



Expanding The Use Of Administrative Data Sources And New Data Types For **LABOUR MIGRATION STATISTICS**

A PILOT STUDY OF SOUTH AFRICA





Expanding The Use Of Administrative Data Sources And New Data Types For **LABOUR MIGRATION STATISTICS**

In partnership with



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Department:
Statistics South Africa
REPUBLIC OF SOUTH AFRICA



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ACRONYMS

| | |
|--------|---|
| ABIS | Automated Biometric Identification System |
| ABSA | Amalgamated Banks of South Africa |
| ACSA | Airports Company of South Africa |
| AEP | Angolan Exemption Permit |
| AMDN | Africa Migration Data Network |
| ASAA | Angolan Association of South Africa |
| ASP | Angolan Special Permit |
| AU | African Union |
| BMA | Border Management Authority |
| CCOD | Compensation Commissioner for Occupational Diseases |
| CDR | Call Detail Records |
| CIPC | Companies and Intellectual Property Commission |
| COIDA | Compensation for Occupational Injuries and Diseases Act |
| COMESA | Common Market for Eastern and Southern Africa |
| CRVS | Civil Registration and Vital Statistics System |
| CSL | Critical Skills List |
| DBE | Department of Basic Education |
| DEL | Department of Employment and Labour |
| DHA | Department of Home Affairs |
| DHET | Department of Higher Education and Training |
| DHIS | District Health Information Systems |
| DHMIS | District Health Management Information Systems |
| DMR | Department of Mineral Resources and Energy |
| DPSA | Department of Public Service and Administration |
| DRC | Democratic Republic of Congo |
| DSD | Department of Social Development |
| DST | Department of Science and Technology |
| DTI | Department of Trade, Industry and Competition |
| DZP | Documentation of Zimbabweans Project |

| | |
|---------|--|
| EAC | East African Community |
| ECA | Economic Commission for Africa |
| EMCS | Enhanced Movement Control System |
| ESA | Employment Services Act |
| ESSA | Employment Services for South Africa |
| FB | Facebook |
| FinSurv | Financial Surveillance Department |
| GDP | Gross Domestic Product |
| GMDAC | Global Migration Data Analysis Centre |
| GMG | Global Migration Group |
| HANIS | Home Affairs National Identity System |
| HPCSA | Health Professions Council of South Africa |
| HPRS | Health Patient Registration System |
| HSRC | Human Sciences Research Council |
| IJS | Integrated Justice System |
| ILO | International Labour Organization |
| IMC | Inter-Ministerial Committee |
| IOM | International Organization for Migration |
| LEP | Lesotho Exemption Permit Dispensation |
| LFS | Labour Force Survey |
| LMAP | Labour Migration Action Plan |
| LMI | Labour Market Intelligence |
| LMIP | Labour Market Intelligence Partnership |
| LSP | Lesotho Special Permit |
| MBOD | Medical Bureau for Occupational Diseases |
| MCS | Movement Control System |
| MHSA | Mine Health and Safety Act |
| MOU | Memorandum of Understanding |
| MTN | Mobile Telecommunications Company |
| MTO | Money Transfer Operators |
| NEDLAC | National Economic Development and Labour Council |

| | |
|---------|---|
| NHIRD | National Health Information Repository and Data System |
| NIIS | National Immigration Information System |
| NIS | National Identity System |
| NLMP | National Labour Migration Policy |
| NLRD | National Learners' Records Database |
| NPR | National Population Register |
| NPS | National Payment System |
| NOF | National Qualifications Framework |
| NSS | National Statistics System |
| ODMWA | Occupational Diseases in Mines and Works Act |
| OECD | Organization for Economic Co-operation and Development |
| OHSA | Occupational Health and Safety Act |
| PCC | Public Compliance Communication |
| PERSAL | Government Payroll System |
| PHDC | Provincial Health Data Centre |
| POPIA | Protection of Personal Information Act |
| PRP | Permanent Resident Permit |
| RSP | Remittance Service Provider |
| SACE | South African Council for Educators |
| SADC | South African Development Community |
| SAMM | Southern African Migration Management |
| SAMP | Southern African Migration Programme |
| SAMS | School Administration Management System |
| SANC | South African Nursing Council |
| SANDF | South African National Defence Force |
| SANSS | South African National Statistics System |
| SAPS | South African Police Services |
| SAQA | South African Qualifications Authority |
| SARB | South African Reserve Bank |
| SARS | South African Revenue Service |
| SA-SAMS | South African School Administration and Management System |

| | |
|----------|--|
| SASSA | South African Social Security Agency |
| SETA | Sector Education and Training Authorities |
| SOCPEN | Social Grant Payment System |
| STATS SA | Statistics South Africa |
| TEBA | Employment Bureau of Africa |
| UI | Unemployment Insurance Act |
| UIC | Unemployment Insurance Contributions |
| UIF | Unemployment Insurance Fund |
| UNDESA | United Nations Department of Economic and Social Affairs |
| UNFPA | United Nations Population Fund |
| UNGMD | United Nations Global Migration Database |
| UNHCR | United Nations High Commissioner for Refugees |
| UNISA | University of South Africa |
| VAS | Visa Adjudication System |
| VFS | Visa Facilitation Services |
| ZAR | South African Rand |
| ZDP | Zimbabwean Dispensation Permit |
| ZEP | Zimbabwean Exemption Permit |
| ZIMSN | Zimbabwe Migrants Support Network |

1

BACKGROUND

1.1 Introduction

This pilot study is a baseline assessment of new data sources on labour migration in South Africa conducted under the auspices of the AU-ILO-IOM-ECA Joint Programme on Labour Migration Governance for Development and Integration in Africa (JLMP) in coordination with Statistics South Africa. South Africa is the “Southern hub” of international migration in Africa and a principal migrant-receiving country in the African Union.¹ It has long attracted highly skilled, semi and unskilled migrants, refugees and asylum-seekers shaped by a combination of push and pull factors, including employment and business opportunities, education and training systems, crisis-related circumstances, and other reasons.² These flows are also highly dynamic, transforming over recent decades, involving short and long-term movements through formal and informal channels of individuals with diverse skills and backgrounds from neighbouring countries and beyond. The diversification of migrants’ countries of origin is also increasingly evident. South Africa’s National Development Policy includes a section on “Migration Solutions” which notes that South Africa has done little to increase the benefits of migration or reduce the risks migrants face.³ In pursuit of an immigration policy that facilitates the arrival of scarce skills, the Plan outlines various steps to better facilitate migration including “improving data collection, coordination and analysis as a matter of urgency.” The 2022 Draft National Migration Policy for South Africa also prioritizes labour migration statistics. One of four Key Areas of Intervention (KAI) is Data for evidence-based policy monitoring and evaluation (KAI2).⁴ KAI 2 focuses on “strengthening the collection, comparison, analysis and use of labour migration related data by a range of data users (government officials, social partners, civil society, and the media) for the purposes of policy monitoring and evaluation.”

1.2 Objectives

The main objective of this baseline assessment was to assess and expand the use of administrative data sources and new data types. This includes enhancing the production of labour migration statistics disaggregated by basic demographic factors and other critical indicators aligned to international statistical standards, national policy needs, priority indicators on migration and development set by the national government in coordination with the ongoing regional migration data harmonization process in the SADC region. The main objectives of the assessment were to:

- Develop a methodology for conducting the assessment of administrative and other data sources as to their potential towards generating more timely and comprehensive policy evidence on labour mobility including recommendations on possible data enhancement measures, a list of indicators and other pre-requisites in line with international standards and regional approaches.
- Identify key administrative data sources and assess the quality of the information collected to produce labour migration statistics as well as identify data gaps and needs at national level.
- Identify new data types such as private sector data, mobile phone data and social media for producing labour migration statistics
- Identify labour migration indicators collected by various agencies and their contribution towards better understanding of mobility, their usage, and existing data sharing frameworks including legal, policy, organizational and technical frameworks
- Identify the indicators collected and their usage
- Formulate recommendations for the insertion of standardized indicators across surveys and administrative data collection tools.
- Make recommendations on data integration for an improved labour migration reference dataset built out of several different sources (including administrative data, big data, and survey data).
- Based on the work in South Africa, refine a methodology for capturing reliable administrative and other data from various sources for understanding of labour migration patterns and trends, towards replicability in other countries in Africa.

1.3 Methodology

- The methodology and activities for the study were as follows:
- Conduct a desktop review of general literature and other materials on the classification and application of migration data sources to develop a typology of the forms of data and related indicators for the South African study.
- Locate and categorize new data sources on labour migration and evaluate potential usage of these sources.
- Locate and review the legislative and regulatory framework whose application has the potential to generate various forms of labour migration data.
- Identify data sharing, exchange and usage mechanisms between and across government departments and other organizations, including the various mechanisms and formal arrangements through which this sharing occurs.
- Conduct interviews with key stakeholders in order to (a) document the availability of administrative and new data sources in South Africa; (b) identify existing modalities of data-sharing across departments/organizations; (c) assess availability for public use as 'open data'; and (d) engage with the existing limitations and challenges with these datasets and invite suggestions from the key informants for enhancing labour migration statistics in South Africa (see Annexes A and B).

2

INITIAL TYPOLOGY OF LABOUR MIGRATION DATA SOURCES

A desktop review of sources for developing a general classification and typology of data sources was first conducted to guide the identification and analysis of South African data sources. The typology is presented below for the three major data sources – survey data (2.1), administrative data (2.2) and digital data (2.3).

2.1 Survey Data in South Africa

Despite the strong interest in migration among various stakeholders within and outside government, migration-related data is fragmented, not easily visible and may not always be available in formats useful to end-users. Standard labour migration data sources include the following:

- Population and Housing Census, 2011. ⁵
- Quarterly Labour Force Surveys (LFS) included a migration module in Q3 2012 and 2017. ⁶
- Community Survey, 2016. ⁷
- Independent Research Surveys. ⁸
- United Nations Global Migration Database, 1990-2020 (UNGMD). ⁹

Two potential alternative sources of labour migration data have recently been advanced: (a) administrative data sources and (b) non-traditional sources of data, such as big data, which hold under-explored potential to offer supplementary information on various aspects of labour migration and enhance understanding of migration trends, processes, characteristics, outcomes and impacts. It is important to explore the potential of these alternative labour migration data sources in South Africa and continent-wide and to triangulate them with conventional survey-based data.

2.2 Administrative Data

- The Global Migration Group identifies three major categories of administrative data: (a) administrative registers, (b) collection of information at the border, and (c) other administrative sources.¹⁰
- Administrative registers include population registers; registers of foreigners; and other special types of registers covering groups of persons, such as asylum-seekers. Administrative registers have the potential to produce information on certain groups of persons who change their country of usual residence and thus qualify as international migrants.
- Collection of information at the border, or “border collection,” gathers information at ports of entry into and departure from a country, regardless of whether they are actually located at the border. Ports of entry and departure usually include airports and other sites at which persons formally enter or leave a national territory. Statistics derived from border collection have the advantage of reflecting actual moves with a high degree of accuracy in terms of timing, mode of transport, and port of entry or departure.
- Other administrative sources producing data that are indicative of inflows or outflows of particular groups of international migrants. For example, statistics derived from the issuance of residence permits may refer to inflows of foreigners to a country; those derived from the issuance of work permits can refer to inflows of foreign migrant workers; and those derived from the official clearance of departing citizens to work abroad can be a proxy for labour out-migration.

Table 1: General Typology of Administrative Data Sources¹¹

| Type of source in a country | Type of data on migration (subject of measurement) | |
|---|--|--|
| | Flows over time | Stock (number) at a point in time |
| Population registers or administrative systems of registration at the place of residence | Number of migrants registered or deregistered at the place of residence or stay over a period of time | Individuals permanently or temporarily living a country possessing nationalities of foreign countries, born overseas and having immigrant background |
| Specialized registration systems which contain data on issued entry or exit visas, residence permits, regulations of foreigners' access to the labour market, granting asylum, citizenship admissions of foreign students, enforcement of immigration legislation (including regularization campaigns), as well as other administrative data collection systems which contain data on migration | Number of filed applications, decisions made under different types of procedures (and number of applicants) including: number of issued entry or exit visas; number of issued or revoked stay permits, work permits, asylum permits; number of naturalized persons; number of foreigners admitted to educational institutions; number of persons whose status was regulated during a regularization campaign, etc.; number of country's nationals abroad registered with consular services | Number of persons residing with valid residence permits; number of expatriate employees (persons with valid work permits or employed in economy); number of foreign students; number of persons with refugee status; number of country's nationals abroad registered with consular offices |

| | | |
|---|--|--|
| Data collection systems at borders (including registration based on passport control, landing and similar cards as well as surveys of international passengers at border checkpoints) | Number of trips (entries and exits) or number of persons who arrived in the country for various reasons and different periods of time (or who left the country); number of administrative procedures related to violations of entry or residence regulations, etc. | If registration is personalized, data on the number of persons who entered and stay in the country can be interpreted as a stock |
|---|--|--|

2.3 Big Data

The GMG notes that “mobile phones, online tools and platforms such as social media or online payment services, and digital sensors and meters ... represent potential innovative, “big data” sources of migration data. Rapid technological advancement coupled with emerging socio-economic trends has contributed to generating an unprecedentedly large, detailed, and complex data flow from these sources, which keeps being fed at a rapid pace.” The main characteristics of big data are referred to as the three “Vs”: the “volume” of data, “velocity” at which such data are generated, and “variety” of types of big data (Table 2).¹²

Table 2: General Typology of Big Data Sources

| # | Data Source | Provider | Main approach to inferring stocks or flows | Example of applications to migration studies |
|---|---|--------------------------|---|---|
| 1 | Mobile phones [CDR; GPS; Android location history] | Private sector companies | Tracks location of individuals via phone signals through cell phone towers or by storing GPS location through the smartphone operating system | Displacement following disasters; internal mobility at local level |
| 2 | Social media [e.g., Facebook, Twitter, Skype, LinkedIn] | Private sector companies | Measure changes in users’ self-reported location in their profiles or posts and the location of IP addresses from where users log into their accounts | Estimating international migration stocks and flows; estimating changes in friendship networks; monitoring migration-related communication in social media groups |
| 3 | Online search data [Google, Bing] | Private sector companies | Measuring popularity of migration-relevant search terms online | Forecasting potential bilateral migration flows |

| | | | | |
|---|---|---|--|---|
| 4 | IP addresses [email logins] | Private sector companies | Track locations from which users access their email account | Estimating international migration flows |
| 5 | Bibliographic data | Companies; Academic bodies | Tracking changes in the publicly available institutional affiliation of professionals (i.e., academics) | Measuring international migration of academics |
| 6 | Remote sensing [satellite and drone images] | Government; private sector companies | Measuring changes in physical features (rooftops, settlements, light emission at night) in defined locations on maps recorded via satellite or drone imagery | Measuring rapid changes in sizes of settlements and refugee camps; border management; targeting humanitarian assistance |
| 7 | Air passenger data | Private sector companies | Measuring discrepancies in the volume between flight arrivals and returns as a proxy for immigration | Estimating international migration flows |
| 8 | Online news platforms | Private sector companies; research institutes | Compiling information on mentions of (past or potential) migration events in news media | Estimating internal displacement; estimating forced migration; estimating migrant fatalities |

3

SOUTH AFRICAN LEGAL, POLICY, AND TECHNICAL FRAMEWORK

To assess what kinds of migration-data are being generated in South Africa, we first reviewed the key migration-related legislative and regulatory framework and identified those legal provisions most likely to generate transactional administrative data. These provisions are summarized in this section. Other legislation is referred to, as appropriate, throughout the report.

3.1 South African Constitution and Bill of Rights ¹³

The South African Constitution contains several categories of rights that pertain to everyone in the country including labour migrants (with the notable exception of Section 22 on the right to freely choose a trade, occupation or profession). Here we identify those rights which labour migrants (i.e. everyone and every worker rights) most likely to be accessed (or be denied) thus generating a potential paper or virtual administrative trail.

- | | |
|-------------------|--|
| Section 14 | Privacy. Everyone has the right to privacy, which includes the right not to have - (a) their person or home searched; (b) their property searched; (c) their possessions seized; or (d) the privacy of their communications infringed. |
| Section 17 | Assembly, Demonstration, Picket and Petition. Everyone has the right, peacefully and unarmed, to assemble, to demonstrate, to picket and to present petitions. |
| Section 21 | Freedom of Movement and Residence. Everyone has the right to (1) freedom of movement and (2) to leave the Republic. |
| Section 22 | Freedom of Trade, Occupation and Profession. Every citizen has the right to choose their trade, occupation or profession freely. The practice of a trade, occupation or profession may be regulated by law. |

- Section 23** Labour Relations. Every worker has the right (a) to form and join a trade union; (b) to participate in the activities and programmes of a trade union; and (c) to strike.
- Section 26** Housing. (1) Everyone has the right to have access to adequate housing. (2) No one may be evicted from their home, or have their home demolished, without an order of court made after considering all the relevant circumstances. (3) No legislation may permit arbitrary evictions.
- Section 27** Health Care, Food, Water and Social Security. (1) Everyone has the right to have access to (a) health care services, including reproductive health care; (b) sufficient food and water; and (c) social security, including, if they are unable to support themselves and their dependants, appropriate social assistance. (2) No one may be refused emergency medical treatment.
- Section 29** Education. (1) Everyone has the right - (a) to a basic education, including adult basic education; and (b) to further education, which the state, through reasonable measures, must make progressively available and accessible.
- Section 33** Just Administrative Action. (1) Everyone has the right to administrative action that is lawful, reasonable and procedurally fair. (2) Everyone whose rights have been adversely affected by administrative action has the right to be given written reasons.
- Section 34** Access to Courts. Everyone has the right to have any dispute that can be resolved by the application of law decided in a fair public hearing before a court or, where appropriate, another independent and impartial tribunal or forum.
- Section 35** Arrested, Detained and Accused Persons. (1) Everyone who is arrested for allegedly committing an offence has the right (d) to be brought before a court as soon as reasonably possible, but not later than - (i) 48 hours after the arrest; (ii) the end of the first court day after the expiry of the 48 hours, if the 48 hours expire outside ordinary court hours or on a day which is not an ordinary court day; (e) at the first court appearance after being arrested, to be charged or to be informed of the reason for the detention to continue, or to be released; and (f) to be released from detention if the interests of justice permit.

3.2 Immigration Act 13 of 2002 and Regulations (amended by the Immigration Amendment Act 13 of 2011) ¹⁴

Prior to 2004, labour migration to South Africa was governed by the apartheid-era Aliens Control Act of 1991.¹⁵ Implementation of this legislation since 2004 inevitably generates the greatest quantity and variety of administrative data on entry and exit, work permits/visas and arrest and deportation of those in contravention of the Act.

- **Entry and Exit:** no person shall enter the Republic at a place other than a port of entry; (3) No person shall leave the Republic (a) unless in possession of a passport or certificate in lieu thereof; (c) except at a port of entry. A foreigner may only enter the Republic (a) by producing to an immigration officer his or her passport valid for no less than 30 days after the expiry of the intended stay; and (b) if issued with a valid temporary residence. (Section 9 (1 and 4))
- **Monitoring Entries and Exits:** the Department of Home Affairs controls the entry and exit of people through the borders of the Republic in order to ensure compliance with this

Act and may do so with the assistance of other organs of State (Section 36(1)).

