

# Annual Results Report

**2025**

**Indonesia**

## Acknowledgements

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### Contact us

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### Note:

The baseline values presented in this document reflect previous year's progress when available. If such data is not available, strategy baseline values are used instead.

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# Table of Contents

## Section 1: Context and Overview

- 1.1 - Changes to the Operational Context
- 1.2 - Progress Against the Desired Impact
- 1.3 - Challenges to Achieving Impacts
- 1.4 - Collaboration and Partnerships

## Section 2: Results

- 2.1 - Outcomes and Achievements
- 2.2 - Age, Gender and Diversity

## Section 3: Resources

- 3.1 - Financial Data
- 3.2 - Resources Overview

## Section 4: Lessons Learned and Future Outlook

- 4.1 - Lessons Learned and Future Outlook

# Section 1: Context and Overview

## 1.1 Changes to the Operational Context

In 2025, the number of refugees and asylum-seekers residing in Indonesia remained relatively steady, at just over 12,000 people as new arrivals were balanced by departures through resettlement, voluntary repatriation, pathways and spontaneous departures. The Government of Indonesia ensured people seeking protection on arrival by air and sea borders were able to access it.

Indonesia's primary legal framework for refugee protection remained the Regulation of the President Number 125 Year 2016 on Handling of Foreign Refugees (Presidential Regulation 125/2016), which provided the foundation for ensuring refugees' access to asylum and assigned UNHCR a key role in managing asylum claims and solutions. UNHCR continued to support the Government by coordinating the humanitarian response and undertaking key protection functions, including registration, documentation, refugee status determination and the pursuit of solutions. The Presidential Regulation 125/2016 remained under revision, presenting opportunities to address concerns and gaps within the current asylum and refugee response and strengthen the legal framework.

Reductions in humanitarian support globally had a major impact on the humanitarian response. Departures through resettlement decreased considerably, leaving many refugees under resettlement consideration in limbo and increasing frustration, stress and protection risks within the refugee community. Funding to refugees in Indonesia decreased considerably during the year, significantly reducing UNHCR staff numbers and assistance programmes. Humanitarian support for the most vulnerable refugees was increasingly limited, impacting cash, health and education assistance, as well as programmes for unaccompanied children, among others.

## 1.2. Progress Against the Desired Impact

### 1. Impact Area: Attaining Favorable Protection Environments

**By the end of 2025, all forcibly displaced and stateless people have improved access to territory and reduced risk of refoulement**

Population Type	Indicator	
	Baseline	Actual (2025)
<b>1.1 Proportion of people seeking international protection who are able to access asylum procedures</b>		
Refugees and Asylum-seekers	99.45%	99.62%
<b>1.2 Proportion of people who are able to move freely within the country of habitual residence</b>		
Refugees and Asylum-seekers	0.00%	0.00%

As there was no national asylum framework, UNHCR conducted registration and refugee status determination in support of the Indonesian Government. In 2025, UNHCR registered 1,583 people in Indonesia, bringing the total number of people registered and residing in the country by year-end to 12,112 from 54 countries of origin. The Office also completed refugee status determination decisions for 119 people, the majority (116) of whom were granted refugee status.

As refugees and asylum-seekers could access the same protection and assistance programmes in Indonesia, UNHCR prioritized refugee status determination for those at risk of detention or deportation, as well as those with identified third country solutions that required refugee status to access them.

UNHCR documentation issued to refugees and asylum-seekers was generally respected by the Government and offered protection from arbitrary arrest, detention and refoulement. However, people perceived by immigration authorities to be abusing the asylum system – particularly those who entered the country by air or who were in possession of a visa – were at heightened risk of detention and of being denied access to UNHCR registration. The 2024 Immigration Circular on Detention of Refugees prescribes detention for refugees and asylum-seekers who have contravened immigration regulations until a third country solution is realized. Legal adjudication is not required prior to detention, increasing risks of arbitrary and indefinite detention. UNHCR monitored all detained people and advocated with authorities for their release, leading to 17 people being released in 2025. By year-end, 27 registered refugees and asylum-seekers remained in detention – nearly half of whom had been detained for over a year. UNHCR was not granted access to six detainees who had expressed a desire to be registered despite formal requests to immigration authorities.

