4.1 Number of refugees who voluntarily return in safety and dignity to their country of origin	Refugees and Asylum-seekers	1	Not applicable
Madagascar	Impact	IA4: Solve	4.2a Number of people who departed on resettlement	Refugees and Asylum-seekers	60	Not applicable
Madagascar	Impact	IA4: Solve	4.2b Number of people who departed through complementary pathways	Refugees and Asylum-seekers	0	Not applicable
Madagascar	Impact	IA4: Solve	4.3a Number of stateless people for whom nationality is granted or confirmed	Stateless Persons	10,000	Not applicable
Mauritius	Impact	IA1: Protect	1.1 Proportion of people seeking international protection who are able to access asylum procedures	Refugees and Asylum-seekers	100%	Not applicable
Mauritius	Impact	IA2: Respond	2.3 Proportion of people with access to health services	Refugees and Asylum-seekers	100%	Not applicable

				seekers		
Mauritius	Impact	IA4: Solve	4.1 Number of refugees who voluntarily return in safety and dignity to their country of origin	Refugees and Asylum-seekers	183	Not applicable
Mauritius	Impact	IA4: Solve	4.2a Number of people who departed on resettlement	Refugees and Asylum-seekers	0	Not applicable
Mauritius	Impact	IA4: Solve	4.2b Number of people who departed through complementary pathways	Refugees and Asylum-seekers	0	Not applicable
Namibia	Impact	IA1: Protect	1.1 Proportion of people seeking international protection who are able to access asylum procedures	Refugees and Asylum-seekers	100%	Not applicable
Namibia	Impact	IA2: Respond	2.2 Proportion of people residing in physically safe and secure settlements with access to basic facilities	Refugees and Asylum-seekers	100%	Not applicable
Namibia	Impact	IA2: Respond	2.3 Proportion of people with access to health services	Refugees and Asylum-seekers	100%	Not applicable
Namibia	Impact	IA4: Solve	4.1 Number of refugees who voluntarily return in safety and dignity to their country of origin	Refugees and Asylum-seekers	183	Not applicable
Namibia	Impact	IA4: Solve	4.2a Number of people who departed on resettlement	Refugees and Asylum-seekers	136	Not applicable
Namibia	Impact	IA4: Solve	4.2b Number of people who departed through complementary pathways	Refugees and Asylum-seekers	0	Not applicable
Namibia	Impact	IA4: Solve	4.3b Number of refugees for whom residency status is granted or confirmed	Refugees and Asylum-seekers	0	Not applicable
Seychelles	Impact	IA1: Protect	1.1 Proportion of people	Refugees	0%	Not

			seeking international protection who are able to access asylum procedures	and Asylum-seekers		applicable
Seychelles	Impact	IA4: Solve	4.1 Number of refugees who voluntarily return in safety and dignity to their country of origin	Refugees and Asylum-seekers	0	Not applicable
Seychelles	Impact	IA4: Solve	4.2a Number of people who departed on resettlement	Refugees and Asylum-seekers	0	Not applicable
Seychelles	Impact	IA4: Solve	4.2b Number of people who departed through complementary pathways	Refugees and Asylum-seekers	0	Not applicable
South Africa	Impact	IA1: Protect	1.1 Proportion of people seeking international protection who are able to access asylum procedures	Refugees and Asylum-seekers	100%	Not applicable
South Africa	Impact	IA1: Protect	1.2 Proportion of people who are able to move freely within the country of habitual residence	Refugees and Asylum-seekers	100%	Not applicable
South Africa	Impact	IA2: Respond	2.3 Proportion of people with access to health services	Refugees and Asylum-seekers	100%	Not applicable
South Africa	Impact	IA3: Empower	3.1 Proportion of people who have the right to decent work	Refugees and Asylum-seekers	100%	Not applicable
South Africa	Impact	IA4: Solve	4.1 Number of refugees who voluntarily return in safety and dignity to their country of origin	Refugees and Asylum-seekers	347	Not applicable
South Africa	Impact	IA4: Solve	4.2a Number of people who departed on resettlement	Refugees and Asylum-seekers	892	Not applicable
South Africa	Impact	IA4: Solve	4.2b Number of people who departed through complementary pathways	Refugees and Asylum-seekers	6	Not applicable