- **Temporary Residency:** temporary residency related to labour migration includes the critical skills work visas, general work visas, business visas, intra-company transfer work visas and study visas.¹⁶
- **Visitor's Permit/Visa:** in 2011, the term "permit" was replaced by "visa" throughout the Act. May be issued if the person (a) has a visa [if applicable]; (b) is a citizen of a foreign state; (c) cannot exceed 3 months; (d) may be issued for up to 3 years for certain categories. Visitor's visa holders may not conduct work but there is evidence that entry as a visitor is a primary conduit for irregular labour migrants who either leave within 90 days, overstay their visas or leave South Africa and renew for another 90 days. In 2011, a Visitor's Visa with Authorization to Work was introduced for those employed by a company abroad who needed to work for a South African business for up to 90 days. Schedule C of the Regulations specifies a list of countries for which visas are required for entry. This list includes over 30 African countries (Section 11).
- **Study Permit/Visa:** may be authorised to work as practical training in field of study. Regulation 22 specifies that students may work part-time for up to 20 hours per week (Section 13).
- **Business Permit/Visa:** may be issued to a foreigner intending to establish or invest in a business in South Africa who invests a prescribed amount of capital (Section 15). Regulation 24 specifies the amount of capital as ZAR2.5 million and identifies the following approved sectors for which business permits can be granted: information & communication technology; clothing & textiles; chemicals & biotechnology; agro-processing; metals & minerals; automobiles & transport; tourism; and crafts.
- **General Work Permit/Visa:** issued to a foreign employee who has obtained a position with a South African company provided that the employer has undertaken a diligent search for a South African with equivalent qualifications that the salary and benefits are not inferior to the same market segment for citizens and residents as certified by a CA and recorded by the Department of Employment and Labour. The employee's credentials will be screened by the Department to ensure they have the relevant qualifications for the positions.
- **Exceptional Skills Work Permit (repealed):** may be issued to an individual of exceptional skills or qualifications. A foreign national with specialized or exceptional skills can be issued with a for three years with a possibility for extension.
- **Quota Permit (repealed):** the Minister of Labour and Minister of Trade and Industry publish an annual list of critical skills and a quota relating to each. A quota work permit may be issued if the individual falls within that quota.
- **Critical Skills Work Permit/Visa:** in 2011, the Quota Work Permit and Exceptional Skills Permit were amalgamated to create the new permit/visa valid for up to 5 years.¹⁷ According to section 19(4) of the amended Immigration Act, the Department of Home Affairs is authorized to issue critical skills work visas to persons holding the combination of skills and qualifications identified in the Critical Skills List (CSL) published by the department in the Government Gazette. DHA identifies critical skills as "those skills that are determined to be critical for improvement in economic growth and without which certain projects and work could not be undertaken, as well as high-level skills that will enhance the skills pool in the economy which in turn will encourage and potentially accelerate growth in the economy."¹⁸ Applicants should be on the Critical Skills list published in the Government Gazette (see 5.5.4).
- **Intra-Company Transfer Work Permit/Visa:** allows a foreign employee of a company with business relations in South Africa to work in-country for up to 4 years with said

company. Permissible companies include those with a branch, subsidiary, or affiliate in South Africa. The applicant must be an employee of the parent company for at least 6 months prior to transfer

- **Corporate Permit:** larger entities, such as mining corporations, may also apply for a to employ a pre-determined number of skilled/semi-skilled/unskilled workers. There is no fixed validity period for such permits as the validity period is determined and stipulated by the corporate entity upon application. (Section 21 and Regulation 20). In 2011, legislation amended to make it harder to obtain corporate permits such that businesses need to show or ensure: (a) proof that they need to employ the requested number of foreigners;(b) they have a certification from the Department of Employment and Labour confirming that despite a diligent search they were unable to find suitable citizens to fill the roles; (c) the proposed remuneration package is not inferior to the average salary of South African Citizens or Permanent Residence holders occupying similar positions; (d) proof of registrations with SARS, UIF, COIDA, CIPC; (e) undertaking to inform DHA of any changes and to cover employee repatriation costs if this becomes necessary; (f) 60% of total staff are South African Citizens or Permanent Residents at any time before and after the application; (g) the foreigner only conducts work in a position that the permit was issued for, departs South Africa upon completion of their contract; and the employer immediately inform the DHA if the foreigner is not compliant with the immigration and visa rules.
- **Permanent Residence:** the Department shall issue a permanent residence permit to a foreigner who (a) has been the holder of a work permit, including one issued under a corporate permit in terms of the Act for five years and has received an offer for permanent employment, provided that (i) such foreigner submitted a certification from his or her prospective permanent employer's chartered accountant of the job description and that the position exists and is intended to be filled by such foreigner; and (ii) the Department of Employment and Labour certifies that the terms and conditions of such offer, including salary and benefits, are not inferior to those prevailing in the relevant market segment for citizens and residents, taking into account applicable collective bargaining agreements and other standards (Section 26 and Regulation 33).
- **Deportation:** Section 32 and Regulations 37-39 provide that any illegal foreigner shall depart, unless authorised by the Department and (2) any illegal foreigner shall be deported. An 'illegal foreigner' is defined broadly in the Act as an individual who is neither a citizen nor a resident and is in the Republic in contravention of the Act. Regulation 37 specifies that the Department should endeavour to record the identity and fingerprints of those who are deported. ¹⁹
- **Inspectorate:** an immigration officer may obtain a warrant (issued by a local Magistrate and valid for one month) to (a) enter or search any premises for a person or thing including the power to apprehend an illegal foreigner and to seize and remove documentation or anything else. A warrant is unnecessary if the 'person who is competent to do so' consents to the entry and search or the officer believes that a warrant would have been issued but there is an unavoidable delay in obtaining it Section 33(5). In practice, the South African Police Services have largely assumed responsibility for the identification and arrest of irregular migrants.²⁰ Arrests are regularly reported along with murders, crimes, rapes and so on in crime-fighting statistics. Major national crime-fighting operations invariably result in the arrest of significant numbers of irregular migrants as their primary outcome.
- **Arrest and Detention:** without need for a warrant, an immigration officer may arrest an illegal foreigner or cause him or her to be arrested, and shall deport him or her or cause him or her to be deported and may, pending his or her deportation, detain him or her or cause him or her to be detained in a manner and at the place under the control or administration of the Department determined by the Director-General of Home Affairs. The section also details

procedures for appeal and the allowable length of detention (up to 90 days) prior to deportation. Section 34(5) provides that anyone who is deported and then returns in irregular status or fails to comply with a deportation order is liable on conviction to a fine or to imprisonment for a period not exceeding 12 months (Section 34). In 2011, the law changed so that those who overstay their permit/visa can be declared undesirable and face not being allowed back into South Africa for as many as 5 years.

- **Irregular Employment:** no-one is permitted to employ an 'illegal foreigner' and must make a good faith effort to identify the citizenship and residence status of any prospective employee. Any illegal foreigner found on an employer's premises is deemed to be employed by the employer unless they can prove the contrary (Section 38).
- **Learning Institutions:** are prohibited from knowingly offering learning or training to an 'illegal foreigner' (Section 38(1)).
- **Accommodation:** any establishment offering overnight accommodation must make a good faith effort to ascertain the citizenship and residence status of all guests and report any discrepancies to the Department on a prescribed form (Section 38(2))
- **Other Institutions:** prescribed institutions or persons other than organs of State may be required by regulation to endeavour to ascertain the status or citizenship of the persons with whom they enter into commercial transactions and are required to report to the Department any illegal foreigner or any person whose status or citizenship could not be ascertained (Section 45). Regulation 45 clarifies that the onus to report is on (a) banking and other financial institutions, including micro financiers; (b) estate agents and insurance brokers; (c) private hospitals and clinics; and (d) employment agencies and covers commercial transactions, loans and bonds, money transfers and the opening of accounts (for a), purchase, sale, leasing or renting of fixed property and purchase of insurance policies of any nature (for b), when admitting or registering a patient except in emergencies (for c); and when approached by, or referring, a work seeker (for d). Reporting of illegal foreigners to be in writing or in the interim verbally.
- **Criminal Offences:** these sections detail a range of offences and punishments (fines and imprisonment) including for (a) entering or remaining in the Republic in contravention of the (2) knowingly assisting a person to enter the Republic in contravention of the Act; (3) knowingly employing an illegal foreigner or a foreigner in violation of the Act (liable on conviction to a fine or to imprisonment of up to one year); (4) intentionally facilitating an illegal foreigner to receive public services to which they are not entitled (Section 49).
- **Administrative Offences:** any foreigner who leaves the Republic after the expiry of his or her permit is liable to an administrative fine of a prescribed amount not exceeding R3000 to be imposed on detection of the overstay (Section 50).

3.3 Employment Services Act (ESA) (2014) ²¹

- The Department of Employment & Labour (DEL) works with DHA to supervise the employment of non-citizens in South Africa, using the provisions (Sections 8 and 9) of the Employment Services Act (2014). Introduced on 7 April 2014, this law seeks to 'facilitate the employment of foreign nationals in the South African economy where their contribution is needed' using fair labour practices, without adverse impacts on the 'rights and expectations of South African workers' and to 'promote the training of South African citizens and permanent residents'.

- The Act permits DEL to establish additional regulations and requirements for the management of labour migration in consultation with the Employment Services Board consistent with the provisions of the Immigration Act (2002). Contemplated measures include: (a) Employers satisfying themselves that there are no other persons in the Republic with suitable skills to fill a vacancy, before recruiting a foreign national; (b) Employers may make use of public employment services or private employment agencies to assist the employers to recruit a suitable employee who is a South African citizen or permanent resident; and (c) Preparation of a skills transfer plan by employers in respect of any position in which a foreign national is employed.
- Proposed revisions to the Act released in 2018 included extra conditions on employers seeking corporate visas would need to include details for the transfer of skills in migrants' employment contracts and the plan would affect all (junior, middle, senior and top) management placement categories.²² Skills transfer plans would additionally have to be monitored regularly, annual reports published on it, and provided to the DEL.

3.4 Refugees Act 130 of 1998 (as amended in 2002, 2008, 2011, 2015, 2017, 2020) ²³

- The Refugees Act gives effect to relevant international (UN and AU) legal instruments and standards relating to refugees including providing for the reception of asylum-seekers and regulating applications for the recognition of refugee status. The most relevant sections from the point of view of administrative data on labour migration are Sections 21, 22 and Sections 24. There are two reasons for this: (a) many asylum-seekers and refugees are unable to secure formal sector jobs and instead are employed or self-employed in the urban informal sector; and (b) because of the difficulty of obtaining work permits for unskilled and semi-skilled work, labour migrants have utilized the asylum-seeker process to enter, remain and work in South Africa. Government refers to these as "bogus refugees" and claims that 90% of claims are bogus. Recent amendments are designed to make it harder for labour migrants to acquire asylum-seeker permits and to work as part of a more general strategy to make South Africa an undesirable destination.

Section 21 lays out the procedure for making applications for asylum at Refugee Reception Offices and specifies that no proceedings may be instituted against an applicant for unlawful entry or presence in the country.

Section 22 establishes procedures for issuing asylum-seeker permits (so-called Section 22 permits) by Refugee Reception Centres. The right to work while waiting for a refugee determination hearing is not enshrined in the Act but a Supreme Court judgement in 2003 extended the right work and study to all asylum-seekers.²⁴ Regulation 32 of the Immigration Act empowers immigration officers to issue an asylum permit in terms of section 23 of the Act to a bona fide asylum seeker at a port of entry, to enable such an asylum seeker to report to a Refugee Reception Office in terms of the Refugees Act within a period of 14 days.

- The 2017 and 2020 Amendments curtailed the right to work by rescinding the automatic right to work and study while waiting for the outcome of the asylum application. The right would only be 'endorsed' on a Section 22 asylum visa following an assessment process to determine if the applicant can support themselves in any way. If not, the right to work could be endorsed but requires the asylum-seeker to furnish the Department with a Letter of Employment or Enrolment in an Educational Institution. The Amendments also allow for barring asylum-seekers from working in certain sectors of the economy. Since employers

are hesitant to provide written undertakings, asylum-seekers will be pushed towards irregular employment. To date, however, these provisions have not been fully implemented. In justifying the new restrictions, officials claimed that 90% of applications for asylum were from economic migrants.

Section 24 on decisions regarding applications for asylum lays out the responsibilities of Refugee Status Determination Officers (Home Affairs officials in practice) and the acceptance or rejection of asylum-applications. Those whose applications are approved are issued with Refugee Permits (so called Section 24 permits).

Section 27 specifies the rights of refugees including the right to apply for permanent residence after 5 years' continuous residence in South Africa. This has now been extended to 10 years.

3.5 Protection of Personal Information Act (POPIA), Act 4 of 2013

- First created in late 2013, many aspects of this law finally came into effect in mid-2020.²⁵ This law provides the frameworks, conditions and procedures for the protection of data and personal information of individuals.²⁶ The key requirements of this Act which needed to be fulfilled by public and private companies by 1 July 2021 (or as soon as possible) include the appointment of an Information Officer, developing a compliance framework, setting up of internal practices along with satisfactory systems to process requests for personal information, and holding of information sessions for employees on POPIA. Private entities handling any form of personal information are now required to receive prior approval from POPIA's Information Regulator if they intend to process information involving unique identifiers of individuals for purposes other than those intended at collection and if it is linked with other details handled by another group/company/institution.²⁷ Unique identifiers include identity numbers, student numbers, employee numbers, bank account numbers, telephone or cell phone numbers, policy numbers, among others.

3.6 New Policy Developments

3.6.1 White Paper on International Migration

- Since 1994, South Africa has released two white papers on international migration. The legal framework outlined above gives effect to the 1999 White Paper on International Migration.²⁸ In 2015, the Minister of Home Affairs instituted a policy review process with a view to developing a new immigration policy and a new unified Immigration and Refugee Act. The outcome was the 2017 White Paper on International Migration to South Africa.²⁹ The White Paper underscores that migration policy is not adequately connected with skills growth and investment priorities of South Africa and proposed measures to address these gaps, including a points-based system likely combined with critical skills lists or quotas.³⁰ To date, some of the proposals have been incorporated into amendments to existing legislation. If fully implemented, the provisions of the White Paper would require, a major overhaul of the Immigration and Refugees Acts and a significant change in the nature and scope of the administrative data on labour migration collected by Government.³¹

3.6.2 Inter-Ministerial Committee (IMC) on Migration and Labour³²

- The South African Cabinet established the IMC in 2020 convened by the Minister of

Employment and Labour and co-chaired by the Minister of Home Affairs with a Technical Committee of Directors-General. President Ramaphosa told Parliament that the IMC would respond to the “frustrations of South Africans at the violation of immigration laws and other regulations that employ foreign nationals illegally and that the IMC would review decisions on special dispensation permits, amendments to the Immigration and Employment Services Act and Labour Migration Management.” The IMC would also ensure that the approach to employing foreign nationals is focused on scarce and critical skills needed to grow the economy.

3.6.3 Draft National Labour Migration Policy

- All SADC countries have committed to the development of a National Labour Migration Policy (NLMP) and a number have already done so. In South Africa, the blueprint for NLMP was created in 2016 and the new NLMP will constitute a sub-theme of the National Employment Policy.³³ The draft policy was released in February 2022. A draft Employment Services Amendment Bill is also being prepared to incorporate changes contained in the Draft National Labour Migration Policy.³⁴

3.6.4 Border Management Authority (BMA)

The BMA is in the process of being established following passage of the Border Management Authority Act 2 in July 2020.³⁵ It will enable the relevant departments in the border environment to coordinate the delivery of their mandates. These departments include the DHA, SAPS, SANDF, SARS, Health and Agriculture. The BMA will implement their respective mandates as a single, integrated organisation covering both the border line and PoEs. Until 2023, the BMA will be incubated in DHA as one of its branches.

4

ADMINISTRATIVE DATA SYSTEMS

With the growing use of online and electronic management systems for completing procedural requirements and ease of storing vast quantities of related information/records by public and private institutions, the possibilities of locating additional data on migration and migrants has increased. In South Africa, these systems are scattered among different departments and generally not linked and do not communicate directly to exchange data. Since it is the main department responsible for immigration, DHA holds the largest set of labour migration-related administrative data through its various administrative procedures and processes. This section provides an audit of the major administrative data systems, summarizes plans to integrate these into a single data platform and provides examples of data usage from the different data systems in the public domain.

4.1 Department of Home Affairs (DHA)

DHA's self-assessment lays out the various functions and operations machinery of the Department and the transactional spaces which generate administrative data, increasingly in digital format (Table 3).

Table 3: Operating Structure of Department of Home Affairs ³⁶

| Element of the current operation model | Quantity/status | Notes |
|---|---|--|
| National department with operations in all nine provinces and abroad Provinces are headed by provincial managers (Chief directors) | | |
| Front line offices, visited by clients who are served at counters and at booths for digital services | 214 Non-digital | Provincial, large, medium and small offices with municipal boundaries. Almost all offices are rented and many cannot be digested because broadband is not available. Digital services will soon include registering births, marriages and deaths |
| | 198 Partly-digital | |
| Bank branches hosting DHA service points using and online e-home affairs | 14 | Clients of banks apply, pay and make booking online for IDs and passports |
| Health facilities connected for birth and death registration | 391 | Served mainly by part-time staff based in front line offices |
| Old mobile units, have been used to extend our footprints and for outreach programmes | 57 | All are being converted into digital mobile units or small offices |
| New and refurbished mobile units with digital systems | 79 | Acquisition in batches to be complete by March 2019 |
| Designated ports of entry (PoEs) | 72 | Air, land and sea |
| DHA represented abroad at South African missions | 30 | In other missions the work is delegated to department of international relations and Cooperation (Dirco) officials |
| Refugee Reception Centers | 3 35 377 | Mostly process asylum seekers, over90% of whom are economic migrants Asylum seekers registered January to December 2016 |
| Premium visa and permit centre | 4 | One-stop centres aimed at business people; in partnership with development corporations and a visa facilitation company |
| Lindela Repatriation Centre | 1 23 004 | For persons awaiting deportation Deportations in 2016/17 financial year |
| Total staff complement 2016/17 financial year | 9 623 | About 63% of levels 6-8%; with matric as the highest qualification |
| Total volume of old green ID books Issued ID(2016/17) | 185 916 1st issue 142 318 re-issue | New issues plus replacements. The highest priority for services and security is the complete replacement of the old green ID book with smart ID cards |
| Smart Id cards issued to end March 2018 | 9 646 763 | The aim is to replace all old cards with the much more secure smart ID cards |
| Total volume – passports (2016/17) | 775 806 | All issues of machine-readable passports |
| Total birth registerd (2016/17) | 745 204 | Birth of citizens with 30 days, as legally required |
| Critical Skills visas | 5 935 | Adjudicated within 4 weeks |
| Business and general work visas | 1 572 | Adjudicated within 8 weeks |
| Permanent residence permits | 7 810 | Adjudicated within 8 months |

The DHA has several core IT systems to record, store and process biographic and biometric data of citizens and non-citizens. These systems store data in different ways, are generally not linked, and do not communicate directly to exchange data.³⁷ In addition, some processes are still paper-based increasing the risk of data entry errors. In order to assess the potential and challenges of using administrative data for labour migration management, we found it necessary to identify and expand on the function and potential of the six different IT systems. We also comment briefly below on progress of planning to combine these systems into a single integrated system, the National Identification System (or NIS):

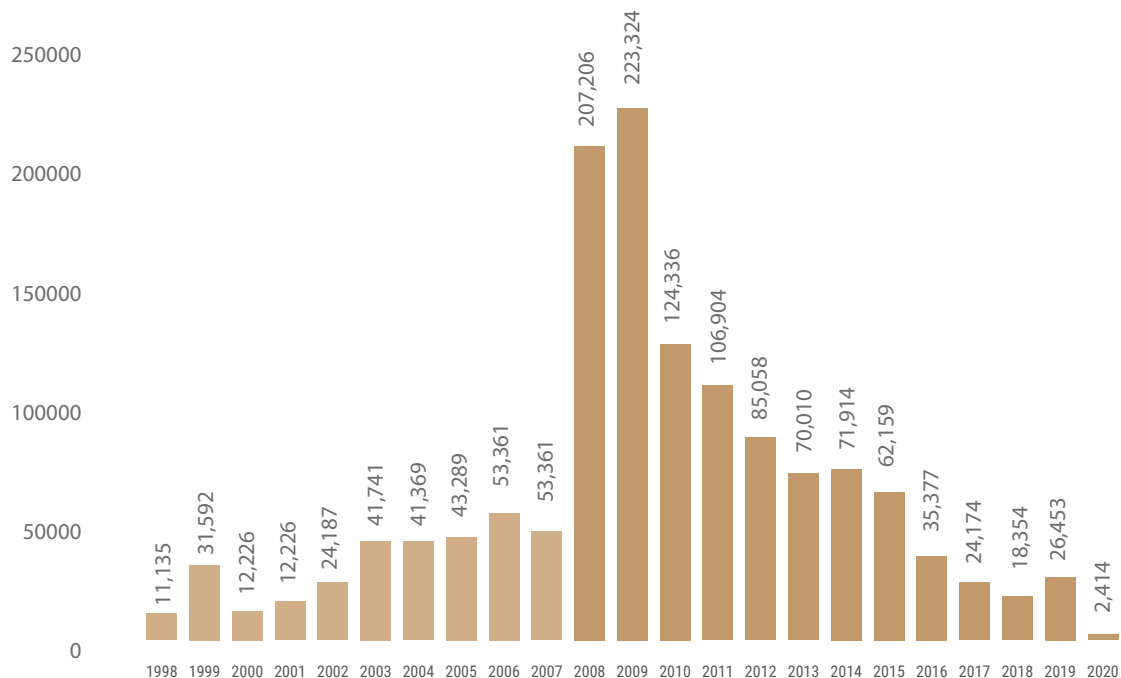
- National Population Register (NPR)
- National Immigration Information System (NIIS)
- Movement Control System (MCS) and the Enhanced Movement Control System (EMCS)
- Visa Adjudication System (VAS)
- Visa System
- Home Affairs National Identity System (HANIS)