### 2. Impact Area: Realizing Rights in Safe Environments

**By the end of 2025, refugees, asylum-seekers and stateless people with heightened needs have access to basic needs and assistance**

Population Type	Indicator	
	Baseline	Actual (2025)
<b>2.3 Proportion of people with access to health services</b>		
Refugees and Asylum-seekers	100.00%	100.00%

While refugees could access primary health care at community health centres, they faced difficulties paying for consultations, prescribed medication and referrals. The financial barriers to secondary and emergency health care were considerably greater. Refugees were excluded from some essential medical and public health programmes. As a result, they often did not receive appropriate preventative and curative medical care. UNHCR worked to assist refugees financially with emergencies and chronic or secondary health issues that met defined criteria. However, financial limitations in 2025 resulted in stricter assessments of cases, resulting in many health issues going untreated.

In 2025, UNHCR worked to advance refugees' access to the Jaminan Kesehatan Nasional (JKN), Indonesia's national health insurance system. It engaged an expert consultant to map key stakeholders, provided a strategic roadmap for refugees' inclusion in the national health insurance programme, and supported the development of a policy brief to guide relevant advocacy. UNHCR also continued advocating for the inclusion of refugees in JKN and universal health coverage as part of its broader inclusion efforts.

In addition, UNHCR worked with partners to streamline health care access for independently living refugees across Indonesia, including those outside of the capital. As of November 2025, independently living refugees in all locations could contact UNHCR's partner the Yayasan Cita Wadiah Swadaya health hotline for assistance and health guidance. From mid-2025, UNHCR capitalized on a sports-for-protection programme to incorporate psychological counseling services for refugees in need.

### 3. Impact Area: Empowering Communities and Achieving Gender Equality

**By the end of 2025, forcibly displaced and stateless people have access to education, livelihood opportunities, with equal participation of both males and females in their own protection**

Indicator		
Population Type	Baseline	Actual (2025)
<b>3.2a Proportion of children and young people enrolled in primary education</b>		
Refugees and Asylum-seekers	34.13%	9.63%
<b>3.2b Proportion of children and young people enrolled in secondary education</b>		
Refugees and Asylum-seekers	20.81%	11.57%

Refugees and asylum-seekers experienced gradual but meaningful progress in accessing education and livelihoods in 2025. The Ministry of Education, Culture, Research and Technology issued circular letters in 2019 and 2022 affirming that refugee children may attend public primary and secondary schools. While many refugee children could enroll in school, barriers remained, including fees for tuition, geographic limitations in areas not explicitly covered by the circulars, restrictions in the circular that prevent formal enrollment and the issuance of transcripts and certificates for refugee children. Certain groups, notably Rohingya, report being stigmatized.

Indonesia did not have a legal framework to support refugees' access to tertiary education in 2025. Nonetheless, a small number of refugees benefited from flexible policies implemented by some institutions and enrolled or attended classes in universities in greater Jakarta, Makassar and Pekanbaru. UNHCR also collaborated with new tertiary education partners, including Dompot Dhuafa University and Institut Bisnis and Informatika Kesatuan (IBIK), which provided scholarships for refugees.

Refugees experienced more opportunities to build skills, gain practical exposure and connect with supportive institutions despite legal restrictions on formal employment. Access to financial services diversified beyond traditional banks, including through mobile money service providers, which – despite having limited features – created potential alternatives for refugees. Major systemic barriers continued to prevent refugees from working legally in Indonesia, particularly legislative restrictions that were insurmountable for refugees without revision such as the need for legal stay. This affected their ability to meet basic needs and to contribute to their host communities.

UNHCR promoted a comprehensive inclusion framework across all geographical areas and sectors.

strengthening coherence, reinforcing inclusion as interconnected across services, and increasing visibility and impact. Engaging a diverse group of stakeholders to enable access to work, education and services for the refugee population remained crucial to achieving progress.