				seekers		
South Africa	Impact	IA4: Solve	4.3a Number of stateless people for whom nationality is granted or confirmed	Stateless Persons	0	Not applicable
South Africa MCO	Outcome	OA1: Access/Doc	1.1 Proportion of refugees and asylum seekers registered on an individual basis	Refugees and Asylum-seekers	100%	100%
South Africa MCO	Outcome	OA1: Access/Doc	1.3 Proportion of people with legally recognized identity documents or credentials	Refugees and Asylum-seekers	98%	100%
South Africa MCO	Outcome	OA2: Status	2.1 Average processing time (in days) from registration to first instance asylum decision	Refugees and Asylum-seekers	30	30
South Africa MCO	Outcome	OA2: Status	2.2 Proportion of people undergoing asylum procedures who have access to legal representation	Refugees and Asylum-seekers	100%	100%
South Africa MCO	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%
South Africa MCO	Outcome	OA3: Policy/Law	3.1 Extent national legal framework is in line with the 1951 Convention and/or its 1967 Protocol	None	Not yet aligned: ≤69 points	Not yet aligned: ≤69 points
South Africa MCO	Outcome	OA3: Policy/Law	3.2 Extent national legal framework is in line with the 1961 Convention on the Reduction of Statelessness	None	Not yet aligned: ≤69 points	Not yet aligned: ≤69 points
South Africa MCO	Outcome	OA4: GBV	4.1 Proportion of people who know where to access available GBV services	Refugees and Asylum-seekers	To be confirmed	40%
South Africa MCO	Outcome	OA5: Children	5.2 Proportion of children who participate in community-based child	Refugees and Asylum-seekers	53%	60%

			protection programmes	seekers		
South Africa MCO	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
South Africa MCO	Outcome	OA7: Community	7.2 Proportion of people who have access to safe feedback and response mechanisms	Refugees and Asylum-seekers	100%	100%
South Africa MCO	Outcome	OA7: Community	7.3 Proportion of women participating in leadership/management structures	Refugees and Asylum-seekers	40%	50%
South Africa MCO	Outcome	OA8: Well-being	8.1 Proportion of people that receive cash transfers and/or non-food items	Refugees and Asylum-seekers	77%	100%
South Africa MCO	Outcome	OA8: Well-being	8.2 Proportion of people with primary reliance on clean (cooking) fuels and technology	Refugees and Asylum-seekers	To be confirmed	3%
South Africa MCO	Outcome	OA9: Housing	9.1 Proportion of people living in habitable and affordable housing	Refugees and Asylum-seekers	43%	50%
South Africa MCO	Outcome	OA12: WASH	12.1 Proportion of people using at least basic drinking water services	Refugees and Asylum-seekers	100%	100%
South Africa MCO	Outcome	OA12: WASH	12.2 Proportion of people with access to a safe household toilet	Refugees and Asylum-seekers	49%	50%
South Africa MCO	Outcome	OA13: Livelihood	13.1. Proportion of people with an account at a bank or other financial institution or with a mobile-money-service provider	Refugees and Asylum-seekers	50%	55%
South Africa MCO	Outcome	OA14: Return	14.1 Proportion of returnees with legally recognized identity documents or credentials	Refugees and Asylum-seekers	100%	100%

South Africa MCO	Outcome	OA15: Resettle	15.1 Number of refugees submitted by UNHCR for resettlement	Refugees and Asylum-seekers	1,671	To be confirmed
South Africa MCO	Outcome	OA16: Integrate	16.2 Proportion of people covered by national social protection systems	Refugees and Asylum-seekers	11%	15%