4.1.1 National Population Register (NPR): records, stores and processes citizen and permanent resident biographic data, and contains limited biographic data for refugees. South Africa's NPR was created using the provisions of the Identification Act (1997) and Section 11 provides that changes in place of residence and postal address must be reported to DHA and also documented in the Register.³⁸ Maintained by DHA, the electronic register contains (a) records of South Africans from the civic registration system, including biographic data, such as birth, marriage, death, citizenship, travel documents and change of gender identity, along with biometric information; and (b) data on non-South Africans granted permanent residence under the Immigration Act (2002) and Refugees Act (1998).³⁹

Population Registers have been highlighted as under-used sources of data on migration.⁴⁰ A UN ESCAP Statistics Brief notes, for example, that population registers can be used for estimating migration flows, especially when there are requirements to register migration and document changes in residence.⁴¹ The NPR has some limitations for migration statistics, since it does not document all residents and the entire general population of South Africa. It contains limited data on persons who were not born in South Africa and are not citizens or permanent residents. Another notable omission is the exclusion of births in migrant households and to migrant parents who do not qualify for citizenship in South Africa.⁴²

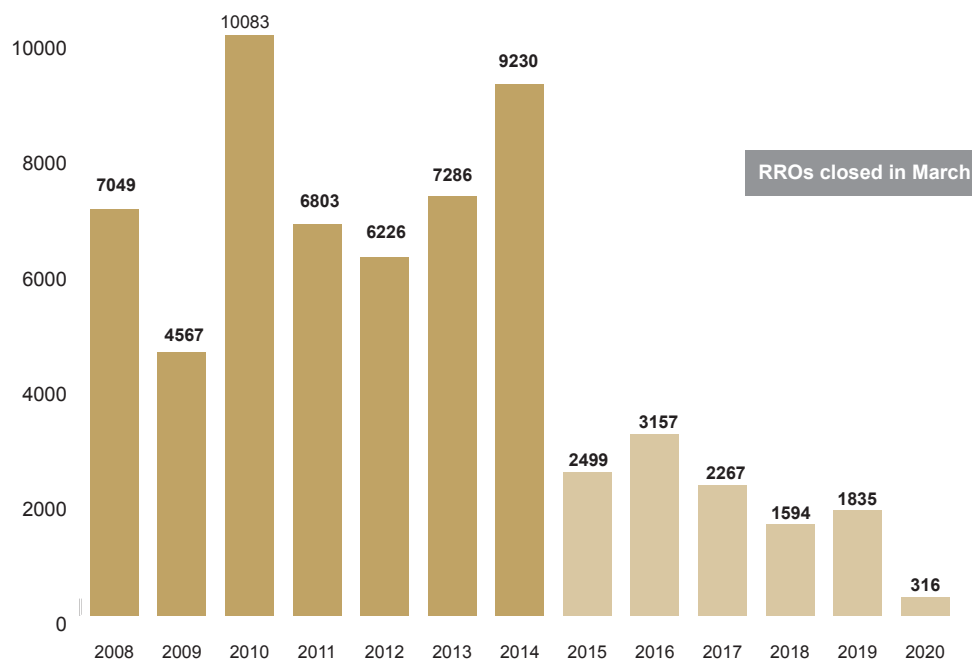
4.1.2 National Immigration Information System (NIIS): is used to record, store and process biographic, biometric and supporting data of refugees and asylum seekers collected by DHA. NIIS has various modules including pre-screening, registration, refugee status determination, appeal and review, refugee identity documentation, data and report management. Used to register and process asylum-seekers until their cases are adjudicated and is thus a repository of information on asylum seekers (Section 22 permit-holders) until their cases are adjudicated. The NIIS is a useful source of administrative data on asylum-seekers (Section 22 holders) and refugees (Section 24 holders) and is shared annually with the UNHCR. The database holds detailed information on genuine asylum-seekers (as defined by the UN and AU conventions) as well as irregular economic migrants accessing the South African labour market through the asylum system. While it is obviously not easy to separate the two (and the adjudication system is so backlogged and inefficient which does not help), in practice many Section 22 (and Section 24) visa holders are employed or self-employed in the informal sector. NIIS data will not capture all migrant participants in the informal sector, but would allow a sizable sub-sample. For example, Figures 1 and 2 show NIIS data for Section 22 and Section 24 permits from 2008 (at the height of the influx of migrants from Zimbabwe) through to the COVID pandemic in 2020. Open access disaggregated data by country of origin is available in the UNHCR Refugee Data Finder database.⁴³

Figure 1: Number of Applications for Asylum-Seeker (Section 22) Permits, 1998-2020



Source: Courtesy of Department of Home Affairs

Figure 2: Number of Refugee (Section 24) Permits Granted, 2008-2020



Source: Courtesy of Department of Home Affairs

4.1.3 Movement Control System (MCS) and Enhanced Movement Control Systems (EMCS):

are used to record and store the movement data of people across South African ports of entry. DHA has operated a computerized Movement Control System at most air and land border posts since 1990. In 2014, it launched a pilot Biometric Programme at four international airports. According to DHA, the benefits of this biometric Enhanced Movement Control System include improved capacity to capture travellers' biometrics in addition to normal scanning of passports. EMCS was later extended to all official land border crossings.

Data collected at ports of entry and exit are most-often cited as the key administrative data source for labour migration study.⁴⁴ The potential of this underutilised data source in South Africa is considerable. Some of the aggregated data from the MCS and EMCS are used to compile the monthly Tourism and Migration Bulletin published by Statistics South Africa.⁴⁵ This system could also be used to generate data on visitor's permit overstays, a major conduit for irregular migrants to enter and stay in South Africa beyond the allowable 90 days.

As an example of MCS and EMCS data use, we have extracted data from the Statistics South Africa reports for the period 2000-2020. Table 4 shows the total number of arrivals processed at South African border posts at five-year intervals between 2000 and 2020 and clearly shows a pattern of greatly increased intra-regional mobility prior to 2020. The total number of arrivals from other SADC countries rose from 4.3 million in 2000 to 12.2 million in 2015. The increase was particularly large in the case of Lesotho (1.6 million to 3.4 million), Mozambique (498,000 to 2 million) and Zimbabwe (477,000 to 3.3 million). However, every SADC country shows increased flow to South Africa. Also of note is the increased flow from other regions of Africa although it is clear that intra-regional mobility continues to predominate (from 66,000 in 2000 to 205,000 in 2015). The dramatic fall to just over 3.8 million in 2020 (lower than in 2000) is entirely a product of COVID-19 pandemic restrictions on cross-border mobility.

Table 4: Total Arrivals in South Africa from Other African Countries, 2000-2020

| | 2000 | 2005 | 2010 | 2015 | 2020 |
|------------|-----------|-----------|-----------|------------|-----------|
| SADC | | | | | |
| Angola | 28,281 | 28,552 | 40,764 | 53,213 | 16,913 |
| Botswana | 563,365 | 798,576 | 833,421 | 1,139,370 | 277,167 |
| Comoros | 291 | 244 | 245 | 231 | 179 |
| DRC | 2,437 | 16,059 | 33,101 | 33,683 | 10,363 |
| Eswatini | 742,621 | 911,866 | 1,045,418 | 1,649,731 | 470,993 |
| Lesotho | 1,559,422 | 1,693,272 | 2,696,212 | 3,369,272 | 1,029,654 |
| Madagascar | 1,326 | 1,953 | 3,446 | 3,262 | 1,026 |
| Malawi | 70,732 | 107,238 | 137,882 | 153,978 | 63,412 |
| Mauritius | 12,042 | 14,146 | 20,128 | 20,480 | 5,556 |
| Mozambique | 497,526 | 648,288 | 1,333,355 | 1,988,328 | 628,170 |
| Namibia | 206,022 | 220,000 | 227,740 | 274,073 | 90,529 |
| Tanzania | 7,529 | 12,165 | 22,285 | 42,198 | 12,898 |
| Seychelles | 1,473 | 2,242 | 3,161 | 6,615 | 1,406 |
| Zambia | 75,882 | 128,344 | 123,797 | 183,284 | 71,430 |
| Zimbabwe | 477,380 | 782,547 | 2,108,896 | 3,313,649 | 1,062,522 |
| Sub-Total | 4,246,329 | 5,365,492 | 8,679,801 | 12,231,337 | 3,742,218 |

| | | | | | |
|------------------|------------------|------------------|------------------|-------------------|------------------|
| Other Africa | | | | | |
| East & Central | | | 88,432 | 80,160 | 21,178 |
| West | | | 90,419 | 105,912 | 22,940 |
| North | | | 18,292 | 18,629 | 5,977 |
| Sub-Total | 65,799 | 104,161 | 197,143 | 204,701 | 50,095 |
| TOTAL | 4,312,128 | 5,469,653 | 8,867,944 | 12,436,038 | 3,792,313 |

Source: MCS and EMCS Data from STATS SA

Table 5 shows the numbers of arrivals for work. Here, there was an overall increase from 13,000 in 2000 to 145,000 in 2015. The largest jump is amongst Zimbabweans with an increase from 3,000 to 92,000. However, arrivals for work actually increased in 2020, in contrast to the dramatic overall decline in arrivals. The reason may be related to the fact that “essential workers” continued to cross land borders. More expected is the decline in work-related entry from the rest of Africa from 14,000 in 2015 to 3,000 in 2020.

Table 5: Work-Related Arrivals in South Africa from Other African Countries, 2000-2020

| | 2000* | 2005** | 2010 | 2015 | 2020 |
|------------------|---------------|---------------|---------------|----------------|----------------|
| SADC | | | | | |
| Angola | 44 | 714 | 1,207 | 2,017 | 293 |
| Botswana | 1,744 | 2,452 | 3,493 | 6,081 | 9,486 |
| Comoros | 19 | 8 | 14 | 14 | 3 |
| DRC | 92 | 617 | 1,002 | 2,122 | 377 |
| Eswatini | 1,103 | 1,656 | 7,371 | 5,511 | 27,205 |
| Lesotho | 3,346 | 10,069 | 17,106 | 9,491 | 33,698 |
| Madagascar | 90 | 121 | 235 | 295 | 233 |
| Malawi | 332 | 584 | 820 | 2,747 | 1,151 |
| Mauritius | 371 | 182 | 313 | 563 | 213 |
| Mozambique | 1,603 | 1,746 | 3,765 | 3,198 | 9,424 |
| Namibia | 599 | 742 | 1,043 | 1,058 | 3,067 |
| Tanzania | 210 | 400 | 438 | 767 | 238 |
| Seychelles | 29 | 24 | 44 | 67 | 17 |
| Zambia | 747 | 1,135 | 1,482 | 4,398 | 3,464 |
| Zimbabwe | 2,863 | 7,841 | 22,856 | 91,722 | 63,966 |
| Total SADC | 13,192 | 28,291 | 61,073 | 130,566 | 152,835 |
| Other Africa | | | | | |
| East & Central | | | 4,442 | 5,692 | 1,261 |
| West | | | 5,011 | 6,852 | 1,293 |
| North | | | 1,078 | 1,626 | 416 |
| Sub-Total | 4,370 | 6,577 | 10,531 | 14,170 | 2,970 |
| TOTAL | 17,562 | 34,868 | 71,604 | 144,706 | 155,805 |

*Excludes 59,278 recorded contract workers

**Excludes 54,889 recorded contract workers

Source: MCS and EMCS data from STATS SA

4.1.4 Visa Adjudication System (VAS): is used to record, store and process biographic data and supporting documents of applicants for temporary and permanent residence permits and categories of work visa. Since 2014, DHA has outsourced some of its functions related to visa services to VFS Global, a private company offering visa, passport and consular services for its client governments.⁴⁶ Tables 6 and 7 show data from the VFS System for work-related visas and permanent residence permits issued between mid-June 2014 and end-December 2016.

Table 6: Temporary Work Visas Issued

| Type | Immigration Act Section | No. June 2014 to January 2016 | % |
|-----------------|-------------------------|-------------------------------|--------------|
| Work-Related | | | |
| Study | 13 | 22,074 | 49.8 |
| General Work | 19(2) | 11,582 | 26.2 |
| Critical Skills | 19(1) | 7,195 | 16.2 |
| Work | 19(2) | 1,971 | 4.4 |
| Business | 15 | 1,530 | 3.4 |
| Total | | 44,352 | 100.0 |

Source: VFS Global

Table 7: Permanent Residence Permits Issued

| Type | Immigration Act Section | No. June 2014 to January 2016 | % |
|-------------------------|-------------------------|-------------------------------|--------------|
| Spouse | 26(b) | 15,965 | 34.6 |
| Dependent (Child) | 26(c) | 8,319 | 18.0 |
| Worker | 26(a) | 8,315 | 18.0 |
| Extraordinary Skills | 27(b) | 4,257 | 9.2 |
| Relative | 27(g) | 2,853 | 6.2 |
| Refugee | 27(d) | 1,929 | 4.2 |
| Business | 27(c) | 1,453 | 3.2 |
| Retiree | 27(e) | 1,231 | 2.7 |
| Dependent (Adult) | 26(d) | 999 | 2.2 |
| Worker | 27(a) | 583 | 1.3 |
| Financially Independent | 27(f) | 196 | 0.4 |
| Total | | 46,100 | 100.0 |

Source: VFS Global

4.1.5 Visa System: is used to record, store, and process biographic data of people who apply for South African visas at South African missions abroad (Table 8). Visitors to South Africa must obtain a visa from one of the South African diplomatic missions unless they come from one of the visa-exempt countries, in which case they get a “Port of Entry Visa.” All visa applications are referred for approval to the DHA in Pretoria. Most visas are for temporary visits and do not permit the holder to work. The South African Government announced that an e-Visa system would be introduced in 2022.⁴⁷ The e-VISA System should reduce turnaround time in future. The online application will eliminate the need to go in person to a mission to apply.

Table 8: Visas Issued for Temporary (Non-Work) Residence, June 2014 to January 2016

| Type | Immigration Act Section | No. Issued |
|------------------------------|-------------------------|------------|
| Relatives Visa (Spouse) | | 28,608 |
| Visitors Visa | 11(1) | 16,632 |
| Visitors Visa | 11(6) | 11,221 |
| Visitors Visa | 11(1)(b)(iv) | 5,226 |
| Relatives Visa (Minor Child) | | 4,668 |
| Visitors Visa | 11(1) (b) (ii) | 3,283 |
| Visitors Visa | 11(2) | 2,217 |
| Relatives Visa (Adult Child) | | 1,878 |
| Medical Treatment | 17 | 1,806 |
| Retired Person Visa | 20 | 1,346 |

Source: VFS Global

On entry to South Africa, all visa-holders are captured by the MCS and EMCS. Work-related visa holders are also captured in the VAS.

4.1.6 Home Affairs National Identity System (HANIS): was first introduced in 1999 and is used to store and process the biometric data of citizens and non-citizens (including refugees, asylum seekers, ‘illegal foreign nationals’ and permanent residents).⁴⁸ This system is in the process of being replaced by the Automated Biometric Identification System (Abis), which will process and store biometric data of all persons, citizens and noncitizens.⁴⁹

Within DHA there is a Deportations Directorate as part of Immigration Services overseen by the Director: Deportations in Home Affairs. This Directorate manages the controversial Lindela Repatriation Centre, a holding facility for arrested irregular migrants pending deportation (owned and run until 2019 by the liquidated Bosasa company).⁵⁰ Administrative data on detainees is stored in HANIS. Data on deportations in HANIS has been used in the past to generate summary statistics on deportations for DHA Annual Reports. Breakdowns by country of deportation citizenship have been provided in the past. Deportations are a rough indicator of the extent of irregular migration although the actual numbers deported also depends on the intensity of policing and the cost of deportations. The numbers have clearly declined over the last decade (Table 9) although the reasons for the drop are unclear. The vast majority of deportations (99%) are to other SADC countries.

Table 9: Deportations from South Africa to Other SADC Countries, 2008-2016 ⁵¹

| | 2008 | 2009 | 2010 | 2011 | 2012 | 2013 | 2014 | 2015 | 2016 | Total |
|------------|---------|---------|--------|--------|---------|---------|--------|--------|--------|---------|
| Angola | 79 | 57 | 38 | 24 | 100 | 25 | | | | 323 |
| Botswana | 24 | 19 | 15 | 15 | 5 | 14 | | | | 92 |
| DRC | 246 | 291 | 144 | 84 | 218 | 50 | 86 | 40 | 63 | 1,222 |
| Lesotho | 12,606 | 14,988 | 16,688 | 30,748 | 26,961 | 21,339 | 14,138 | 7,926 | 1,050 | 149,464 |
| Malawi | 5,259 | 6,567 | 4,698 | 5,584 | 8,255 | 5,740 | 6,823 | 3,907 | 844 | 47,677 |
| Mozambique | 96,826 | 38,940 | 26,040 | 14,107 | 23,651 | 46,273 | 48,603 | 12,534 | 12,213 | 319,187 |
| Namibia | 32 | 61 | 39 | 28 | 34 | 33 | | | | 227 |
| Swaziland | 3,086 | 6,597 | 2,016 | 2,072 | 2,262 | 3,089 | 1,957 | 896 | 955 | 22,930 |
| Tanzania | 613 | 611 | 553 | 676 | 1,307 | 657 | 464 | 418 | 264 | 5,563 |
| Zambia | 144 | 77 | 76 | 56 | 81 | 46 | | | | 480 |
| Zimbabwe | 167,692 | 35,693 | 4,805 | 10,100 | 38,987 | 35,251 | 18,356 | 11,265 | 7,434 | 329,583 |
| Total SADC | 286,107 | 102,901 | 55,112 | 63,494 | 101,861 | 112,517 | 90,427 | 36,986 | 22,823 | 876,748 |
| Total | 288,836 | 105,960 | 56,793 | 65,383 | 103,259 | 113,554 | 91,508 | 37,681 | 23,454 | 886,428 |
| % SADC | 99.1 | 97.1 | 96.7 | 97.1 | 98.6 | 99.1 | 98.8 | 98.2 | 97.3 | 98.9 |

Source: Data from DHA. Total deportations for subsequent years were 14,428 (2017), 23,525 (2018), 26,912 (2019), 17,743 (2020) and 15,148 (2021) ⁵²

4.1.7 National Identification System (NIS): Plans are underway to create a new integrated digital platform involving comprehensive and connected systems, which will incorporate selected data from DHA's different systems.⁵³ Governed by a new Population Register Act (replacing the current Identification Act, 1997),⁵⁴ this National Identity System (NIS) will include two distinctive registers, civic status and ID of all citizens and persons in South Africa and a second register of immigration and ID of all non-South Africans.⁵⁵ The latest plans are laid out in the Draft Official Identity Management Policy dated 22 December 2020.⁵⁶ NIS would consolidate the data stored in the existing systems and provide a single integrated comprehensive and connected system, which will incorporate data from the existing systems. Because South Africa's identity management systems are not integrated and interoperable with those of other African countries, cross-border integration and interoperability is one element of the NIS plan. The NIS was originally scheduled to launch in 2024 but there is currently no scope in the DHA budget to fund this multi-million Rand project which has not moved beyond the tender stage.

Although the implementation of the NIS would change the digital landscape and enhance the use and accessibility of labour migration-data by government as a whole, this appears to be some way off.