## 4. Impact Area: Securing Solutions

**By the end of 2025, refugees can access available solutions in a fair and transparent manner and activities are carried out through a comprehensive approach**

Population Type	Indicator	
	Baseline	Actual (2025)
<b>4.1 Number of refugees who voluntarily return in safety and dignity to their country of origin</b>		
Refugees and Asylum-seekers	145	83
<b>4.2a Number of people who departed on resettlement</b>		
Refugees and Asylum-seekers	1,117	393
<b>4.2b Number of people who departed through complementary pathways</b>		
Refugees and Asylum-seekers	355	304

In 2025, UNHCR continued its efforts to use all resettlement spaces available to expand opportunities for third country solutions beyond resettlement and to facilitate voluntary repatriation to countries of origin for those who wished to return. In 2025, it submitted applications for 365 people to resettlement countries, including three urgent protection cases through the unallocated quota. During the year, 393 people left to a resettlement country; 304 people went to a third country via complementary pathways, including 238 on a private sponsorship, 50 on family reunification and five on a humanitarian visa; and 11 went to a third country on a labour mobility pathway. UNHCR provided counselling or departure-related assistance to 228 people, and 83 departed via voluntary repatriation. Financial constraints resulted in fewer staff managing durable solutions in 2025.

UNHCR, through its implementing partner, continued to facilitate access to labour mobility pathways by assisting with candidate intake, administrative procedures and nationwide sensitization efforts. As the continuation and future of pilot programmes depended on the political direction and willingness of receiving countries, the uncertainties led to delays in processing. Refugees in Indonesia received a relatively high number of job offers, but limited resources within partner organizations due to global funding challenges contributed to prolonged administrative processing.

## 1.3 Challenges to Achieving Impacts

UNHCR prioritized efforts to expand the protection environment in Indonesia by pursuing opportunities for refugee empowerment and the meaningful inclusion of refugees in national education, health insurance, justice, social welfare and civil registration systems. While this work progressed in 2025, a key barrier to an improved protection environment remained the limited domestic legal framework for refugees. While Regulation of the President Number 125 Year 2016 on Handling of Foreign Refugees provided a legal framework for emergency, shelter, and immigration management and Indonesia generally respected the principle of non-refoulement, refugees and asylum-seekers were considered irregular migrants under immigration law and risked being deported or denied entry. Without legal status in Indonesia, or regulations or decrees that specifically enabled access to income generating opportunities and essential services, refugees' ability to access key services and opportunities in the country remained limited.

Resources to support refugees and address the needs of the most vulnerable were limited. Financial constraints in 2025 forced cuts to UNHCR programmes that were supporting the most vulnerable to meet their basic needs. The number of vulnerable refugees receiving multi-purpose cash assistance decreased significantly, health interventions were more limited, and there was a reduction in assistance available to children attending school as well as those who arrived unaccompanied by an adult caregiver. UNHCR's staffing reduced by 40% in 2025, resulting in a limited protection response and longer case processing times.

There were also increasing challenges to solutions for refugees. Resettlement spaces in Indonesia were limited, insecurity and instability in countries of origin prevented return, and there were limited opportunities to develop skills and gain work experience in Indonesia, which impeded access to work and education pathways in third countries.

## 1.4 Collaboration and Partnerships

UNHCR worked with national and local partners to protect, assist and find solutions for refugees, asylum-seekers and stateless people in 2025.

National coordination took place through the refugee task force and key ministries, including the Ministry of Foreign Affairs, Ministry of Manpower, Ministry of Home Affairs – Civil Registration, Ministry of Health and Ministry of Women's Empowerment and Child Protection, as well as coordination at the local government level. UNHCR's engagement with these ministries underpinned progress in sustaining access to asylum, responding to maritime arrivals and advocating for refugees' inclusion in national systems and services. Coordination with local authorities in Aceh and North Sumatra was key to enabling Rohingya refugees to disembark and to identifying temporary hosting sites for them.

Local NGOs, faith-based organizations, academia and legal aid institutions played an increasingly important role in implementing programmes for refugees and advocating for an improved protection environment. While small in scale, these interventions were important examples of complementarity and localization.

Engagement with refugee-led organizations was strengthened through grant agreements, enhancing community-based protection and contributing to refugees' well-being and women's empowerment.