Figure 3: New Population Register Supported by National Identity System⁵⁷

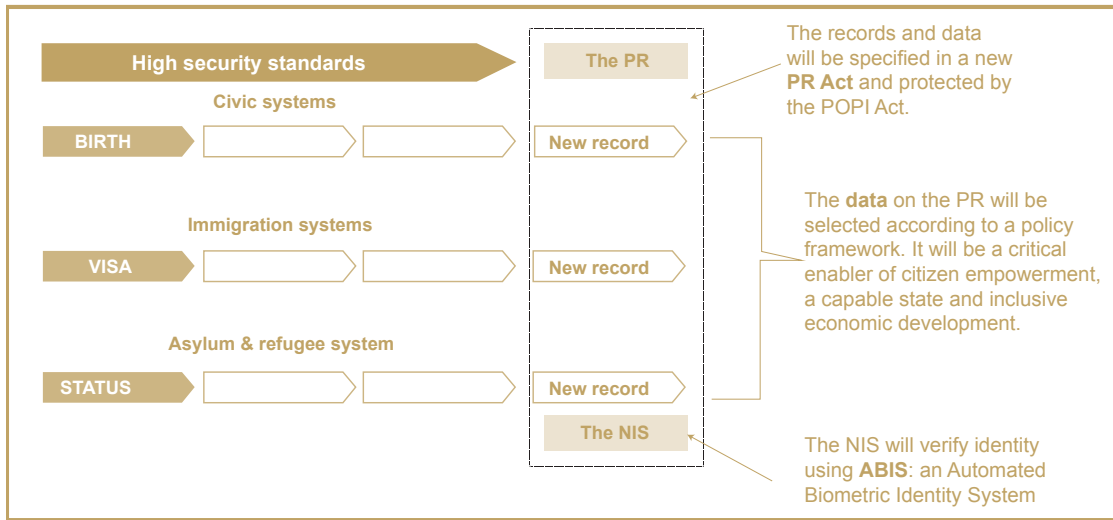
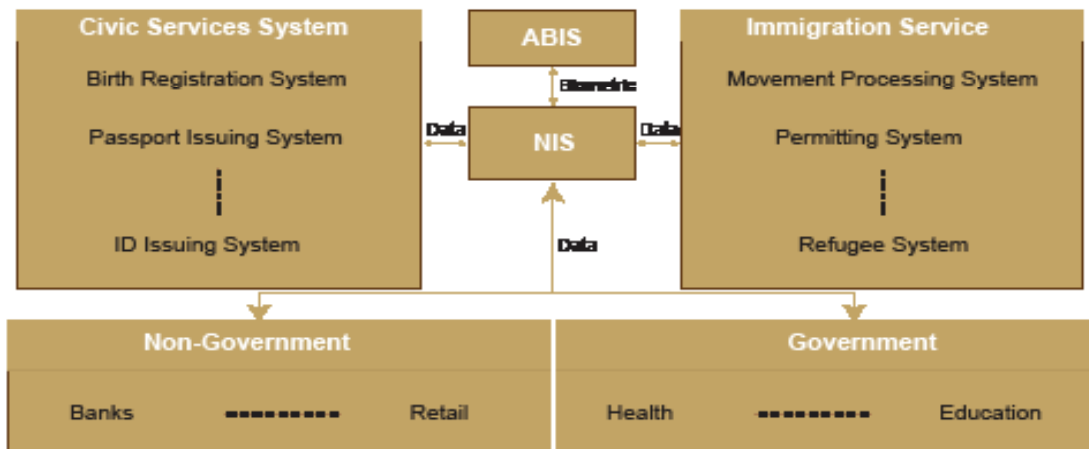


Figure 4: Proposed NIS Interface Platform⁵⁸



4.1.8 Regularization Data: Section 31(2)(b) of the Immigration Act allows the Minister of Home Affairs to grant “a category of foreigners the rights of permanent residence for a specified or unspecified period when special circumstances exist which justify such a decision.”⁶⁹ Since the end of apartheid nearly half a million migrants have acquired temporary residence or permanent residence in South Africa under various amnesty, regularization or dispensation programmes. Amnesty programmes in the 1990s aimed to correct apartheid legacies and provided permanent residence in South Africa to 50,000 migrant gold miners, 125,000 irregular SADC migrants and 100,000 Mozambican ex-refugees.⁶⁰

In the last decade, special dispensation programmes have aimed to regularize or modify migrant status in South Africa by taking into account the “exceptional” or “special circumstances” of specific migrant groups but have excluded participants from eligibility for permanent residence.⁶¹ These programmes have played a significant role in augmenting the legal, though temporary, migrant labour force in South Africa across a whole variety of economic sectors. According to the latest data, active special permit holders include 1,686 Angolans, 25,382 Lesotho citizens and 178,615 Zimbabweans.⁶²

Zimbabwean Migrants: In response to the large-scale influx of Zimbabwean migrants after 2005, and the large number of labour migrants who were given asylum-seeker permits (thus overwhelming the refugee adjudication system), DHA introduced the Documentation of Zimbabweans Project (DZP) to regularize the status of irregular Zimbabwean migrants and asylum-permit holders.⁶³ Nearly 300,000 Zimbabweans applied and 245,000 received Zimbabwean Dispensation Permits (DZPs) granting them temporary residence and the right to work for five years.⁶⁴ In 2017, the programme was renewed as the Zimbabwean Exemption Permit (ZEP) programme with 180,000 successful applicants.⁶⁵ Following representations, 180,188 Zimbabweans applied under this programme for permits ending in December 2021. The ZEP programme has recently been extended until 31 December 2022.⁶⁶

Basotho (Lesotho) Migrants. The Lesotho Special Permit (LSP) programme was introduced in 2015 to regularize the status of irregular Basotho migrants working, studying or running businesses in South Africa.⁶⁷ The Lesotho programme was outsourced to VFS for online applications. A total of 94,941 LSPs were issued, although there were 158, 834 inquiries and 135,370 positive verifications by DHA.⁶⁸ The Lesotho Exemption Permit Dispensation (LEP) replaced LSP in 2019 and was only open to LSP-holders.⁶⁹ The current LEP permit expires on 31 December 2023.

Angolan Refugees. Following UNHCR’s recommendation of cessation of refugee status for Angolans in South Africa, DHA announced a special programme in mid-2013.⁷⁰ Some 2,049 refugees were issued temporary residency visas and Special Permit (ASP) and then Angola Cessation Permits.⁷¹ In August 2021, DHA invited eligible Angolans to apply for the Angolan Exemption Permit (AEP), An estimated 5,000 Angolans may qualify for this program.⁷²

4.2 Department of Employment and Labour (DEL)

4.2.1 Benchmarking Certificates: Procedural requirements for immigration-related processes include certain measures that involve the cooperation of other government departments. For general work visas, business visas and intra-company transfer work visas, the Department of Employment and Labour (DEL) is required to issue benchmarking certificates confirming compliance with certain conditions stipulated in South Africa's immigration law.⁷³ First, the prospective employer has not been able to find a citizen or permanent resident with skills and qualifications matching the applicant, despite thorough efforts to do so. Second, the applicant holds suitable skills and qualifications required for the position. Third, that holders of business visas have fulfilled the key requirement of employing citizens and/or permanent residents as 60 percent of their total staff. To receive the business visa, an individual application has to be accompanied by a letter of recommendation from the Department of Trade, Industry and Competition (DTI) (previously Department of Trade and Industry) supporting the business plan and confirming its potential contribution to South Africa's interests.⁷⁴

4.2.2 Unemployment Insurance Fund (UIF): The UIF offers short-term financial relief to employed persons when they lose their work or are unable to work because of certain circumstances, such as illness, pregnancy, adoption and parental leave.⁷⁵ It also offers financial support to the dependents of a deceased contributor to the fund. UIF has been created under the provisions of the Unemployment Insurance Act, 2001 (the UI Act) and Unemployment Insurance Contributions Act, 2002 (the UIC Act).⁷⁶ According to a recent amendment, documented migrants holding 'identity documents' including immigration documents (refugee permits, asylum-seeker permits and work permits) and valid foreign identity documents such as passports, contributing to UIF through their employers are eligible for this benefit.⁷⁷

4.2.3 Occupational Health and Safety: The occupational health and safety of workers in South Africa are defined by three key pieces of legislation: Occupational Health and Safety Act (OHSA) of 1993⁷⁸ and the Compensation for Occupational Injuries and Diseases Act (COIDA)⁷⁹ under the Department of Employment and Labour, the Mine Health and Safety Act (MHSA) of 1996⁸⁰ under the Department of Mineral Resources and Energy (DMR), and the Occupational Diseases in Mines and Works Act (ODMWA)⁸¹ under the Department of Health. The Compensation Fund (CF) offers financial remuneration for disability, medical conditions and fatalities resulting from occupational injuries and diseases to eligible persons.⁸² Employers are required to register with this fund directly through the Compensation Commissioner of the Compensation Fund or a designated mutual association. Although it is meant to cover all employed persons in South Africa for work-related accidents or health conditions, these provisions exclude domestic workers, informal workers, independent and self-employed persons. These are several key sectors/occupations in which migrants are employed in significant numbers in South Africa.

Migrant workers in the mining sectors are covered by additional programs. Under the terms of the Compensation for Occupational Injuries and Diseases Act (COIDA) and the Occupational Diseases in Mines and Works Act (ODMWA), current and former migrant labour in South Africa's mining sector are eligible for financial compensation for occupational injuries and diseases.⁸³ The Department of Employment and Labour enforces COIDA through the Compensation Fund, along with the Rand Mutual Assurance Company Limited providing occupational injury and disease compensation insurance in the mining industry (under a license granted to it in the provisions of the Act). Records of injuries and fatalities are additionally maintained, especially for the mining sector.⁸⁴

4.3 Department of Higher Education and Training (DHET)

4.3.1 South African Qualifications Authority (SAQA) National Learners' Records Database (NLRD): SAQA is a statutory agency overseen by the Department of Higher Education and Training (DHET).⁸⁵ It was created to carry out the objectives of the National Qualifications Framework (NQF) and also maintains the National Learners' Records Database (NLRD). Operational since 1999, National Learners Records Database (NLRD) is the electronic information management system maintained by SAQA recording skills and qualifications of South Africans and non-South Africans.⁸⁶ LMIP audit of government datasets in 2014 concluded that this database is of sufficiently good quality for ready use. Additional data on skilled migrants from the NLRD can be integrated into the SANSS.

The role of the Foreign Qualifications and Advisory Services division of SAQA is the evaluation of foreign qualifications in terms of the South African National Qualifications Framework (NQF) For all online applications for a Foreign Qualification Evaluation, SAQA uses a two-step evaluation process involving: (a) verifying foreign qualifications by ensuring that issuing bodies are accredited/recognized by their national systems, that qualifications are legitimately issued by those issuing bodies; and that qualifications and awards documents are genuine; and (b) comparing foreign qualifications with South African qualifications to locate them within the South African NQF. ⁸⁷ As of July 2021, SAQA only issues electronic certificates of evaluation at the end of the process. All application data is captured in the NLRD (National Learners' Records Database).

All persons applying for Critical Skills Work Visas and General Work Visas are required to have their qualifications assessed by the South African Qualifications Authority (SAQA).⁸⁸ In the case of the former, written confirmation of these skills must be additionally provided by the appropriate professional body, council or board recognized by SAQA along with proof of registration with this council or board.

Qualified educators from other countries who want to work in South Africa's education sector must have their foreign qualifications assessed and register with the South African Council for Educators (SACE) in order to receive work-related visas.⁸⁹ For employment at public institutions, migrant educators are required to have their qualifications assessed by DHET submitted through the appropriate provincial department or school where they are seeking a position. This assessment is conducted to ensure that their qualifications are consistent with the current minimum requirements in the public sector. Information about migrant teachers employed by state institutions is also captured by PERSAL, the payroll system used by all national and provincial departments in South Africa.

In 2011, there were more than 5,400 foreign teachers work in government schools in South Africa. A total of 3,796 were from Zimbabwe, according to data from the government employee database, PERSAL. Some 500 were from

Ghana, 501 from India and 90 from Namibia. Most taught maths, physical science and technology to pupils from Grade 7 to Grade 12 at schools in Gauteng (1 286), Eastern Cape (975) and Limpopo (934).⁹⁰ Despite the assessment of the South African Council of Educators that more foreign science and maths teachers should be recruited especially for rural schools, in 2015 the Department of Home Affairs removed teaching from the Critical Skills List and stopped issuing or renewing Quota Work Permits for teachers.⁹¹ When the Quota Work Permit expires it cannot be renewed, and the employer has been forced to terminate the employment of teachers or break the law. As a result, the number of migrant teachers in South Africa has declined. In the higher education sector, the number of foreign teaching and research staff reached 1,490 in 2010 of whom 482 were from other SADC countries and 319 were from the Rest of Africa. The number of international students increased from 12,557 in 1994 to 72,457 in 2013.⁹²

The University of South Africa (UNISA) is the largest Open Distance Learning (ODL) institutions in Africa with more than 300,000 registered students. Prinsloo et al. argue that the UNISA database has a massive amount of student data and that "as Unisa increasingly moves into digitised and online learning, the amount of data available, as well as increased analytical capability provides ample foundation for an intensification of data harvesting and analysis efforts."⁹³ The university also has an information-rich alumni database (as do many colleges and universities). This database could be harvested for data on countries of origin of students and alumnae.

4.3.2 Labour Market Intelligence Partnership (LMIP): a national research consortium led by the state-funded Human Sciences Research Council (HSRC) in collaboration with the Department of Higher Education and Training (DHET) conducted a high-level audit of twenty government departments for statistical purposes in 2014.⁹⁴ The core objective was to assess administrative data-sets for skills identification and planning and also to evaluate the quality of these data-sets for generating statistics. The detailed audit also evaluated the technical platforms and data formats available for interfacing and facilitation of data exchange between partner institutions.⁹⁵ Although the exercise was not centered on migration, there are some overlapping and relevant aspects for this study.

4.3.3 Department of Basic Education

4.3.4 South African School Administration and Management System:

In South Africa, many government departments are using electronic systems to perform their core responsibilities and manage their important administrative processes. For example, the Department of Basic Education (DBE) maintains the South African School Administration and Management System (SA-SAMS). SA-SAMS is operated by all schools in the country for their institution's administration and reporting purposes for the National Senior Certificate registration. This system includes records of all learners in South Africa's school system up till grade 12. While the main objective of these systems is unrelated to migration, some of these systems may be able to yield additional data on

adult migrants. The possibility of extracting data on migrant children through SA-SAMS exists, especially since admissions in public schools require migrant parents to provide copies of their immigration documents and birth certificates.⁹⁶

4.3.5 Department of Health South Africa's Constitution provides access to healthcare for all residents irrespective of their immigration status, especially emergency medical treatment.⁹⁷ However, migrants who do not carry South African identity documents are often refused access to treatment at public health facilities and irregular migrants may be reported to immigration authorities.

4.3.6 District Health Management Information Systems (DHMIS). South Africa currently lacks an integrated health information system at the national level although electronic District Health Information Systems (DHIS) have been maintained since 1999.⁹⁸ In July 2011, the District Health Management Information Systems (DHMIS) policy was adopted to ensure uniformity in implementation and use of standardized procedures. Despite some improvements, the quality of data from this system may be uneven across South Africa and there continues to be a reliance on paper records in some health facilities.⁹⁹ Some provinces, such as the Western Cape government have maintained a Provincial Health Data Centre (PHDC) since 2015, which consolidates patient clinical data across public health services in the province using the unique patient identifier in the electronic Patients Master Index (PMI).¹⁰⁰

4.3.7 National Health Information Repository and Data (NHIRD) System. The 2017 White Paper for NHI Policy has recommended the creation of an integrated and enhanced National Health Information Repository and Data (NHIRD) System for the effective management of the NHI fund.¹⁰¹ This NHIRD will extract a subset of data from the National HER (electronic health records). In preparation for NHI implementation, the Health Patient Registration System (HPRS) has developed a Master Patient Index (MPI) using unique identifiers, such as the South African identification number and other official documents such as passports. This system may also weakly record migrants without such documentation.

4.3.8 National Health Insurance (NHI) Fund. South Africa plans to establish a National Health Insurance (NHI) fund and among its many objectives is to maintain "a national database on the demographic and epidemiological profile of the population".¹⁰² According to the National Health Insurance Bill of 2019, asylum claimants and irregular migrants will only have access to emergency medical services and services for medical conditions with public health implications, while children of parents belonging to these two categories will have access to basic healthcare services.¹⁰³ There may be additional registration requirements to participate in this fund.

4.3.9 Compensation Commissioner for Occupational Diseases (CCOD). The Compensation Commissioner for Occupational Diseases in Mines and Works was established by the terms of the Occupational Diseases in Mines and Works Act, No. 78 of 1973. The Occupational Diseases in Mines and Works Act (ODMWA) offers financial remuneration for occupational lung ailments in miners and ex-miners and is administered by the Medical Bureau

for Occupational Diseases (MBOD) and the Department of Health. CCOD holds 400,000 medical records of mine workers.¹⁰⁴ CCOD contains some 1.1 million claimant files and is linked to banks and other social protection funds in South Africa although it is poorly connected to such systems in neighbouring countries. In 2018-19, 15,590 medical examinations were conducted for miners and ex-miners in South Africa and neighbouring sending countries, resulting in 10,305 certified claims and 9,485 paid claims valued at R207 million.¹⁰⁵ In 2020, CCOD approved compensation of R141 million for 3,476 claimants, of which 35% were given to ex-miners in neighbouring countries and MBOD completed 12,400 certifications.¹⁰⁶

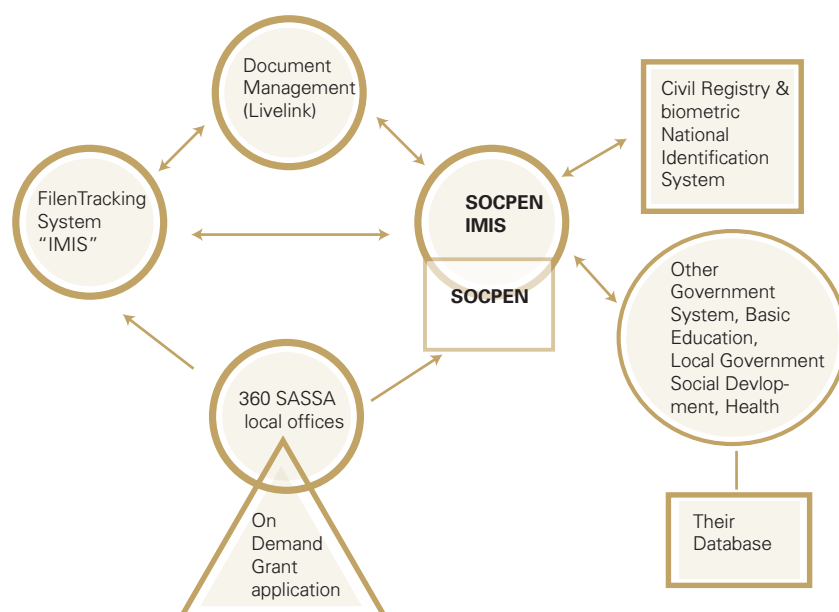
4.4 Department of Social Development and SASSA

South Africa's Department of Social Development (DSD) offers a number of social grants to citizens, permanent residents and refugees, including child support grants, care dependency grants, foster child grants, disability grants, older persons' grants, war veterans' grants, grants-in-aid and social relief of distress grants, as outlined by the provisions of the Social Assistance Act (2004).¹⁰⁷ DSD also established the South African Social Security Agency (SASSA) under the terms of this law and this agency disburses the various social grants in the country. These social grants are only available to refugees, permanent residents and citizens. Former migrant mineworkers who were offered permanent residence through amnesties are eligible for social grants, although they do not qualify if they leave South Africa.

DSD and SASSA operate the comprehensive national system of social grants using the legacy information management system, Socpen, which began in the 1980s. Socpen's database, Adabas, holds a register of more than 18.3 million beneficiaries and has interfaces with other national data sources, including DHA databases such as the Population Register to verify eligibility; National Treasury to verify beneficiary banking details; DBE's learner database; and Unemployment Insurance Fund (Figure 3). Socpen captures age, gender, address, contact details, marital status and children's details. It does not capture countries of origin of refugees, only the expiry date of their permits. Socpen runs on a mainframe and is being modernized to become web-based with provision for online applications for grants.

SASSA has a separate system which receives, validates and pays applications for the COVID-19 Social Relief of Distress grants which covers citizens, permanent residents, refugees, asylum seekers and special permit holders from Angola, Lesotho and Zimbabwe. It contains the same details as Socpen plus educational level and work history.

SASSA shares statistical information through its website, annual reports, parliamentary reports and media releases, as well as in response to specific requests. However, it has no data sharing agreements in place. An MOU with UNHCR is in progress.¹⁰⁸

Figure 5: Socpen Data Structure and Links¹⁰⁹

4.5 National Treasury

- 4.5.1** The National Treasury's payroll system, PERSAL, can potentially offer additional data on non-citizens working for public institutions in South Africa. The quality and completeness of data depends on its effectiveness in capturing relevant information. As far back as 2010, efforts were made to improve and include all important details related to human resources on PERSAL, such as basic biographical details of all employees, current rank and salary, education and training, among others.¹¹⁰
- 4.5.2** A joint project between the National Treasury, SARS, and United Nations University's World Institute for Development Economic Research (UNU-WIDER) facilitated the extraction of data for labour market research from the mandatory, annual income tax certificates issued by firms to their employees.¹¹¹

4.6 Inter-Departmental Data Systems

- 4.6.1 Civil Registration and Vital Statistics (CRVS) System:** South Africa is one of a small number of African countries to release vital statistics on a regular basis using the civic registration system.¹¹² STATS SA releases annual reports on recorded live births, deaths and other significant life events.¹¹³ Several departments are involved in the system, with the registration of births occurring first in the health facility by the Department of Health and subsequent registration by DHA. A number of initiatives have been organized in recent years to improve the CRVS system, with 89% of births being recorded and 78% within 30 days.¹¹⁴ An important shortcoming here is prevailing barriers to the registration of births to several categories of migrants. According to South Africa's Births and Deaths Registration Act (1992), all children born in the country must be registered up to 30 days after their birth.¹¹⁵ For late registration beyond this period, parent(s) are required to provide their identity documents or passports.¹¹⁶

However, there is no centralized electronic system to record the births of children of migrants who are ineligible for citizenship.¹¹⁷ These events are manually recorded and handwritten certificates are issued to the parents for birth registration at the respective consular office/embassy of their country of citizenship. These births are also not added to the Population Register. It is not clear if the paper records of such births can be used to calculate birth rates of some migrant groups in South Africa. The African Union's Migration Policy recommends the inclusive birth registration for children of migrant parents to address the longstanding challenges of statelessness and lack of identity as well as status for different migrant generations in receiving countries.¹¹⁸

Procedural weaknesses in the documentation processes for migration and migrants will result in obvious gaps in statistics. An important shortcoming in South Africa is prevailing barriers to the registration of births to several categories of migrants. According to South Africa's Births and Deaths Registration Act (1992), all children born in the country must be registered up to 30 days after their birth. For late registration beyond this period, parent(s) are required to provide their identity documents or passports.

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4.7 Administrative Data Sharing Mechanisms

Government departments have adopted formal, inflexible modes of sharing data across departments in the form of MOUs and Service Level Agreements (SLA). Since these are time bound agreements, their expiry and common delays in setting up replacement contracts or arrangements inevitably result in interruptions or lapses in the sharing of vital data across departments.

4.7.1 Statistics South Africa: Based on the provisions of the Statistics Act, Statistics South Africa (STATS SA) is the main institution for maintaining national statistics. It is also the principal agency through which official statistics is to be shared with other regional and international organizations. Despite its central role in production, maintenance and dissemination of official statistics, this agency has access to a limited dataset on migration.

Based on a Memorandum of Understanding (MOU) with Statistics South Africa (STATS SA), DHA shares data from MCS and EMCS, which track the movement of citizens and non-citizens through the various ports of entry/exit.¹²¹ STATS SA uses this data to produce monthly and annual reports on international tourism in South Africa.¹²² These statistics are available on a monthly basis from November 1980 to November 2021. DHA also provides data on temporary and permanent residence permit applications to STATS SA from its Permits System.¹²³ STATSSA uses this data to produce a periodic report on documented immigration, but has not done so since 2014. DHA's National Immigration Information System (NIIS) was developed to manage asylum applications and their processing.¹²⁴ It contains details of registration of asylum applications, refugee status determination, appeals and review, refugee identity documents. STATS SA has not been given access to DHA's National Immigration Information System (NIIS), which contains detailed data on asylum-seekers and refugee applications and other relevant details.

4.7.2 South Africa Qualifications Authority (SAQA). Some administrative procedures involve several key government departments and related agencies. These institutions may also share access to the data being produced by these administrative processes. For example, to fulfill the mandate of the National Qualifications Framework (NQF), the South Africa Qualifications Authority (SAQA) maintains the National Learners' Records Database (NLRD) and conducts assessments of foreign skills and qualifications of all individuals interested in migrating to South Africa as skilled migrants. Both DHET and the Department of Employment and Labour have access to these data-sets, which contain detailed information on documented migrants in South Africa and other non-citizens whose credentials were evaluated (but were deemed unsuitable or failed to receive a work permit).

4.7.3 HANIS System. The South African Police Services (SAPS) have direct access to the DHA HANIS system via the interface between Integrated Justice System (IJS) and Department of Home Affairs (DHA). DHA has developed a "DHA-IJS HUB" used by SAPS for verification or identification of SAPS persons of interest whose biometrics are stored on HANIS. If the person of interest's biometrics are stored in HANIS, the following fields are returned: Person Name; Person Facial Image; Person Contact Information; Person Birth Date; Person Birth Country Code; Person Living Indicator; Person Death Date; Person Gender Code; Person Marital Status Code; Person Marital Type Code; Person Marriage Date; Person Identification; Person Residential Address; Person Postal Address.

4.7.4 Critical Skills List. The White Paper on International Migration notes that migration policy is not adequately connected with skills growth and investment priorities of South Africa and proposed some measures to address these gaps, including a points-based system likely combined with critical skills lists or quotas.¹²⁵ Changes to South Africa's immigration policy have encouraged the entry of highly-skilled migrants and migrants in the investor category.¹²⁶ Prior to 2011, Quota Work Visas were issued on the basis of the Quota List of 2009, while Exceptional Skills Visa/Work Permits were issued to "an individual of exceptional skills or qualifications and to...members of his or her immediate family".¹²⁷ Quota work permits were determined by DHA in consultation with the Departments of Labour and Trade and Industry.¹²⁸ The Human Resource Development Strategy of South Africa 2010-2030 recommended the creation of a national "scarce skills list" supporting South Africa's social and economic goals.¹²⁹ Provisions for compiling and maintaining a "Critical Skills List" to guide DHA's allocation of work visas was introduced in the Immigration Amendment Act of 2011. DHA is required to publish a list of critical skills in collaboration with DEL, DTI and DHET.

The DHET carries out national skills assessment exercises and to this end, it produces two key documents, including the Annual Report on Skills Supply and Demand in South Africa and the list of Occupations in High Demand (OIHD). In 2014, DHET released a National Scarce Skills List identifying the top one hundred occupations considered to be in demand in South Africa. "Scarce skills" are "those occupations in which there are a scarcity of qualified and experienced people, currently or anticipated in the future, either (a) because such skilled people are not available or (b) they are available but do not meet the employment criteria.

Work-related visas are issued partly on the basis of the Critical Skills List (CSL) created by the Department of Home Affairs (DHA). Creation of the CSL complex processes of inter-departmental information sharing on skills assessment, identification and needs. A large number of key stakeholders play an important role in this process outside of the Department of Home Affairs. South Africa's Department of Higher Education and Training (DHET) and Sector Education and Training Authorities (SETAs) play an important role in the identification of required skills and linkages between skills needs and supply.¹³⁰ The Sector Education and Training Authority (SETAs) also create Scarce and Pivotal Skills lists.

On 18 February 2021, DHA released a new draft version of the CSL for public input.¹³¹ The new list was finalized at the end of 2021 and was approved by the National Economic Development & Labour Council (NEDLAC). NEDLAC consists of key stakeholders from business, labour, government and community groups in South Africa.¹³² The Department of Employment and Labour (DEL) oversees NEDLAC and its activities. The latest Critical Skills List (CSL) has been compiled using the Department of Higher Education and Training (DHET)'s Labour Market Intelligence (LMI) research programme.¹³³ Occupations added to the CSL must fulfill three conditions: involve high-level qualifications and advanced skillsets; require a long period for the regular supply of South Africans who can perform these jobs; and occupations that are currently experiencing severe shortage of trained professionals and this situation is likely to continue for some time. The Critical Skills list was gazetted on 2 February 2022. It runs to 17 pages and lists 101 occupations.¹³⁴

4.8 Professional Councils

Skills assessment procedures for non-citizens are carried out through the various statutory and non-statutory professional bodies, such as the Health Professions Council of South Africa (HPCSA) and South African Nursing Council (SANC). As a result, these organizations also hold additional data on persons whose professional training and credentials from other countries received assessment (for example, degrees and professional certificates). These bodies may hold additional records, such as details of non-citizens who had to complete specific requirements for professional certification in the country. For example, in order to work as a nursing professional, non-citizens are required to pass certain tests conducted on a regular basis by SANC. The records emerging out of these procedures can offer detailed information on skilled migrants in South Africa by profession, qualifications and background, countries where they received their training and previous work experience. It may also identify countries from which there has been interest in migrating to South Africa using formal channels. There is a strong possibility of identifying how this interest may have transformed over time by countries of origin.

Because persons applying for work-related visas are required to register with their appropriate professional bodies and have their skills assessed by them, these statutory and non-statutory organizations also hold additional records of these activities. These records offer new possibilities of expanding existing data on documented migrants. It may reveal less-divulged details of persons who applied for registration, including numbers of successful and unsuccessful applications. It may also offer other information on the applicants, their countries of citizenship and countries where they received their training. For example, in their annual reports, the SANC releases numbers of non-citizens or “foreign nationals.” Annex C contains a list of these Councils in South Africa.

4.9 Trade Unions ¹³⁵

South African trade unions in South Africa have been called extraordinarily ambivalent in their attitudes towards and incorporation of migrant workers from outside the country, despite the leading role of non-South African leaders and members in the development of the trade union movement in the 1970s and 1980s.¹³⁶ Recent studies have suggested that most are far more attuned to the interests of their South African than any non-South African members.¹³⁷ However, unions are required to keep membership records by law and it is possible that in many public and especially private sector unions these include migrant workers.

4.10 Private Sector Administrative Data

4.10.1 Mining Industry: Individual employment records of many South African employers and recruiters are protected by privacy concerns and are unlikely to be accessible for labour migration administrative data purposes. The only private recruiting agency which has shown willingness to share data is the Employment Bureau of Africa (TEBA) which primarily recruits for the mining industry (mainly gold and platinum). TEBA holds the employment database of 1.6 million miners. Data from TEBA (Table 10) allows us to track the decline in the employment of labour migrants on the South African gold and platinum mines since the 1990s.

Table 10: Migrant Workers Employed on South African Mines by Country of Origin, 2006-2018

| Year | Botswana | Eswatini | Lesotho | Mozambique | Total |
|---------|----------|----------|---------|------------|---------|
| 2003 | 4,204 | 7,970 | 54,479 | 53,829 | 120,482 |
| 2004 | 3,924 | 7,598 | 48,962 | 48,918 | 109,402 |
| 2005 | 3,264 | 6,993 | 46,049 | 46,975 | 103,281 |
| 2006 | 2,992 | 7,123 | 46,078 | 46,706 | 102,889 |
| 2007 | 2,845 | 7,099 | 45,608 | 44,879 | 100,431 |
| 2008 | 2,654 | 6,397 | 42,851 | 43,004 | 94,906 |
| 2009 | 2,357 | 5,855 | 38,559 | 39,090 | 85,861 |
| 2010 | 1,800 | 5,009 | 35,179 | 35,782 | 77,770 |
| 2011 | 1,783 | 4,779 | 34,583 | 34,940 | 76,085 |
| 2012 | 1,527 | 4,485 | 30,519 | 31,596 | 68,127 |
| 2013-15 | N/A | N/A | N/A | N/A | N/A |
| 2016 | 957 | 3,215 | 22,704 | 23,108 | 49,984 |
| 2017 | 840 | 2,926 | 21,234 | 22,075 | 47,075 |
| 2018 | 762 | 2,712 | 19,410 | 20,359 | 43,234 |

Source: TEBA

4.10.2 Remittance Service Providers: Administrative data on formal remittance transfers is held by an increasingly complex web of banks and MTOs. To encourage the expansion of remittance flows through formal channels, South Africa’s Minister of Finance introduced the “cross-border remittance exemption” in 2015 allowing small transactions (not exceeding R3,000 per day and R10,000 per month) by migrants/non-citizens through various formal channels with less stringent ID proof, verification and recording requirements.¹³⁸

Financial institutions such as BankServAfrica play an important role in remittance flows and cross-border payments by acting as intermediaries facilitating the speedy and seamless inter-institution switching, clearing and settlements of payments within and across countries.¹³⁹ BankServAfrica is the leading automated clearing house (ACH) for cross-border payments in Africa. It operates programmes related to remittance transfers, such as the TCIB (Transactions Cleared on An Immediate Basis) scheme for cross-border high-volume, low value payment scheme, which enables the instant clearing of certain credit transactions involving all banks and authorized non-banks in SADC countries and includes linkages with the East African Community (EAC) and the Common Market for Eastern and Southern Africa and East African Community (COMESA).¹⁴⁰

According to RemitScope, the main MTOs in South Africa offering remitting services through formal channels are as follows:

- **ABSA Bank**
- **African Bank**
- **Africa Foreign Exchange**

- **Cassava Fintech**
- **First Rand Bank**
- **Hellopaisa**
- **Kawena Exchange**
- **Mama Money**
- **Mukuru**
- **Shoprite Money Transfer**
- **Sikhona Forex**
- **Standard Bank**
- **Terra Payment Services**
- **Tourvest Financial Services**
- **Tower Bureau De Change**
- **Travelex**
- **WorldRemit**
- **Plus 19 Authorized Dealers of Limited Authority (ADLAs).** ¹⁴¹

The global MTOs, Western Union and Moneygram, have expanded their operations to South Africa in partnership with South African banks. Western Union is partnered with Absa Bank and MoneyGram with Standard Bank, First National Bank and Bidvest Bank.¹⁴² Western Union has also partnered with the mobile money transfer app Mama Money.¹⁴³

Migrant workers in the South African mining industry have additional options for remitting. UBank (formerly TEBA Bank) operates two remittance programmes for migrants to send money to their families in Lesotho: standard remittance scheme and cash remittance system.¹⁴⁴ This is used by 28,000 Basotho miners allowing them to send up to 30 percent of their net earnings at low transfer fees. In 2016, TEBA signed an MoU with the Mozambique Department of Labour, Employment and Social Security and the Bank of Mozambique to collect, fast-track and pay deferred wages (remittances) to migrant Mozambican miners in South Africa.

In 2015, FinMark Trust created the Cross-border Money Transfer Service in collaboration with South African Reserve Bank (SARB), Central Bank of Lesotho, Shoprite South Africa,¹⁴⁵ Shoprite Lesotho and other sponsoring banks for Basotho migrants living and working in South Africa. Remittances along this corridor expanded significantly from US\$2.30 million in 2015 to US\$21.79 million by 2017 (Table 11).

Table 11: Remittances to Lesotho through the Shoprite Cross-Border Money Transfer Service ¹⁴⁶

| Year | Volume | Value (USD million) |
|--------------------|---------|---------------------|
| 2015 | 33,977 | 2.30 |
| 2016 | 148,858 | 10.20 |
| 2017 | 299,328 | 21.79 |
| Growth (2016-2017) | +101% | +113% |

Formal remittance outflows are generally calculated using balance of payments information provided by central banks and details of transaction records involving cross-border transfers and

payments in the national system. Based on the provisions of the South African Reserve Bank Act and the National Payment Systems Act, the South African Reserve Bank (SARB) oversees the country's financial system using the National Payment System (NPS).¹⁴⁷ The National Payment System has been expanded to constitute several connected networks, including the customer network, payment network, clearing network, settlement network and continuous linked settlement network (CSL).¹⁴⁸ The movement of formal remittances are recorded by this payment system, although the networks through which it is processed depends on several aspects, including its amount and type of disbursing Remittance Service Provider (RSP).

SARB's Financial Surveillance Department (FinSurv) monitors all cross-border transactions by maintaining a reporting system, the Cross-Border Foreign Exchange Transaction Reporting System. Authorized dealers and money transfer operators (MTOs), including banks and other non-banking agencies, are required to report cross-border transactions daily on this system. FinSurv shares this data with the Financial Intelligence Centre. The extent to which low-value remittances are reported on in this system is unclear.

The South African Reserve Bank (SARB) provided a dataset tracking formal remittance outflows on a per-country basis for the period 2016 to 2018 (Table 12).¹⁴⁹ The dataset includes the BOP category 401 – Gifts, BOP Category 416 – migrant worker remittances (excluding compensation), BOP category 417 – Foreign national contract worker remittances (excluding compensation), and cross-border bank card transactions by individuals (withdrawals from South African bank accounts by private individuals in other SADC countries). The inclusion of cross-border bank card transactions means that formal data provided by SARB is a fairly complete representation of the value of formal remittances from South Africa to the rest of SADC. However, bank transfers to Lesotho, Botswana and Eswatini appear as domestic transfers and are thus under-represented in the dataset.

Table 12: Remittance Outflows from South Africa (ZAR million), 2016-2018

| | 2016 | 2017 | 2018 | Total |
|------------|----------|----------|----------|-----------|
| Zimbabwe | 4,656.24 | 4,091.84 | 3,174.89 | 11,922.96 |
| Malawi | 843.22 | 1,681.53 | 2,353.15 | 4,777.90 |
| Lesotho | 446.19 | 857.88 | 1,317.10 | 2,621.18 |
| Mozambique | 453.89 | 455.44 | 601.65 | 1,510.99 |
| Zambia | 425.63 | 464.23 | 492.42 | 1,382.29 |
| Namibia | 350.91 | 345.87 | 323.14 | 1,019.92 |
| Botswana | 204.44 | 203.50 | 230.91 | 638.84 |
| Mauritius | 162.50 | 213.23 | 233.40 | 608.13 |
| Tanzania | 166.50 | 189.63 | 206.14 | 562.28 |
| DRC | 102.35 | 147.12 | 196.75 | 446.23 |
| Eswatini | 123.37 | 135.84 | 154.44 | 413.65 |
| Madagascar | 28.85 | 27.42 | 30.62 | 86.90 |
| Angola | 15.58 | 11.71 | 10.98 | 38.27 |
| Seychelles | 11.20 | 14.17 | 15.73 | 41.10 |
| Comoros | 1.31 | 1.76 | 2.62 | 5.68 |
| Total | 7,992.18 | 8,741.17 | 9,343.94 | 26,077.32 |

Source: SARB

FinMark Trust estimates that only around 50% of total remittances flow through formal channels. In addition, there is a major unrecorded intra-regional volume of remittance flows in the form of goods such as food.¹⁵⁰ Remittance transfers from South Africa through informal channels are poorly captured by the formal banking and national financial systems. In some instances, transfers through small money transfer operators may also not be adequately captured in the formal remittances data.

4.10.3 MedPages¹⁵¹ : MedPages runs a continuously updated database with information on 517,000 healthcare provider records throughout Africa (309,000 healthcare professionals and 280,000 healthcare organizations) of which 282,000 are in South Africa. This includes 30,000 physicians, 18,000 nurses, 13,000 pharmacists and assistants and 5,000 physiotherapists. Targeted communications can be sent to sub-samples in the database. For example, the Southern African Migration Programme (SAMP) partnered with MedPages to invite healthcare professionals to participate in an online survey about the brain drain phenomenon. The qualifications of many professionals are included in the database and an audit of these qualifications would be able to professionals with degrees and training from outside South Africa who have immigrated to the country and from where.

5

NEW MIGRATION DATA

Statistics South Africa has recently underscored the significance of digital data for South African development of national statistics and also plans to use big data to supplement established datasets:

In recent years, the quantity of digital data created, stored and processed has grown exponentially and can be considered as an immense source of data. Huge opportunities exist within the 'big data' phenomenon in comparison to statistics acquired from traditional sources, such as administrative records and surveys. Access to 'big data' could considerably reduce the costs of statistical production, at a time of severe cutbacks in resources and expenditure.¹⁵²

Big data refers to anonymized, private data inadvertently or passively created and stored in the private companies' databases, which are characterized by their large volume, velocity and variety.¹⁵³ With increasing consumption of communication technologies due to technological innovations, decreasing costs of digital devices, and expanding usages within and across countries on a global scale, the digital traces left by human beings using mobile phones, online networks and services and other digital platforms are growing rapidly.¹⁵⁴ While not created for research purposes, these types of data may be untapped sources to capture the fluidity and dynamism of migration flows less recorded by traditional methods, such as surveys and censuses.¹⁵⁵ Big data sources include cellphone records, email data, Facebook records, Google, Skype and Twitter data (Table 2).

5.1 Big Data Sources

5.1.1 Cell Phone Records: Call Detail Records (CDRs) collected by cell phone companies for billing purposes have been used to study internal migration, short-term flows, and record less-visible, dynamic forms of mobilities, such as disaster-related flows while bring fine-grained analysis to quantifying these migrations. CDRs include entries for individual calls or texts by cellphone users, time and date of these communications, and corresponding location through cellphone towers of the operator's network. A study of Bangladesh during and after Cyclone Mahasen in May 2013 concluded that cellphone records can yield additional data on the dynamic nature of migration flows associated with natural hazards and other crises.¹⁵⁶ CDRs may be able to offer additional data on the complexity of climate change-induced migrations. In South Africa, there are four primary cellular network providers: MTN, Vodacom, Cell C and Telkom. None of these networks have made anonymized CDR data available to migration researchers. We were informed that negotiations are under way between a research team involving data scientists from the University of Southampton and Vodaphone, although the emphasis is on malaria-focused health research.

5.1.2 E-Mails: Yahoo Research's Webscope Program offers datasets for non-commercial use by academics and other scientists. This data is available to faculty and university researchers who have to comply with the data sharing agreement. Zagheni and Weber analyzed the IP addresses for a set of emails sent by 43 million anonymous Yahoo! account holders for nearly two years and related changes were used to map migration patterns across countries.¹⁵⁷ The ages and gender of the email account holders were also extracted. This study was additionally able to highlight the significance of major migration corridors, such as US-Mexico corridor, with higher volumes of short and long-term mobilities mapped across it using email data.