UNHCR continued to work closely with the UN country team through the UN Common Pledge in education, health, economic empowerment and civil registration to accelerate progress. Partnerships with private sector actors provided internships and on-the-job training opportunities, enabling refugees to gain skills and work experience, contributing to greater self-reliance and better preparing them to access durable solutions.

## Section 2: Results

### 2.1. Outcomes and Achievements

#### 1. Outcome Area: Access to Territory, Reg. and Documentation

**Outcome 1.1** By the end of 2025, asylum-seekers, refugees, and stateless individuals have access to fair and efficient protection processes

##### Core Outcome Indicators

Population Type	Indicator		
	Baseline	Target (2025)	Actual (2025)
<b>1.1 Proportion of refugees and asylum seekers registered on an individual basis</b>			
Refugees and Asylum-seekers	100.00%	100.00%	100.00%
<b>1.2 Proportion of children under 5 years of age whose births have been registered with a civil authority</b>			
Refugees and Asylum-seekers	10.80%	25.00%	20.58%
<b>1.3 Proportion of people with legally recognized identity documents or credentials</b>			
Refugees and Asylum-seekers	100.00%	100.00%	100.00%

##### Core Output Indicators

Population Type	Indicator	
	Actual (2025)	
<b>01.1.1 Number of people registered on an individual basis</b>		
Refugees and Asylum-seekers	1,583	
<b>01.2.1 Number of people supported to obtain civil status, identity or legal status documentation</b>		
Refugees and Asylum-seekers	12,112	

### Progress Against the Desired Outcome

UNHCR registration and documentation play a critical role in protecting refugees and asylum-seekers in Indonesia. These processes help safeguard people from immigration detention and from deportation or refoulement to places where their lives may be at risk.

In 2025, UNHCR registered 1,583 people (1,022 cases). Of these 1,343 were new arrivals, 180 were newborn babies, and 60 people who became refugees sur place. During the year, the cases of 1,969 people were closed or inactivated, primarily due to spontaneous departure, voluntary repatriation or a third country solution.

From June 2025, all new registration requests were processed through UNHCR's digital gateway platform, improving the consistency and efficiency of registration procedures and account creation. By year-end, 1,463 people had been verified on the platform, including 929 registered people who successfully created digital gateway accounts.

Children born from mixed refugee and Indonesian national parents could obtain a birth certificate based on

the nationality of the Indonesian parent. Children born from refugee or asylum-seeker parents in Indonesia could obtain Government-issued birth notifications based on Presidential Regulation No 96/2018.

In 2025, UNHCR stepped up advocacy to expand refugees' access to Government birth registration, by strengthening cooperation with the Directorate General of Population and Civil Registration and civil registration offices in refugee-hosting areas. UNHCR also convened a workshop with the Directorate General of Population and Civil Registration to accelerate the issuance of birth notifications and promote the standardization of templates and procedures across civil registration offices. The workshop also informed refugee representatives about the importance of birth documentation and how to obtain it, and supported the organization of the batch issuance of birth notifications in several cities, in collaboration with civil registration offices.

These efforts contributed to 156 refugee children receiving Government-issued birth notifications in 2025, of which 89 were children aged five years and younger. Overall, 293 children born in Indonesia – 20% of all refugee children – had a Government-issued birth document by the end of the year and just over 20% (171 children) of children aged five and below (831 children) obtained official birth notification, exceeding the annual target.

UNHCR advocated the inclusion of refugees into the national population information administration system (known as SIAK) when engaging with key stakeholders. The system was only available for Indonesian citizens and foreigners with regular stay permits. The inclusion of all refugees in SIAK would allow children's birth documentations to be uploaded into the national system and generate a unique population number that would provide all refugees access to basic services in Indonesia, including education, health insurance and financial services.

### 3. Outcome Area: Protection Policy and Law

#### Outcome 1.3 By end of 2025 acceptance of refugees in Indonesia increased

##### Core Outcome Indicators

Population Type	Indicator		
	Baseline	Target (2025)	Actual (2025)
<b>3.1 Extent national legal framework is in line with the 1951 Convention and/or its 1967 Protocol</b>			
None	Not yet aligned	Not yet aligned	Not yet aligned
<b>3.2 Extent national legal framework is in line with the 1961 Convention on the Reduction of Statelessness</b>			
None	Broadly aligned	Broadly aligned	Broadly aligned

##### Core Output Indicators

Population Type	Indicator
	Actual (2025)
<b>03.1.1 UNHCR has engaged in legislative and judicial processes to strengthen laws and policies for the protection of refugees, IDPs, returnees and stateless people and/or the reduction and prevention of statelessness</b>	
Refugees and Asylum-seekers	Yes

## Progress Against the Desired Outcome

Indonesia had not ratified the 1951 Convention relating to the Status of Refugees although UNHCR continued to advance a more sustainable protection environment by enhancing engagement with key Government counterparts and diverse Indonesian stakeholders. It also provided input and technical support to different partner initiatives, while undertaking capacity strengthening and advocacy activities.

In 2025, UNHCR strengthened working relationships with key ministries and met with high-level officials of the National Refugee Task Force, the Ministries of Foreign Affairs, Human Rights and Immigration, as well as the Directorate General of Population and Civil Registration.

UNHCR contributed to the revision of the main domestic refugee legislation, Presidential Regulation 125/2016, by updating and resubmitting its formal comments. It also worked closely with the National Research and Innovation Agency and other civil society organizations to organize a series of workshops on strengthening refugee management and protection. These discussions culminated in an academic paper submitted to the Government.

The workshops and resulting paper emphasized to the importance of expanding refugee inclusion in key socio-economic services to reduce aid dependency and support more sustainable responses to refugees in Indonesia. This was reiterated in a mid-year briefing by UNHCR with key ministries and agencies.

UNHCR finalized policy briefs to engage with senior officials from key ministries and agencies, donors, IOM, NGOs, and academia on greater access for forcibly displaced and stateless people to education, universal health coverage, economic empowerment opportunities and financial services, as well as the integration of refugee data into the SIAK.

UNHCR worked with academics to issue a research paper on refugee registration in the national population database, retained a former Government official as a consultant to advance access to national health insurance, and worked with a law firm to publish a legal opinion on refugees' right to work.

Refugees gained access to justice and courts through pro-bono legal aid organizations. UNHCR conducted at least one formal refresher briefing for legal aid organizations in each area in was present. This legal aid support was particularly useful when refugees faced challenges engaging law enforcement bodies.

Indonesia had not ratified the 1961 Convention on the Reduction of Statelessness. However, UNHCR considered its national legal framework broadly aligned with the 1961 Convention. As the Government did not have data on the country's stateless population. Building on UNHCR's engagement with the National Statistics Office [Badan Pusat Statistik (BPS)] UNHCR advocated for the 2025 Intercensal Survey (SUPAS) to include questions relevant to refugees and stateless people.

## 4. Outcome Area: Gender-based Violence

**Outcome 1.4 By end of 2025, forcibly displaced and stateless people have adequate information, can identify and report on sexual exploitation and abuse through strengthened protection mechanisms**

**Outcome 1.5 By end of 2025, the risks of gender-based violence are reduced, ensuring that all survivors have adequate and timely access to quality services and gender-based violence prevention programming effectively addresses the root causes**

### Core Outcome Indicators

Population Type	Indicator		
	Baseline	Target (2025)	Actual (2025)
<b>4.1 Proportion of people who know where to access available GBV services</b>			
Refugees and Asylum-seekers	100.00%	100.00%	100.00%

4.3 Proportion of survivors who are satisfied with GBV case management services			
Refugees and Asylum-seekers	100.00%	100.00%	76.67%

### Core Output Indicators

Indicator		Actual (2025)
Population Type		
04.1.1 Number of people who benefitted from specialized GBV programmes		
Refugees and Asylum-seekers		66

## Progress Against the Desired Outcome

During the year, 66 cases of gender-based violence were reported to UNHCR in Indonesia, with most incidents occurring in greater Jakarta and Pekanbaru. Survivors received support and access to appropriate services in a timely manner. They included 14 people who benefited from psychosocial assistance, seven who received emergency cash assistance, 11 who accessed safe housing, 10 who were referred for medical support, and five who were assisted through the legal process. UNHCR liaised with IOM to ensure survivors in their accommodation gained the necessary support, including by assigning them their own case or file and referrals for best interest assessment and determination and to resettlement panels.