5.1.3 Facebook: Studies have calculated migrant stocks and mobility patterns for selected countries using the Facebook Marketing Application Programming Interface/API and Adverts Manager interface.¹⁵⁸ These are tools created to direct advertisers and their ads to specific Facebook users and information on migrants can be extracted free of charge. Migrants are identified from its Monthly Active Users (MAU) and Daily Active Users (DAU) using the listed category of "expats" which is determined by self-reported data on "current city", "hometown" in the "list of places you have lived" along with the social networks of Facebook friends.¹⁵⁹ Two limitations are that the complete criteria used by Facebook to define "expats" is not known and Facebook "penetration rate" varies by different social groups across countries, which may skew results.¹⁶⁰ Facebook also allows approved independent researchers and academics access to certain data sets, including the URL Shares Data Set, through its Facebook Open Research and Transparency (FORT) program. This set contains various, anonymized individual-level tallies of persons who viewed, clicked, liked, commented, shared or reacted to any URL (with at least 100 public shares) on Facebook between January 2017 and July 2019. These tallies are aggregated by country, year and month, gender and age of users. This data can be accessed through "Social Science One" hosted by Harvard University's Institute for Quantitative Social Science.¹⁶¹

5.1.4 Google: Google Trends data has been used to determine the migration attractiveness of receiving countries and predict short and long-term migration flows as well as internal mobility patterns.¹⁶² Geo-referenced online search data can be used to predict migration flows in real time ahead of the official statistics.¹⁶³ Google Trends data has also been used to assess real-time migration flows following natural hazards, such as hurricanes and floods.¹⁶⁴ Other studies have used Google Trends data to estimate immigration trends.¹⁶⁵

A study organized by United Nations' Global Pulse in collaboration with United Nations Population Fund (UNFPA) used Google search query global data sorted by country to assess migration flows to Australia.¹⁶⁶ This data was further compared with UNFPA's historical monthly migration statistics. Positive correlations were found between migration-related Google queries (such as "jobs in Australia"), queries from specific locations and employment opportunities in those locations. Another study has highlighted its effectiveness in predicting migration flows for some countries, although the results were less satisfactory for migration outflows for other sending countries.¹⁶⁷ However, Internet usage is limited for vulnerable migrant populations who are likely less well-represented in these searches and its application may be restricted in authoritarian regimes skewing results.¹⁶⁸

5.1.5 Skype: Using the IP addresses from which users access this platform to determine their place of residence and changes to this address, Skype ego-networks data has been used to determine international migration patterns.¹⁶⁹ Frequency of international calls, international links and foreign logins in a country, as well as gross domestic product (GDP), have been used as relatively accurate substitutes for estimating migration.¹⁷⁰

5.1.6 Twitter: Since 2006, Twitter has allowed limited access to its data to researchers through its Application Programming Interface/API platform, which has been opened up recently. Earlier this year, Twitter released the "Academic Research Product Track" which allows approved researchers free access to its entire archive of tweets.¹⁷¹ It includes geo-referenced data which indicates the physical location of the individuals and time-date of tweets. However, usage of this product does require some computer programming skills. There are some other challenges with using this data, such as identifying and confirming the nationality or citizenship status of Twitter users, since these characteristics are not often openly or clearly stated by them. However, some recent studies have used other qualifiers such as linguistic and social connections to gauge this aspect to a strong degree of accuracy and also its correlation with official migration datasets.¹⁷² Using this methodology, it has been argued that Twitter data can be used to study diverse aspects of migration, including stocks and flows, motivations, integration and opinions on migration.¹⁷³ Other works have used Twitter data to understand the 'migration curves' in the relationship between short-term and long-term migration, produce probabilistic estimates of these two types of flows and nowcast (present predictions) mobility rates at various temporal and geographical scales.¹⁷⁴ Geolocated Twitter data has recently been used to study the Venezuelan migration crisis and map flows to other countries, which were confirmed using official estimates.¹⁷⁵

Some big data companies, prominent among them are Facebook, Google, Twitter and Yahoo! have established straightforward, online procedures in recent years to facilitate access to some of their datasets (containing anonymized information) without any additional charges in some cases.¹⁷⁶ However, there may be fees attached to some of the datasets and not all of the detailed data may be openly available for analysis. Streamlined procedures for accessing big data sets for research do not yet exist for all of the big data sources, for example, mobile phone records. Data users would need to seek permission from the major mobile companies in South Africa to access the CDRs (call detail records). The formal procedure for seeking this permission is also not clear or openly known. Interested individuals may be able to access this data using intermediaries, such as private data mining companies, but required to pay fees for this privilege.

5.2 Connectivity in South Africa

Big data generation is obviously dependent on ICT quality and availability in a country, as well as accessibility and usage by migrants. According to a new global Digital Media report, there are unconnected populations across the world lacking access to the Internet, including 23 million in Southern Africa.¹⁷⁷ Given the pattern of expansion of social media usage and increasing mobile phone penetration across the world, these figures will likely fall over the next few years. In the absence of migrant connectivity data, we extracted the latest statistics on ICT coverage and utilization from the United Nations International Telecommunication Union (ITU)'s ICT Digital Development Dashboard for South Africa and several key migrant origin countries (Table 13).¹⁷⁸ Of these countries, South Africa has the best connectivity overall and as a result, ICT usage is comparatively higher than the various sending countries in the African region. As the data shows, there is an obvious digital divide within and across countries on the African continent and other regions, which may limit the usage of social media platforms, such as Facebook and Twitter. These limitations, in turn, will affect the quality of data produced by these platforms and its applicability for generating migration-related data.

Table 13: ICT Connectivity, Coverage and Usage in South Africa and Key Sending Countries

| TYPE OF COVERAGE | COUNTRY | | | | | | | |
|--|----------------|---------------|---------------|---------------|---------------|---------------|----------------|---------------|
| | South Africa | Zimbabwe | Somalia | Ethiopia | DRC | Nigeria | Bangladesh | India |
| Network Coverage | | | | | | | | |
| Population covered by mobile/cellular network | 100% (2020) | 93% (2020) | 46% (2018) | 97% (2017) | 54% (2020) | 91% (2020) | 100% (2020) | 99% (2020) |
| Population covered by at least 3G mobile network | 100% (2020) | 84% (2020) | 66% (2017) | 85% (2017) | 54% (2020) | 74% (2020) | 97% (2020) | 98% (2020) |
| Population covered by at least 4G mobile network | 96% (2020) | 35% (2020) | 18% (2017) | 7% (2017) | 0% (2018) | 41% (2020) | 97% (2020) | 98% (2020) |
| Internet Access | | | | | | | | |
| Households with access at home | 63% (2019) | 30% (2018) | 12% (2020) | 15% (2016) | 1% (2017) | 8% (2017) | 38% (2019) | 24% (2018) |
| Households with computer at home | 23% (2019) | 15% (2018) | 7% (2020) | 5% (2016) | 5% (2017) | 6% (2018) | 6% (2019) | 11% (2018) |
| Persons using the Internet | 56% (2019) | 24% (2019) | 2% (2017) | 19% (2017) | 9% (2017) | 28% (2017) | 28% (2017) | 2% (2017) |
| Mobile phone usage | | | | | | | | |
| Subscriptions per 100 inhabitants | 162 (2020) | 89 (2020) | 51 (2018) | 37 (2017) | 46 (2020) | 99 (2020) | 103 (2020) | 84 (2020) |
| Persons owning mobile phone | 78% (2019) | NA | NA | 58% (2016) | NA | 41% (2017) | 71% (2019) | NA |

Source: ITU Digital Development Dashboard, 2022

The fourth generation of broadband cellular network technology (4G) offers higher speed, capacity and usability, along with lower costs. These mobile/cellular networks are available to a very small

share of residents in several key migrant origin countries for South Africa. In Nigeria, 41% have access to 4G mobile network, 35% in Zimbabwe and only 9% in Ethiopia. Residents of DRC did not have access to this type of cellular network in 2018, the latest year for which data is available. In Somalia and DRC, only 46% and 54% of the population are covered by any mobile or cellular phone network. Phone subscriptions (per 100 inhabitants) are growing and high in several countries, including South Africa (162), Bangladesh (103), Nigeria (99), and Zimbabwe (89). However, it is much lower in refugee-sending countries, like Ethiopia (37), DRC (46) and Somalia (51).

The share of residents who own a mobile phone also varies widely across countries, 41% in Nigeria and 58% in Ethiopia and data is not even available for some countries. Internet access is also uneven across countries. While well over half of South Africa's population uses the Internet, but that figure does not exceed a quarter or so of residents in Bangladesh (28%), Nigeria (28%) and Zimbabwe (24%). It is very low in the DRC (9%) and Somalia (2%). The number of households with computers at home is also low, not exceeding 23% in South Africa followed by Zimbabwe (15%). In the other countries, between 5 and 7% of households have access to a computer at home.

5.3 Use of Social Media

In 2021, Facebook had 29 million active users in Southern Africa and Facebook advertising is estimated to reach 53% of the South African population aged 13+.¹⁷⁹ To get a preliminary sense of patterns of Facebook usage by migrants in South Africa, we attempted to document Facebook usage by various migrant communities in South Africa by conducting keyword searches, such as "Angolans" and "South Africa", "Zimbabweans" and "South Africa". We ran these searches using the known countries of origin from A (Angola) to Z (Zimbabwe). The FB groups (both public and private) and pages related to these online communities are listed in Table 14. We also recorded the numbers of followers, likes and members for each. Some groups have been created by migrant community organizations in South Africa. For example, the Angolan Association in South Africa engages with Angolan descendants and related communities and the Zambia Association in South Africa (ZASA) is a "community of Zambians and friends of Zambia in South Africa that is networked for opportunity, impact and visibility". Other groups offer news and latest developments in the countries of origin, while some forums offer migrant-specific services, such as sending remittances and purchasing certain foods or general advice.

These traces on Facebook and their reach (in terms of numbers of likes, followers and members) are not necessarily correlated to the estimated numerical strength of migrants from a particular country. Some smaller migrant populations appear to be well-represented, while for others, we could locate few social network traces on this social media platform. "Burundians in South Africa" has close to 30,000 likes and nearly 165,000 followers, the largest for any such group. "Ethiopian Diaspora in South Africa" has nearly 60,000 followers and "Mozambicans in South Africa" has 40,600 members. Similarly, "Nigerians in South Africa" has close to 26,000 followers and "Ethiopian Diaspora in South Africa" has 59,500 members. Some smaller migrant populations are also well-represented. The "Bangladeshi in South Africa" page, for example, has 24,000 likes and members. We identified 12 different Zimbabwean FB groups, which is the highest number for any migrant population (by national origin). "Zimbabweans Living in SA" is the largest network with 38,000 members. We could not locate any Basotho (Lesotho) FB groups which suggests that Facebook may be suitable for some countries of origin and likely not others. We recommend conducting additional analysis using the Facebook Graph API and Python programming software to confirm and build on these patterns.

Table 14: Facebook Groups of Migrants in South Africa

| Name | Followers and Likes |
|--|---------------------------------|
| Angolans | |
| Angolan Association of South Africa (ASAA) | 2,072 followers, 2,031 likes |
| Bangladeshis | |
| Bangladeshi in South Africa | 1,790 likes and 1,880 followers |
| Bangladeshi in South Africa | 23,356 likes, 23,793 followers |
| Bangladeshi South Africa Mail | 2,380 likes and 2,698 followers |
| Burundians | |
| Burundians in South Africa | 164,466 followers, 29,449 likes |
| Congolese | |
| Congolese in South Africa | 1,200 members |
| Ethiopians | |
| Ethiopians in Limpopo South Africa | 1,700 likes |
| Ethiopian Diaspora in South Africa | 59,500 followers |
| Indians | |
| Indians in South Africa | 2,500 followers |
| Indians in Johannesburg | 14,000 followers |
| Malawians | |
| Malawians in South Africa | 1,600 members |
| Malawians Living in South Africa | 1,558 likes, 1,608 followers |
| Malawians in Cape Town South Africa | 1,499 likes, 1,579 followers |
| Mozambicans | |
| Mozambicans in South Africa | 40,600 members |
| Mozambican Students Union South Africa (MOSU-SA) | 192 likes, 198 followers |
| Nigerians | |
| Nigerians in South Africa | 17,865 likes, 25,418 followers |
| Nigerian Union South Africa - NUSA | 8,033 likes, 8,938 followers |
| Nigerians in South Africa and Friends Forum | 5,719 members |
| Pakistanis | |
| Pakistani Community in South Africa | 5,954 members, 5,110 likes |
| Pakistani South Africa Youth Association | 2,907 members, 2,876 likes |
| Pakistani South Africa Association | 3,256 members, 3,179 likes |
| Somalis | |
| Somalis in South Africa | 79,000 followers, 48,309 likes |
| Somalis in South Africa @SomalidaSouthAfrica | 11,444 followers, 84,949 likes |
| Somali Solidarity in South Africa | 2,249 followers, 2,034 likes |
| Zambians | |

| | |
|---|----------------------------------|
| Zambia Association in South Africa - ZASA | 2,630 likes, 2,683 followers |
| Society of Zambian Women living in South Africa | 128 likes, 139 followers |
| Zambians living in Pretoria and South Africa | 199 members |
| Zambians living in South Africa | 135 members |
| Zimbabweans | |
| Zimbabweans in Limpopo | 7,918 likes and 8,177 followers |
| Zimbabweans in Johannesburg | 5,617 likes and 5,793 followers |
| Zimbabweans in Pretoria and Johannesburg | 1,572 likes and 1,687 followers |
| All Zimbabweans in SA | 9,600 members |
| Zimbabweans living in SA | 38,000 members |
| Zimbabweans in South Africa | 6,500 members |
| Zimbabweans in south Africa | 7,500 members |
| Zimbabwe Teachers in South Africa | 3,500 followers |
| Zimbabwean Teachers in SA | 3,592 members |
| Zimbabweans in South Africa | 9,000 members |
| Zimbabwe Migrants Support Network (zimsn) | 6,409 likes and 10,156 followers |
| Zimbabwean Students in South Africa | 177 members |
| Migration-Focused Groups/Pages | |
| Asylum-seekers and refugees in SA | 8,200 members |
| Migrant Workers Association-SA | 6,513 likes and 6,616 followers |
| Foreigners Living in South Africa (FLISA) | 7,200 members |
| Angolans, Congolese, Nigerians, South Africans and Zimbabweans in Cape Town | 5,600 members |

5.4 Use of Big Data

Big data usage in South Africa is well-established in various economic sectors such as retail industry, healthcare, agriculture and education.¹⁸⁰ An extensive desktop search and interviews with key informants in the digital space did not locate a single study which demonstrated the utility of big data for understanding migration trends and patterns or conducted by South African researchers and institutions. We were only able to locate a small number of case studies of the use of IT and social media by labour migrants living in South Africa.¹⁸¹

The most relevant examples for South Africa of the potential use of big data for labour migration come from Rwanda and Namibia (both focused on internal migration). In Rwanda, for example, a large dataset of phone records for four years (2005-2008) of 1.5 million Rwandans was used to refine understandings of internal migration.¹⁸² Its findings were consistent with those of a recent government survey, which observed relatively low levels of permanent migration. However, the study detected other nuances not documented in the government survey, such as the widespread occurrence of temporary and circular migration. Using a dataset of 72 billion anonymized CDRs in Namibia, another study generated internal migration estimates and compared these with census-based statistics published by the Namibia Statistics Agency.¹⁸³ It concluded that CDR-based migration estimates are as accurate as those of the census-derived measures and the former offer additional benefits of updating inter-censal migration numbers and shifting annual migration trends.

To assess the potential value of big data sources for labour migration statistics in South Africa, we carried out an exercise using Google Trends. Google Trends allows searches using keyword or a combination of keywords from 2004 onwards to present times and from 2006 onwards using annual data.¹⁸⁴ We identified a set of keywords linked to migration intentions and migration potential to conduct this exercise. These are: “South Africa work permit”; “South Africa visa”; “South Africa jobs”; “moving to South Africa”; “how to find work in South Africa”; “South Africa universities”; “South Africa schools”; “South Africa immigration”; “visa policy of South Africa”; “South Africa asylum”; and “South Africa refugee status”. The aggregate results of these searches for the years between 2004 and 2021 are given below (Table 15). The results are shown in the form of a scale ranging from 0 to 100, where 0 represents low interest and 100 indicates strong interest.

These results correlate to some extent with the main sending countries for South Africa. Zimbabwe, for example, features prominently in several of the keyword searches. South Africa has been one of the main destinations for Zimbabweans seeking to escape their country’s prolonged socio-economic crisis since the early 2000s. For keywords such as “South Africa work permit” and “South Africa universities”, the strongest interest came from Zimbabwe, registering the maximum value of 100 on the scale of interest. For other keywords related to labour migration like “South Africa jobs” and “South Africa visa”, we see interest from neighbouring countries and other African countries.

However, for some keywords, the greatest interest came from within South Africa instead of the main sending countries. This finding implies that not all persons searching Google using these terms may be actual or potential migrants. Scholars, researchers and others interested in the topic of immigration and its various aspects will also be captured by these searches, skewing the results. Some important keywords, such as “South Africa asylum” and “South Africa refugee status” yielded little to no results. Many of the key refugee-sending countries for South Africa do not appear at all in these results, perhaps indicative of their lower use of Google searches because of various reasons, including limited access to Internet facilities in their countries of origin.

Table 15: Results of Migration-Related Keyword Searches (2004-2021) using Google Trends

| Keywords: South Africa jobs | | Keywords: South Africa visa | |
|----------------------------------|-------------------|------------------------------------|-------------------|
| Countries | Scale of interest | Countries | Scale of interest |
| South Africa | 100 | South Africa | 100 |
| Lesotho | 69 | Eswatini | 65 |
| Zimbabwe | 64 | Botswana | 45 |
| Eswatini | 59 | Zimbabwe | 41 |
| Botswana | 38 | Namibia | 26 |
| Namibia | 12 | Ghana | 23 |
| Zambia | 9 | Nigeria | 19 |
| Uganda | 4 | Uganda | 15 |
| Kenya | 3 | Kenya | 13 |
| Ghana | 2 | | |
| Keywords: Moving to South Africa | | Keywords: South Africa work permit | |
| Countries | Scale of interest | Countries | Scale of interest |
| South Africa | 100 | Zimbabwe | 100 |
| Philippines | 3 | South Africa | 64 |

| | | | |
|-------------------------------------|-------------------|--------------------------------|-------------------|
| UK | 3 | India | 1 |
| USA | 1 | | |
| India | <1 | | |
| Keywords: South Africa universities | | Keywords: South Africa schools | |
| Countries | Scale of interest | Countries | Scale of interest |
| Zimbabwe | 100 | Lesotho | 100 |
| Namibia | 81 | South Africa | 88 |
| South Africa | 70 | Eswatini | 86 |
| Nigeria | 16 | Botswana | 77 |
| Kenya | 10 | Zimbabwe | 34 |
| UK | <1 | Namibia | 29 |
| India | <1 | Zambia | 14 |
| USA | <1 | Uganda | 6 |
| | | Nigeria | 4 |
| | | Kenya | 4 |
| Keywords: South Africa immigration | | | |
| Countries | Scale of interest | | |
| South Africa | 100 | | |
| New Zealand | 6 | | |
| Australia | 2 | | |
| UK | 1 | | |
| Canada | 1 | | |
| India | 1 | | |
| USA | <1 | | |
| Germany | <1 | | |

6

CONCLUSIONS AND RECOMMENDATIONS

6.1 Prioritizing Migration Data

- 6.1.1** The case for the collection and analysis of robust, reliable and comprehensive labour migration data in Africa has been made by a number of key global, regional and national actors including the United Nations, African Union, SADC and some national governments. At the global scale, the 2018 UN Global Compact for Safe, Orderly and Regular Migration, adopted by the majority of African states, has as its Objective 1: Collect and Utilize Accurate and Disaggregated Data as a Basis for Evidence-Based Policies. The Global Compact goes on to make 11 concrete recommendations for improving the quantity, quality and utility of migration data globally.¹⁸⁵
- 6.1.2** The former Chairperson of the African Union Commission, H.E Dr. Nkosazana Dlamini Zuma of South Africa noted in 2015 that “one of the recurring concerns throughout the continent is the scarcity of disaggregated data on characteristics and conditions of labour migrants. This subsequently translates into the inability to obtain valid and reliable data describing labour migration and its outcomes, such as stock and net flow data, longitudinal surveys, assessments of impact on destination and origin countries, and intra-regional remittances and their usage.”¹⁸⁶
- 6.1.3** The JLMP Strategic Framework 2020-2030 Objective 3 calls for Increased Utilization of Labour Migration Disaggregated Data and Statistics by All for Evidence-Based Decision Making, Policy Planning, Formulation and Planning and notes that a major constraint “continues to be the absence of reliable, accurate and comprehensive data on labour migration.”¹⁸⁷ Outcome 3.1 of the JLMP Strategic Framework is Improved Capacity to Produce and Disseminate Accurate and Disaggregated Labour Migration Data and Statistics, including Administrative Data with Six Priority Strategies.¹⁸⁹

- 6.1.4** In Southern Africa, the SADC Labour Migration Action Plan (2020-2025) Strategic Objective 1 commits all Member States to develop comprehensive national policy frameworks on labour migration. Strategic Objective 2 of the Plan notes that “member States recognize that data collection and information management on labour migration remain key challenges” and that not all Member States are regularly and timeously collecting labour migration data.
- 6.1.5** At the national scale, strategies to collect and better utilize migration data are prioritized in a growing number of LMAPs developed by African governments. The 2022 Draft National Labour Migration Policy for South Africa has as Key Area of Intervention 2. Data for evidence-based NLMP monitoring and evaluation. The Draft LMAP notes that “there is currently no institution or organisation undertaking to collect and analyse existing labour migration data on a regular basis. There are also obstacles to the sharing of information relating to issues of confidentiality, security, discrepancies in formats used, lack of record keeping and of a culture of data analysis for policy purposes, public/private sector divide, weak inter-ministerial coordination and poor understanding of data usage by data users themselves.”
- 6.1.6** The stated objective of the Draft LMAP is to foster a culture of labour migration data usage for policy monitoring and evaluation by: (a) Supporting inter-ministerial coordination of data gathering and analysis; (b) Instilling a culture of record and data keeping and sharing among departments and agencies in charge of labour migration issues; (c) Nurturing a culture of collaborative partnership between all actors involved in labour migration data collection and analysis, more specifically between the DEL, the DHA, other relevant ministries, Statistics South Africa, and academic institutions; and (d) Educating data users (Government officials, social partners, civil society stakeholders, and the media) in the understanding of labour migration trends.
- 6.1.7** Proposed improvements in terms of statistical labour migration data collection supported by the Department of Employment and Labour include: (a) the introduction of an emigration module into the labour force, community and census surveys to provide data on South Africans residing abroad for purposes of employment; (b) Iteration of the migration module of the LFS at more regular intervals; e.g., two years;(c) Strengthening of disaggregation possibilities at provincial and metro level; (d) Production of tourism and migration data on quarterly basis; (e) Establishment of a Labour Market Information System with clear linkages to labour migration; and (f) Aligning the labour migration data environment with the Labour Market Observatory currently being developed by SADC.
- 6.1.8** Statistics South Africa has committed to undertake its own audit of alternative data sources in South Africa in 2022-2023 which will potentially lead to a new national appreciation both of the data that exists and the need for enhanced integration and data-sharing mechanisms.