A 2025 survey by UNHCR's implementing partner of people who have survived gender-based violence in Jakarta and the surrounding area found 23 of the 27 respondents were satisfied with the way their case was managed.

Raising awareness of gender-based violence remained an important part of efforts to strengthen prevention, encourage reporting and improve access to support services. In 2025, 41 awareness raising sessions were conducted. These included 32 regular sessions in Aceh Timur and Lhokseumawe, five sessions in Jakarta, two sessions in Pekanbaru in response to cases in the Rohingya community, one session in Medan for Rohingya focal points, and one online session to commemorate the 16 Days of Activism against Gender-Based Violence.

In parallel, UNHCR advocated for increased refugee access to Government programmes for gender-based violence and child protection case responses, coordinating specifically with the Resort Police, the Office for Women's Empowerment and Child Protection, and its technical unit in Bogor Regency. A separate workshop was organized to strengthen coordination in the handling of gender-based violence and child protection cases.

Strengthening prevention of sexual exploitation and abuse safeguards remained a priority in 2025. UNHCR completed prevention of sexual exploitation and abuse capacity assessments for all three new implementing partners. Two of these partners were recognized as having full capacity, while one partner implemented a capacity strengthening implementation plan in collaboration with the UNHCR multi-functional team and achieved full capacity in August 2025. By year-end, all three partners had attained full prevention of sexual exploitation and abuse capacity.

In addition, UNHCR delivered training in the subject to seven refugee-led organizations and three women-led organizations selected under its sport-for-protection programme for refugees, which uses sport, including golf-related activities, to foster well-being, social cohesion, and safe spaces for displaced people, particularly children and young people.

## 5. Outcome Area: Child Protection

**Outcome 1.2** By end of 2025 vulnerable refugee children are protected from violence, abuse, exploitation and discrimination and have access to child friendly procedures and services.

### Core Outcome Indicators

Population Type	Indicator		
	Baseline	Target (2025)	Actual (2025)
<b>5.1 Proportion of children at heightened risk who are supported by a Best Interests Procedure</b>			
Refugees and Asylum-seekers	43.37%	100.00%	62.99%
<b>5.3 Proportion of unaccompanied and separated children who are in an alternative care arrangement</b>			
Refugees and Asylum-seekers	9.17%	84.00%	41.24%

### Core Output Indicators

Indicator	
Population Type	Actual (2025)
<b>05.1.1 Number of children and caregivers who received child protection services</b>	
Refugees and Asylum-seekers	97

## Progress Against the Desired Outcome

At the end of 2025, there were 3,552 refugee children in Indonesia, including 138 unaccompanied children, 73 separated children and 3,341 children in families. Some unaccompanied and separated children were living in IOM accommodation while others were supported by UNHCR and its implementing partner to access alternative care arrangements, predominantly semi-independent living care arrangements. Rohingya unaccompanied and separated children were often cared for in hosting sites designated for Rohingya refugees in Aceh and Pekanbaru. There were also a significant number of children at risk who lived independently, without support from any organization.

Approximately 30% of unaccompanied and separated children in Jakarta and surrounding areas were supported through semi-independent living care arrangements supervised by UNHCR and an implementing partner. In 2025, UNHCR assisted 27 children under this arrangement.

UNHCR also conducted best interest procedures for children at risk, including newly arrived unaccompanied children for whom durable solutions were being identified, and other children in exceptional situations, such as child custody disputes. In 2025, 12 best interest assessments and four best interest determinations were completed. A UNHCR-established hotline received calls about 48 child protection cases, consisting of 54 children, while staff in Aceh, Makassar, Medan and Pekanbaru received and responded to 14 serious child protection cases.

As part of ongoing advocacy for these children's rights, UNHCR submitted feedback to the Ministry of Women's Empowerment and Child Protection on draft guidance for the national child protection coordination mechanism. With its implementing partner, the Office also convened three coordination meetings before the end of the year to strengthen child protection and gender-based violence services and interventions, including with civil society organizations, Government stakeholders in Jakarta and surrounding areas, Government stakeholders. These efforts contributed to increased support from the Ministry of Women's Empowerment and Child Protection to its technical units for cases involving refugee survivors.

## 7. Outcome Area: Community Engagement and Women's Empowerment

**Outcome 3.3** By end of 2025, forcibly displaced and stateless people can share their concerns and receive feedback while refugee women are better able to participate in issues that affects them

### Core Outcome Indicators

Indicator			
Population Type	Baseline	Target (2025)	Actual (2025)
<b>7.1 Extent participation of displaced and stateless people across programme phases is supported.</b>			
Refugees and Asylum-seekers	Moderate	Moderate	Moderate
<b>7.2 Proportion of people who have access to safe feedback and response mechanisms</b>			
Refugees and Asylum-seekers	96.99%	95.00%	71.80%
<b>7.3 Proportion of women participating in leadership/management structures</b>			
Refugees and Asylum-seekers	27.06%	50.00%	37.50%

### Core Output Indicators

Indicator	
Population Type	Actual (2025)
<b>07.1.1 Number of people consulted through Participatory Assessments</b>	
Refugees and Asylum-seekers	408
<b>07.2.1 Number of people who used UNHCR- supported feedback &amp; response mechanisms to voice their needs/ concerns/feedback</b>	
Refugees and Asylum-seekers	7,768
<b>07.3.1 Number of people who received protection services</b>	
Refugees and Asylum-seekers	7,768

## Progress Against the Desired Outcome

Throughout 2025, UNHCR sought to enhance community feedback mechanisms, with a strong emphasis on digitalization and enhanced access to information. UNHCR continued its verification exercise to update the database on refugees and asylum-seekers, and it supported the creation of digital gateway accounts. By year-end, 929 people had successfully set up their digital accounts, strengthening data accuracy and streamlining service delivery. UNHCR continued to receive inquiries through the Kobo online form - a free digital tool used for data collection, particularly for registration, inquiries and services related to refugees. In 2025, 3,479 people submitted queries. The Jakarta Reception Center also processed 6,681 cases, including 3,838 walk-ins, with various needs.

In December 2025, UNHCR launched the upgraded digital gateway portal, which aimed to expand available services and enhance user accessibility. Its Help website remained the primary repository, featuring updated information on available services and entitlements. To improve reach among the largest refugee language groups in Indonesia, pages in new Arabic, Farsi and Somali were introduced. UNHCR launched a one-way WhatsApp channel, enabling the quick dissemination of important announcements to the broader community while continuing to share information through the outreach volunteer network and partners in

more remote locations.

UNHCR's sport-for-protection programme for refugees provided \$8,000 grant agreements to seven refugee-led organizations for eight and nine month projects that seek to build skills, deliver mental health support through peer counseling initiatives, and establish a referral system for those requiring more specialist support.

It also provided three women-led organizations with grants of \$500 each to implement a four-month programme of gender-based violence prevention initiatives, including awareness-raising activities and workshops, integrating these with women's empowerment efforts.

UNHCR and its implementing partner also managed 16 refugee outreach volunteers, including eight women, who served as a bridge between UNHCR and refugee communities. The volunteers provided daily referrals to UNHCR and helped disseminate information and opportunities to wider refugee groups. They could also participate in various training sessions to develop skills based on their needs.

In 2025, UNHCR-led outreach activities from Jakarta, included an online town hall meeting, three in-person outreach sessions, and four joint outreach activities in collaboration with IOM. In addition, colleagues in more remote locations regularly visited refugee accommodation to meet with and provide counseling to the community.