6.2 Administrative Data Capture

- 6.2.1** To gain an appreciation of the likely scope and nature of labour migration-related administrative data in Africa, it is important to begin with the relevant national legislation and regulations, as well as transaction spaces and nodes where government is client-facing in general and towards migrants and potential migrants in particular. In South Africa, there is a complex and constantly-evolving policy and legal framework (witness the numerous amendments to foundational migration and refugee protection legislation). As we also point out, while the country has separate immigration and refugee legislation, both are relevant to labour migration and therefore to the collection and collation of administrative data.
- 6.2.2** While this pilot study does not claim to be a comprehensive audit of all potential government and non-government and non-government administrative migration data sources, it confirms that as a major destination country in Africa, South Africa generates a significant amount of data in the course of administering its migration policies. The vast majority of this data is now captured electronically rather than in hard copy meaning that costly and time-consuming data entry processes are eliminated and data is extremely current. One clear example of this are the monthly Tourism and Migration Statistical Releases posted online by Statistics South Africa which only have a time lag of a few weeks (for example, the Release for November 2021 was released as soon as January 2022).
- 6.2.3** The Department of Home Affairs is clearly the major repository of administrative data relevant to labour migration in South Africa. Many of its different systems were established in earlier phases of the IT revolution and are both antiquated and not well-integrated with each other. This would inevitably inhibit the ready and timeous coordination and generation of administrative data covering all of the different and relevant facets of labour migration. In the years ahead, this (dis)integration problem could be rectified as new tools and platforms become available. However, the integration of the vast store of existing and past data collected and stored in different systems with different hardware and software is a bigger challenge. Key departments, such as DHA, which is the holder of the largest datasets on various aspects of immigration, also lacks a specialist unit for social statistics.¹⁹⁰
- 6.2.4** As South Africa has moved to implement a skills-based immigration policy, greater inter-departmental collaboration and coordination in migration data generation and sharing has become essential. However, different government departments have their own systems designed for their own mandates and there is no centralized labour market database to which all can contribute and draw upon. The challenge was evident in efforts to give effect to the provisions in the Immigration Act for an annual list of desirable skills in short supply. In the nearly 20 years since the legislation was passed, only a handful of lists have been gazetted and there is no evidence that they achieved their aim of attracting the identified skills from outside the country. The publication of a new Critical Skills List in 2020 took several years to accomplish and required considerable inter-departmental cooperation, and expert input outside government in developing an appropriate methodology given the data limitations.¹⁹¹

- 6.2.5** Another important finding is that administrative data relating to labour migration in South Africa is not confined to the government department responsible for managing migration. We have therefore provided an overview of some of the other relevant departments including Employment and Labour, Higher Education and Training, and Social Development. In many cases, any data capture takes place in the context of implementation of line responsibilities and relate to the population as a whole. Thus, data mining would be necessary to identify and make use of any relevant administrative data on migration in these databases.
- 6.2.6** Some examples were found where the administrative data generated is more migration-focused. For example, to fulfill the mandate of the National Qualifications Framework (NQF), the South Africa Qualifications Authority (SAQA) in the Department of Higher Education and Training (DHET) maintains the National Learners' Records Database (NLRD) and conducts assessments of foreign skills and qualifications of all individuals interested in migrating to South Africa as skilled migrants. The database contains a register of national qualifications, part-qualifications and learner achievements, and also includes data on international students who have completed programs at public universities in South Africa.¹⁹²
- 6.2.7** Skills assessment procedures for non-citizens are carried out through the various statutory and non-statutory professional bodies, such as the Health Professions Council of South Africa (HPCSA) and South African Nursing Council (SANC). As a result, these organizations also hold additional data on persons whose professional training and credentials from other countries received assessment (for example, degrees and professional certificates). These bodies may hold additional records, such as details of non-citizens who had to complete specific requirements for professional certification in the country. For example, in order to work as a nursing professional, non-citizens are required to pass certain tests conducted on a regular basis by SANC. The records emerging out of these procedures can offer detailed information on skilled migrants in South Africa by profession, qualifications and background, countries where they received their training and previous work experience. It may also identify countries from which there has been interest in migrating to South Africa using formal channels.
- 6.2.8** This study also focused on potential non-governmental sources of administrative data, particularly that generated through outsourcing of government functions to private companies and data generated through financial services offered to migrants. The primary focus here is on the remitting behaviour of labour migrants and the MTOs and others who offer formal financial services to migrants. While much of this administrative data is behind private sector and privacy firewalls, there is still scope for further discussion with these stakeholders on providing aggregated, anonymized data sets. The same observation applies to Professional Councils and institutions of higher education.
- 6.2.9** A new World Bank report on remittances to SADC countries has underscored the need to expand datasets on remittances noting that "regulators should work towards improving the quality of data and statistics of remittance trends in the region, to provide insights into market opportunities and facilitate evidence-based policy development for the remittances market. There is a need for countries in the region to considerably improve the collection, compilation, and analysis of data on remittance flows. Regular publications of relevant statistics should be made available to market participants and other public authorities...In addition, studies should be undertaken on the scale and trends in the unregulated remittances market."¹⁹³

6.2.10 This study is the first to assess the potential of alternative data sources such as big data generated by various IT platforms including cellphone network operators, social media platforms and internet search engines. We summarize the types and use potential of big data from the emerging case study literature in other countries and identify the major big data sources that have been utilized in migration studies. Prominent among these are Facebook, Google, Twitter and Yahoo! Which have established straightforward, online procedures to facilitate access to some of their anonymized datasets. Streamlined procedures for accessing big data sets for research do not yet exist for all of the big data sources, for example, mobile phone records. Data users would need to seek permission from the major mobile companies in South Africa to access the CDRs (call detail records). The formal procedure for seeking this permission is also not clear or openly known. Interested individuals may be able to access this data using intermediaries, such as private data mining companies, but required to pay fees for this privilege. Because there is no reliable data on usage of various platforms and sites by migrants, we therefore conducted our own pilot exercise using data derived from Google Trends to illustrate the potential of only one of these open access big data repositories.

6.3 Data Sharing

6.3.1 Based on the provisions of the Statistics Act, Statistics South Africa (STATS SA) is the main institution for maintaining national statistics. It is also the principal agency through which official statistics is to be shared with other regional and international organizations. Despite its central role in production, maintenance and dissemination of official statistics, Official datasets are weakly connected with the South African National Statistics System (SANSS). Existing provisions of the Statistics Act (Act No. 6 of 1999) offer limited authority to the Statistician-General to access administrative records or other government datasets at no cost.¹⁹⁴ STATS SA has access to only a limited dataset on migration. However, STATS SA's latest Strategic Plan recognizes new demands for statistical information that involve the re-use of administrative data for statistical purposes and combining of survey data with administrative datasets.¹⁹⁵ STATS SA's Strategic Plan for the years 2020-2025 isolates other drawbacks impeding the expansion of the SANSS, which also affect datasets related to labour migration and other forms of migration. The expansion of the National Statistics System (NSS) is also adversely affected by resource constraints facing STATS SA.

6.3.2 Key personnel in government departments may not even be aware of the potential migration-related data that could be extracted from their administrative processes and mechanisms. In the assessment of administrative datasets on migration, there is a tendency to focus mostly on the procedural systems and mechanisms of the government department responsible for immigration. With the expansion of sources and processes through which data can be extracted, the role of national statistical organizations, such as STATS SA has also undergone a considerable shift. In order to benefit from the diversifying data ecosystem with multiple data producers, ranging from various government departments to private companies, STATS SA needs to expand its networks and build new partnerships. One of the main recommendations for expanding the use of 'big data' for statistics is the public-private partnerships. However, STATS SA has "minimum mandate to access such data at no cost."¹⁹⁶

6.3.3 Based on a renewable MOU, the Department of Home Affairs (DHA) shares data with STATS SA from the Movement Control System, which tracks the passage of citizens and non-citizens through the various ports of entry/exit.¹⁹⁷ STATS SA uses this data to produce its monthly reports on international tourism in South Africa.¹⁹⁸ This data is available on a monthly basis from November 1980 to November 2021. DHA has also periodically provided data on temporary and permanent residence permit applications to STATS SA from its Visa Systems. STATS SA uses this data to produce occasional reports on documented immigrants. However, this data is not provided on a continuous basis (as it is for example in countries like Botswana) and is the subject of negotiations between STATS SA and DHA on an expanded MOU.¹⁹⁹

6.3.4 While DHA officials do share some administrative data with Parliament and the Parliamentary Portfolio Committee on Home Affairs, this process is demand-driven and not a regular or predictable source of data sharing with parliamentarians or the public. The only other source of data in the public domain are departmental annual reports which actually contained more aggregated administrative in the past than at present. DHA Annual Reports over the last decade, for example, vary in what data is made public (Table 16).

Table 16: Administrative Data in South African DHA Annual Reports

| | Deportations | Deportation 'Targets' | Work Permits Issued (T = temporary) | Critical Skills Permits Issued | Permanent Residence Permits Issued | Zimbabwe Dispensation Project Permits |
|---------|--------------|-----------------------|-------------------------------------|--------------------------------|------------------------------------|---------------------------------------|
| 2019/20 | | | 1,444 | 4,707 | 8,142 | |
| 2018/19 | 24,266 | | 1,572 | 5,935 | 7,810 | |
| 2017/18 | 15,033 | | | | | |
| 2016/17 | 23,044 | | 2,007 | | 5,271 | |
| 2015/16 | | | 5,764 | | 2,754 | |
| 2014/15 | 54,169 | | | | | |
| 2013/14 | 131,907 | | 19,035 (T) | | 211 | |
| 2012/13 | | | 14,471 (T) | | | |
| 2011/12 | 75,366 | 70,000 | 2,896 | | 73,499 (T+P) | 203,364 issued |
| 2010/11 | 55,825 | 225,000 | 132,577 (T) | | 239,922 (T+P) | 275,762 applied |
| 2009/10 | 1,060 | | 5,926 | | 4,083 | |

6.3.5 Several key informants indicated that they had encountered difficulties in accessing data from government departments, despite following the formal procedures and offering detailed explanations for the use of that data-set. Conventional survey-based datasets such as the Census and Labour Force Survey generated by STATS SA are more freely available and are even deposited in non-government repositories such as Data First at the University of Cape Town.

- 6.3.6** Some data may legitimately be deemed too sensitive to be in the public domain. Statistics involving certain categories of migrants, especially irregular migrants, is one such example. Numbers of ‘undesirable persons’ and children of irregular migrants recently registered by schools are some indicators that may not be fully divulged. Many of our key respondents also emphasized that despite its positive intentions, the provisions of POPIA will act as a barrier to data-sharing and this would especially be the case with government departments expressing greater reluctance to share data, for fear of violating its conditions. The infringement of personal or individual privacy is not a significant concern for big data sources, as it engages with anonymized collective information in data-sets. However, new requirements introduced by the South African government through POPIA may function as an additional barrier to using this type of data.
- 6.3.7** The Draft LMAP proposes the establishment of a joint structure which will bring together the DEL, DHA, DHET, DST and Statistics SA in the form of a network for resource-sharing, and whose scope and powers will be decided jointly. The newly established structure would ensure sharing of administrative, statistical and research data produced by each institution and organise capacity-building training workshops for data producers and data users to create space for engagement and ensure wide and adequate usage of labour migration data for policy monitoring and evaluation.

6.4 Policy Recommendations

- 6.4.1 Acknowledge Value of Administrative and Big Data for Labour Migration Management.** As noted above, there has now some official interest in the potential of administrative and other alternative labour migration data, consistent with South Africa’s commitment to global (GMDAC), continental (AU) and regional (SADC) priorities. In part, the pay-off from investing resources in collation and mining of these data sources has not been readily apparent. What is clear from this audit is that the country generates a massive amount of such data in digital format through a variety of intra-departmental and inter-departmental systems and that on those occasions when the data is accessed in aggregated form, it provides new and important insights into migration dynamics. Greater official recognition of the need for better migration data than currently exists is imperative.
- 6.4.2 Incorporate Relevant Findings into Future Policies.** With the exception of a study undertaken for the Department of Home Affairs by the GMDAC a few years ago, and in response to periodic requests for information from parliamentarians, the DHA does not appear to make optimal use of its trove of administrative migration data. We were able to construct a picture of the main data systems from a review of the legislative framework and accessing multiple sources in the public domain and to extend this audit to other government departments and selected private sector administrators.
- 6.4.3 Prioritize Migration Data in Policy Frameworks:** South Africa has not, to date, prioritized the need to collect, process and utilize migration data for safe, orderly and regular migration. Not only is a dedicated National Migration Survey warranted but more use could be made of the country’s significant capacity to generate administrative and big data. The collection and use of accurate migration data in all forms is now prioritized in the country’s Draft Labour Migration Action Plan and policy framework and LMAPs of all African countries.

- 6.4.4 Build Statistical Capacities in Key Departments:** In South Africa, the Department of Employment and Labour has a specialized internal unit for statistics which is lacking in DHA. Key departments such as DHA which hold the largest datasets on immigration may be encouraged to build their own capacity. Because the mining of data within and across government is resource-intensive and requires specialist IT expertise, we recommend that a dedicated Statistics Unit be resourced in the DHA or as part of the new Border Management Authority.
- 6.4.5 Incorporate Reporting Practices:** Encourage the increased regularity and expansion of the various forms of reporting practices by and to key government entities on migration and migrants. Incorporate relevant data series in departmental annual reports and conclude departmental MoUs with Statistics South Africa to share a greater range and volume of migration data.
- 6.4.6 Build Data Collaboratives:** Encourage, promote and support the emergence of multiple forms of data collaboratives bringing together diverse public and private stakeholders with different skillsets to expand migration data and the release of data for users. Collaborative efforts involving selected government departments and research institutions can result in the release of extra data on migration for research and policy-focused analysis. By bringing together a diverse set of data producers and users with different competencies, other ways of extracting additional indicators from administrative and big data sets may be developed.
- 6.4.7 Encourage Data Intermediaries:** Another key development is the emergence of new data intermediaries who have specialized skillsets (data mining, GIS) for processing raw forms of big data and make it available for research purposes. These groups/organizations have already established trusted relationships with certain private data producers or are in the process of doing so. A good example is the Flowminder Foundation which has been working with different mobile phone companies in several African countries to process CDRs for research on development themes, including Kenya, and Namibia.²⁰⁰ They have also used mobile phones to conduct high-frequency surveys for fragile, conflict-affected countries, such as Somalia and South Sudan. Their latest work has focused on the impact of the COVID-19 public health restrictions on the mobility and return migrations.²⁰¹
- 6.4.8 Identify Migrant Usage of Relevant Social Media Platforms:** One of our key respondents recommended the careful identification of the particular social media platforms suitable for the analysis of specific migrant groups in addition to the sending and receiving countries: "In addition to the national context variables, other variables may also exert influences. The trick will be to realize that you cannot use the same dataset/analysis approach for all migrants. Each country has its own peculiarities, preferred apps and domestic pricing mechanisms, which will influence the types of messages or communication patterns between each possible country pair."
- 6.4.9 Encourage Data Philanthropy:** Big datasets such as CDRs of mobile phone companies, Facebook and other forms of social media platforms should be encouraged to offer anonymized datasets for research and statistical purposes. These companies will also provide technical support for additional processing of raw data for data users. Some companies, especially Facebook and Google, have created streamlined procedures for accessing their raw data. Through its D4D Data for Development Challenge, Orange Telecom offered its anonymized data to researchers studying and analyzing development challenges in Côte d'Ivoire and Senegal.²⁰²

6.4.10 Build Open Data Portals: In 2015, the Department of Public Service and Administration (DPSA) launched South Africa’s Open Data Portal with 409 datasets. According to a recent study on the state of open data in Africa, this portal has not been updated since mid-2018. Most of these datasets were from Statistics South Africa.²⁰⁴ There is no data available all on migration at this portal and “Immigration” or “Migration” are not listed as a separate topic.²⁰⁵ The City of Cape Town has created a similar open data portal containing 148 datasets, although this too does not contain any migration-related datasets.²⁰⁶

6.4.11 Collaborate with Regional and Sub-Regional Platforms focusing on migration data can offer new opportunities to bring together a diverse set of key stakeholders, including public and private data producers and data users, to identify new practices for improving and expanding statistics. In 2021, the Africa Migration Data Network was launched with the following objectives: build capacity on migration data for policy purposes; increase joint and shared efforts among members of this network; improve common standards on migration, migrant types and data methods; and advance migration-related datasets in this broad region.²⁰⁷ NSOs of African countries are members of this network. Collaboration with SAMM in building a regional labour market data observatory and the implementation of its labour migration statistics thematic area is recommended.²⁰⁸

6.4.12 Conduct Regular Data Assessments: Using a distinctive set of core indicators for labour migration for sending and receiving countries, encourage government agencies to regularly review existing datasets, identify gaps, and assess the possible extraction of new data through administrative procedures.

6.5 General Recommendations

6.5.1 Publicize Value-Added. We recommend a stronger evidence-based case be made by the JLMP about the value of mining administrative and big data data to ensure greater buy-in and resource deployment from the South African and other African governments going forward.

6.5.2 Conduct Further Studies of Labour Migration Data. The length of this report is testimony to our efforts to do justice to the variety and complexity of administrative data systems in one of Africa’s major migrant-receiving countries. All African countries, to one degree or another, both receive and send migrants. The TOR for this study related only to a study of potential South African sources but equally data is generated in sending countries as well (for example at exit border posts). Future studies by JLMP should address data sources in both types of flows. Because of the sheer numbers of migrants involved and the volume of data being generated across and outside government, studies of these data sources in other African countries may be less complex and challenging. However, on the basis of the promising findings here, we strongly recommend that the JLMP now extend this beyond the pilot stage to other AU Member States. Annex B is included as a guide for future key informant interviews in other countries.

6.5.3 Incorporate Labour Migration Data Indicators: Table 17 provides an updated list of South African labour migration indicators which can be adapted for other countries and surveys by the JLMP.

Table 17: Actual and Potential Migration Indicators by South African Government Department

| Government Department/Agency and its System | Type of Migration Indicator |
|---|---|
| DEPARTMENT OF HOME AFFAIRS (DHA) | |
| Civic Registration System | Migrant births – numbers and rates (for asylum-seekers, irregular migrants) (P) |
| Population Register | Migrant births – numbers and rates (for refugees and permanent residents) |
| Movement Control System (MCS) and Enhanced Movement Control System (EMCS) | <p data-bbox="571 835 1337 898"><u>Inflows of foreign-born population into South Africa (monthly and annual)</u></p> <ul style="list-style-type: none"> <li data-bbox="571 913 804 943">*Number of entries <li data-bbox="571 958 911 987">*Age and gender distribution <li data-bbox="571 1003 842 1032">*Country of citizenship <li data-bbox="571 1048 922 1077">*Region, Sub-region of Origin <li data-bbox="571 1093 767 1122">*Mode of Travel <li data-bbox="571 1137 852 1167">*Arrival by Port of Entry <li data-bbox="571 1182 943 1211">*Overseas travellers - numbers <p data-bbox="571 1238 1270 1301"><u>Outflows of foreign-born population from South Africa (monthly and annual)</u></p> <ul style="list-style-type: none"> <li data-bbox="571 1317 1054 1346">*Number of entries (monthly and annual) <li data-bbox="571 1361 911 1391">*Age and gender distribution <li data-bbox="571 1406 842 1435">*Country of citizenship <li data-bbox="571 1451 911 1480">*Region, sub-region of origin <li data-bbox="571 1496 762 1525">*Mode of travel <li data-bbox="571 1541 975 1570">*Exit by Specific Port of Entry/Exit <li data-bbox="571 1585 943 1615">*Overseas travellers - numbers <p data-bbox="571 1693 831 1722"><u>Irregular Migrants</u></p> <ul style="list-style-type: none"> <li data-bbox="571 1738 1134 1767">*Over-stayers – numbers, country of citizenship <li data-bbox="571 1783 1347 1845">*Undesirable persons – numbers, country of citizenship, numbers of appeals' cases and results <li data-bbox="571 1861 1331 1924">*Persons using fraudulent documents – numbers and country of citizenship <li data-bbox="571 1939 1358 1968">*Inflows of working age foreign-born populations into South Africa |

| | |
|--|---|
| Permits/Visa and eVisa System | <p>Stocks of Foreign Workers (documented)</p> <p>Labour force participation rate for documented migrants by gender, education and country of citizenship</p> <p>Temporary Migration</p> <ul style="list-style-type: none"> *Numbers by types of permits/visas *Country of citizenship *Region/Sub-region of citizenship * Rejected applications – numbers and country of citizenship <p>Permanent Migration</p> <ul style="list-style-type: none"> *Permanent Resident Permits (PRPs) by migrant category *PRPs by country of citizenship, region, sub-region *PRPs by gender and age *Rejected applications – numbers and by migrant category |
| National Immigration Information System (NIIS) | <p>Asylum-Seekers</p> <ul style="list-style-type: none"> *New applications – numbers, country of origin, location of filing claim, gender and age *Pending applications – numbers, country of origin/citizenship, age and gender *Applications processed – numbers, time taken to process applications *Approved and rejected *Applications by procedure – first instance decisions, appeals cases, judicial reviews and related results/outcomes *Principal applicants – numbers by age and gender *Dependents – numbers by age and gender *Number of children – principal applicants and dependents *Female claimants – age and country of citizenship <p>Refugees</p> <ul style="list-style-type: none"> *Approved cases by numbers, country of citizenship, age and gender *Principal applicants - numbers by age, gender and country of citizenship *Dependents – numbers by age, gender and country of citizenship *Female refugees – numbers and age distribution <p>Rejected applicants</p> <ul style="list-style-type: none"> *Country of origin – numbers *Age and gender |

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| Special Dispensation Programmes | <p>Irregular Migrants</p> <ul style="list-style-type: none"> *Numbers and country of origin *Number of applications, approvals and rejections *Change in migrant status – numbers and country of citizenship |
| Deportations Directorate, Inspectorate Division, Immigration Services Branch | <p>Migrant Detention and Deportations</p> <ul style="list-style-type: none"> *Operations to locate irregular migrants – numbers, locations *Number of migrants arrested *Number of migrants deported directly *Number of detained migrants prosecuted *Number of arrested migrants sent to the Lindela Centre *Detainees at the Lindela Centre – numbers, country of citizenship *Other details – detainees released after claiming asylum, for medical reasons, detention time limit reached and other reasons *Deportations – numbers, country of citizenship, expulsion by border post *Number of court judgments against the detention of migrants at the Lindela Centre |
| DEPARTMENT OF EMPLOYMENT AND LABOUR (DEL) | |
| Employment Services for South Africa (ESSA) System | |
| Public Employment Services | *Assessment of applications for individual and corporate work visas – numbers, provinces, time taken to process (within 30 calendar days or beyond 60 days) |
| Compensation Fund | *Fatalities and injuries (mining sector) - numbers |
| Unemployment Insurance Fund (UIF) | Number of documented immigrants and their dependents receiving benefits (P) |
| Inspections and Enforcement Services (IES) | <ul style="list-style-type: none"> *Inspections of employers for work permits – by numbers, provinces and time taken for inspection (within 25 days or higher) *Number of farm inspections for migrant labour employment |
| DEPARTMENT OF BASIC EDUCATION (DBE) | |
| South African School Administration and Management System (SA-SAMS) | <ul style="list-style-type: none"> *Numbers of children to migrant parents enrolled in public schools (P) *Numbers of international students |
| DEPARTMENT OF HIGHER EDUCATION AND TRAINING (DHET) | |
| South African School Administration and Management System (SA-SAMS) | <ul style="list-style-type: none"> *Numbers of children to migrant parents enrolled in public schools (P) *Numbers of international students |

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|---|---|
| National Learners Records Database (NLRD), SAQA | <p>*International students by numbers, age structure, country and region of origin</p> <p>*Documented migrants by age, gender, education and training, country of citizenship</p> <p>*Migrant educators by age, gender, education and training, country of citizenship</p> <p>*Applications for work visas and skills assessment – numbers, country of citizenship, occupational profile and results (accepted or rejected)</p> <p>*Migration intentions/aspirations into South Africa by leading countries of origin</p> |
| DEPARTMENT OF HEALTH | |
| Health Facility | Birth certificates issued to migrant parents – numbers (P) |
| District Health Information Systems (DHIS) | Number of migrants accessing public healthcare services (P) |
| Provincial Health Data Centre (Western Cape) | Patients Master Index (PMI) – number of migrants using health services (P) |
| Health Patient Registration System (HPRS) | Master Patient Index (MPI) – number of migrants using health services (P) |
| Medical Bureau for Occupational Diseases (MBOD) database | Health records and tests for miners and ex-miners – numbers and countries of origin |
| Compensation Commissioner for Occupational Diseases (CCOD) database | <p>*Compensation to migrant mineworkers for occupational injuries, disabilities, health conditions and fatalities – claims by numbers and country of citizenship, approved and rejected claims</p> <p>*Fatalities and injuries (mining sector) - numbers</p> |

| DEPARTMENT OF SOCIAL DEVELOPMENT | |
|---|---|
| SOCPEN system | Numbers of refugees and permanent residents receiving/have received various grants: COVID-19 Social Relief of Distress grants (also asylum-seekers and special permit holders) |
| South African Social Security Agency (SASSA) | Disability grants Care dependency grants Foster child grant Social Relief of Distress grants |
| DEPARTMENT OF AGRICULTURE, LAND REFORM AND RURAL DEVELOPMENT | |
| SOCPEN system | Numbers of refugees and permanent residents receiving/have received various grants: COVID-19 Social Relief of Distress grants (also asylum-seekers and special permit holders) |
| South African Social Security Agency (SASSA) | Disability grants Care dependency grants Foster child grant Social Relief of Distress grants |
| DEPARTMENT OF AGRICULTURE, LAND REFORM AND RURAL DEVELOPMENT | |
| Producer/Farmer Register | *Migrant and Permanent Resident Permit farmers (P) *Migrant labour (P) |
| DEPARTMENT OF TRADE, INDUSTRY AND COMPETITION | |
| (since 2014) | *Corporate work permit/visas applications – numbers approved and rejected, country of citizenship of applicants, applications for extensions and related details *Business Visas – numbers approved and rejected, country of citizenship of applicants, applications for extensions – accepted and refused |
| Business Registers | *Migrant-owned businesses/firms – numbers (P) |
| NATIONAL TREASURY | |
| Personnel and Salary System (PERSAL) | Numbers of 'foreign nationals' employed in government departments and agencies, gender, age, education and skills |

| SOUTH AFRICAN RESERVE BANK (SARB) | |
|--|--|
| National Payment System (NPS) and its networks (Balance of payments, Cross-border bank card transactions) | Formal remittances – values, origin and destination countries |
| SOUTH AFRICAN REVENUE SERVICE (SARS) | |
| Tax certificates | Migrants and their earnings in registered firms |
| MOST/ALL GOVERNMENT DEPARTMENTS | |
| | Foreign workers by salary band, major occupation and numbers (Annual Reports) |
| OTHER GOVERNMENT AGENCIES | |
| National Learners' Records Database (NLRD) (since 1999), South African Qualifications Authority (SAQA) | *Applications for skills assessment by numbers, profession, country of citizenship, education and training *Approved applications – numbers, profession, country of citizenship, education and training *Rejected applications – numbers, profession, country of citizenship |
| Register of Misrepresented Qualifications (new) and Register of Fraudulent Qualifications(new), NLRD | *Fraudulent applications – numbers and country of origin |
| South African Social Security Agency (SASSA) | *Numbers of refugees and permanent residents receiving/ received various grants: COVID-19 Social Relief of Distress grants Disability grants Care Dependency grants Foster child grants Social Relief of Distress grants |

| Quasi-Government Institutions | |
|---|---|
| Airports Company of South Africa (ACSA) | <p>International Airport Passenger Statistics</p> <ul style="list-style-type: none"> *Inflows of passengers – numbers *Outflows of passengers – numbers *Inflows and outflows of passengers by country of embarkation and disembarkation (P) |
| Other Organizations/Agencies in South Africa | |
| Professional Councils of South Africa (statutory and non-statutory bodies) | <ul style="list-style-type: none"> *Skills assessment for work visa applications – approved and rejected *Foreign educational qualification applications processed – by numbers, type of qualifications * Registrations – numbers, country of citizenship and profession/occupation *Details of professional/occupation specialization (e.g., civil engineering, chemical engineering etc.) *Additional requirements, such as qualifying exams and results |
| Employment Bureau of South Africa (TEBA) | <ul style="list-style-type: none"> *Mining labour by numbers, country of origin, age *Social benefits for current and past migrants – numbers and country of origin *Remittances – volumes and amounts transferred |
| Cross-Border Money Transfer Service for Lesotho FinMark and Shoprite (since 2015) | <ul style="list-style-type: none"> *Remittances across migration corridor – volume and values |
| Private Organizations/Entities | |
| Occupational Injury and Disease Compensation Insurance programme, Rand Mutual Insurance Company | <ul style="list-style-type: none"> *Migrant workers in mining sector compensations for temporary or permanent disability – numbers of claims, approved and rejected claims and countries of origin |
| International Organizations | |
| Sabre Travel Data | <p>Airline's passengers traveling to and from South Africa by numbers and country of embarkation (incoming passengers) and disembarkation (outgoing passengers)</p> |

(P)=Potential for data to be extracted

Annex A: List of Key Informants

1. Advocate Maemo Mathethe, Department of Home Affairs, Government of South Africa
2. Yogie Tavern, Department of Home Affairs, Government of South Africa
3. Anthony Makwiramiti, Department of Social Development, Government of South Africa
4. Dianne Dunkerley, South African Social Security Agency (SASSA)
5. Abrahams Mutedi, Department of Employment and Labour, Government of South Africa
6. Diego Iturralde, Statistics South Africa
7. Itani Ntsieni, Statistics South Africa
8. Dr David Everatt, South African Statistics Council
9. Dr Andrew Tatem, Director, WORLDPOP and FlowMinder Foundation
10. Prof Mulugeta Dinbabo, Institute of Development Studies, University of the Western Cape
11. Dr Jean-Paul Van Belle, Centre for Information Technology and National Development in Africa (CITANDA)
12. Theo Sparreboom, ILO
13. Lynn Woolfrey, Data First
14. Father Filippo Ferraro, Director, Scalabrini Centre
15. Marzia Rango, Africa Migration Data Network (AMDN) and Global Migration Data Analysis Centre (GMDAC)
16. Caroline Skinner, WIEGO
17. Dr Michael N. Belebema, University of the Western Cape
18. Debbie Budlender, Independent Researcher
19. Eivind Hoffmann, Wits Institute for Social and Economic Research (WiSER)

Annex B: Key Informant Questionnaire



Key Informant Interview Questionnaire

Good day! My name is Sujata Ramachandran. I am conducting a study on the administrative data sources on labour migration and other forms of new data. This study is being carried out under the African Union-ILO-IOM-ECA Joint Programme on Labour Migration Governance for Development and Integration in Africa (JLMP). It is being conducted in coordination with Statistics South Africa and Ministries of Labour and Home Affairs of the Government of South Africa.

We are requesting your department to fill out this questionnaire on administrative systems and procedures of your department/institution to find out what types of migration-related data may be present.

We have identified the administrative system/procedure of your department and type of migration-related data it may contain in Table 1 (see attached document). Please refer to this table to answer these questions.

Many of these questions require brief answers that may not exceed a few sentences.

Please feel free to refuse to answer any question that you may not be comfortable with.

We will use your answers for our analysis. We may also include some of your responses as quotes in our report. However, they will not be linked with you individually. Our report will only carry a list of participants (names and affiliations) who were interviewed as key informants for this study.

Theme 1: Administrative Systems and Procedures

1. Please tell me briefly about the (name of system or procedure) of your department?
2. Which population group/groups does it cover (e.g., citizens, permanent residents, migrants/foreign nationals, labour migrants, refugees, asylum-seekers, tourists)?
3. As far as the _____ (name of migrant category – see Table 1) is concerned, does this procedure/system record their demographic details (such as age and gender)?

Does it record their other characteristics (such as country of origin, duration of stay in South Africa, date of entry and/departure)?
4. Does this procedure or system document their other attributes (such as education, skills etc.)?
5. Is aggregated data on _____ (name(s) of migration indicator – see Table 1) available from this system/procedure?
6. How long has this _____ (name of system/procedure – see Table 1) recorded this data? Since what year?
7. If this procedure/system has been discontinued, when was it ended?
8. Is aggregate data still available from this discontinued procedure/system?
9. Is your department planning to make changes to your existing systems/procedures?
10. If yes, please tell me about the proposed changes?
11. Will any of the proposed changes to your existing system/procedure affect the data available on migration?
12. Will additional data be available as a result of these proposed changes?
13. When will these changes become operational?

Theme 2: Data-Sharing (Procedures and Details)

14. Does your department publicly share migration-related data from the _____ (name of system/procedure – see Table 1)?
15. If yes, how is it shared (e.g. annual report, department website, reporting to MPs and Standing Committees of Parliament, etc.)?
16. Is there any migration-related data that has not been shared with other organizations or publicly?
17. If yes, then can you provide the reason/reasons for withholding the data?
18. Has your department shared migration-focused data from _____ (name of system/procedure – see Table 1) with other government departments and institutions in South Africa?
19. If yes, can you please identify these institutions?

20. What kinds of details does this data contain (e.g. age, gender, country of origin, and other information about migrants, immigrants and refugees)?
21. How often is this data shared?
22. What is the procedure for sharing the data (e.g. service level agreement, MOU)?
23. Are you able to share other details of this data-sharing process (e.g. time duration, frequency of sharing and types of migration indicators to be shared)?
24. Does your department receive migration-related statistics from other national government ministries or departments in South Africa?
25. If yes, can you please tell me what they are?
26. How long has your department received this data? Since what year?
27. How often does your department receive this data (e.g., monthly, annually, bi-annually)?
28. What kinds of details does this data contain (e.g. age, gender, country of origin, and other information about migrants, immigrants and refugees)?
29. Does your department receive migration-related statistics from provincial and municipal government ministries or departments?
30. If yes, can you please tell me about the subject/topic of this data? Does it offer demographic details (e.g. age and gender)?
31. Is the data disaggregated by country of birth/origin and migrant status?
32. How long has this data been shared with your department/organization? Year and frequency of sharing?
33. Please tell me about the procedure through which this data is received (e.g. service level agreement, MOU etc.)
34. Does your department share data directly with international organizations that are interested in international migration (e.g. IOM, ILO, OECD, UNDESA, UNHCR etc.)?
35. If yes, what is the procedure through which it is shared?
36. If there are formal agreements for data-sharing, then can you share other details with me (when was it put in place, duration of applicability, types of data to be shared and frequency of sharing)?
37. How often has migration data been shared with these organizations?

Theme 3 – Challenges and Recommendations

38. Has your department experienced any difficulties and challenges in receiving migration-data from other departments?
39. Has your department experienced any difficulties or challenges in sharing migration-data with other departments?
40. If yes, can you tell me more about these challenges?

41. Has your department attempted to address these challenges? If yes, please tell me a bit more about it.
42. Do you have any suggestions for addressing these challenges?
43. Do you have any recommendations for improving the data-sharing processes?
44. Can you identify any existing gaps in the migration data that is available (e.g. missing categories/indicators, limited data on _____ group etc.)?
45. Do you have any suggestions for rectifying these gaps?

Annex C: Professional bodies of South Africa (Recognized by SAQA)

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| Actuarial Society of South Africa | Compliance Institute Southern Africa |
| Allied Health Professions Council of South Africa | Contact Centre Management Group |
| Association for Office Professionals of South Africa | Contractors Plant Hire Association |
| Association for Skills Development in South Africa | Corporate Counsel Association of South Africa |
| Association for Supportive Counsellors and Holistic Practitioners | Council for Equine and Equestrian Professionals of South Africa |
| Association of Accounting Technicians (South Africa) | Direct Marketing Association of South Africa |
| Association of B-BBEE Professionals | Disaster Management Institute of Southern Africa |
| Association of Certified Fraud Examiners | Employee Assistance Professionals Association of South Africa |
| Association of Chartered Certified Accountants South Africa | Engineering Council of South Africa |
| Association of Christian Religious Practitioners | Estate Agency Affairs Board |
| Association of Southern African Professional Archaeologists | Federation of African Professional Staffing Organisations |
| Association of Southern African Travel Agents | Financial Planning Institute of Southern Africa |
| Batseta Council of Retirement Funds for South Africa | Forum of Immigration Practitioners of South Africa |
| Chartered Institute for Professional Practitioners and Trainers | Health Professions Council of South Africa |
| Chartered Institute of Government Finance Audit and Risk Officers | Independent Regulatory Board for Auditors |
| Chartered Institute of Management Accountants | Institute for Local Government Management of South Africa |
| Chartered Institute of Procurement and Supply | Institute for Timber Construction South Africa |
| Chartered Secretaries Southern Africa | Institute for Work at Height |
| Coaches and Mentors of South Africa | Institute of Accounting and Commerce |
| | Institute of Bankers in South Africa |
| | Institute of Business Advisers Southern Africa |
| | Institute of Certificated and Chartered Statisticians of South Africa |

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| Institute of Certified Bookkeepers and Accountants | South African Chefs Association |
| Institute of Chartered IT Professionals | South African Chemical Institute |
| Institute of Commercial Forensic Practitioners | South African Council for Natural Scientific Professions |
| Institute of Credit Management of South Africa | South African Council for Project and Construction Management Professions |
| Institute of Directors in Southern Africa | South African Council for Social Service Professions |
| Institute of Information Technology Professionals South Africa | South African Council for the Architectural Profession |
| Institute of Internal Auditors South Africa | South African Council for the Property Valuers Profession |
| Institute of Loss Adjusters of Southern Africa | South African Council for the Quantity Surveying Profession |
| Institute of Management Consultants and Master Coaches of South Africa | South African Dental Technicians Council |
| Institute of Mine Surveyors of South Africa | South African Facilities Management Association |
| Institute of People Management | South African Geomatics Profession Council |
| Institute of Professional South African Mariners | South African Institute of Chartered Accountants |
| Institute of Risk Management South Africa | South African Institute of Financial Markets |
| Institute of Safety Management | South African Institute of Occupational Safety and Health |
| Insurance Institute of South Africa | South African Institute of Physics |
| Law Society of South Africa Library and Information Association of South Africa | South African Institute of Professional Accountants |
| Marketing Association of South Africa | South African Institute of Tax Practitioners |
| Ocularists Association of Southern Africa | South African Institute of the Interior Design Professions |
| Plumbing Industry Registration Board | South African Nursing Council |
| Professional Hunters' Association of South Africa | South African Payroll Association |
| Project Management South Africa | South African Professional Firearm Trainers Council |
| Public Relations Institute of Southern Africa | South African Professional Institute for Kinderkinetics |
| Register of Exercise Professionals South Africa | South African Restructuring and Insolvency Practitioners Association |
| SAINT Professional Body for NDT | |
| South African Association of Health and Skincare Professionals | |
| South African Board for People Practices | |

South African Reward Association

South African Sports Confederation and
Olympic Committee

South African Veterinary Council

Southern African Asset Management
Association

Southern African Communications
Industries Association

Southern African Emergency Services
Institute

Southern African Institute for Business
Accountants

Southern African Institute for Occupational
Hygiene

Southern African Institute of Government
Auditors

Southern African Marketing Research
Association

The South African Council for
Administrators

The South African Pharmacy Council

Turnaround Management Association
Southern Africa

Vehicle Damage Quantification
Governance Body of South Africa

Water Institute of Southern Africa

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