## 8. Outcome Area: Well-Being and Basic Needs

**Outcome 2.1. By end of 2025, vulnerable refugee households can cover their basic needs through cash based intervention and other types of assistance.**

### Core Outcome Indicators

Population Type	Indicator		
	Baseline	Target (2025)	Actual (2025)
<b>8.1 Proportion of people that receive cash transfers and/or non-food items</b>			
Refugees and Asylum-seekers	34.56%	100.00%	15.71%

### Core Output Indicators

Indicator	
Population Type	Actual (2025)
<b>08.1.1 Number of people who received cash assistance</b>	
Refugees and Asylum-seekers	1,070
<b>08.2.1 Number of people who received non-food items</b>	
Refugees and Asylum-seekers	0

## Progress Against the Desired Outcome

Refugees in Indonesia were unable to work legally, placing them in a fragile socioeconomic situation. UNHCR worked with local partners to provide cash assistance to the most vulnerable refugees, including Yayasan Relief Islami Indonesia to distribute a limited monthly subsistence allowance, Yayasan Cita Wadah Swadaya to provide cash assistance to unaccompanied children, and with Yayasan Kemanusiaan Madani Indonesia to provide cash assistance to Rohingya refugees in Aceh and North Sumatra.

As UNHCR funding was limited, only 8% of the 6,223 independently living refugees in Indonesia – 482 people, including 249 women and girls – could access the cash assistance. Of those 482 people, 27 were unaccompanied children (18 boys and nine girls) and 455 (215 men and 240 women) were adult refugees identified with multiple vulnerabilities. The recipients were assessed and prioritized by an assistance panel and primarily included people with chronic illnesses, disabilities, pregnant and lactating women, and survivors of gender-based violence and child protection cases.

UNHCR also provided an emergency cash allowance to 50 people, including 24 gender-based violence and child protection cases and 26 general protection cases requiring immediate support. Among them were newly registered refugees with multiple vulnerabilities and newly registered asylum-seekers living with chronic illness or disability.

UNHCR coordinated cash assistance support with partners, including referrals and assessment processes. It also facilitated the monthly assistance panel, where 165 cases were reviewed during the year (102 reassessments and 63 new cases), while maintaining records of cash assistance disbursements and coordinating with other organizations.

A dedicated cash assistance hotline, managed by Yayasan Relief Islami Indonesia, remained accessible to independent-living refugees in Jakarta and surrounding areas.

Humanitarian assistance was critical to ensuring the Government and host communities permitted refugees to disembark and allowing their stay in Aceh. For Rohingya refugees in Aceh and North Sumatra, UNHCR transitioned from in-kind meal distribution to monthly cash assistance for 588 people in 2025. All Rohingya people in Aceh received cash assistance due to high poverty levels and a lack of livelihood opportunities, resulting in heightened vulnerabilities.

In UNHCR's 2025 cash assistance survey, 92% of those who responded confirmed they would prefer cash rather than in-kind meals assistance. All confirmed that cash was used for food and water and about 87% of households stated they were able to access required goods and services of sufficient quality.

To fill nutritional and caloric gaps for refugees and asylum-seekers who were nutritionally vulnerable, such as pregnant and lactating women, children under five, and children with malnutrition, UNHCR provided weekly nutrition packages alongside the cash assistance.

## 10. Outcome Area: Healthy Lives

**Outcome 2.2. By end of 2025, refugees, asylum-seekers and stateless people access improved lifesaving and life sustaining health services including mental and reproductive health, HIV/AIDS prevention and response services.**

### Core Outcome Indicators

Population Type	Indicator		
	Baseline	Target (2025)	Actual (2025)
<b>10.2. Proportion of births attended by skilled health personnel</b>			
Refugees and Asylum-seekers	100.00%	100.00%	100.00%

### Core Output Indicators

Population Type	Indicator
	Actual (2025)
<b>10.1.1 Number of individual consultations in UNHCR supported health care services</b>	
Refugees and Asylum-seekers	2,081
<b>10.2.1 Number of consultations in UNHCR supported mental health and psychosocial support services</b>	
Refugees and Asylum-seekers	353

## Progress Against the Desired Outcome

In Indonesia, refugees had access to the Puskesmas, Government-mandated community health centres in Indonesia providing primary health care at the sub-district level. However, the minimal payments of up to \$2 were too expensive for many refugees.

In 2025, 2,060 requests to access medical care were assessed and supported. UNHCR's implementing partner, assisted 40 pregnant refugees to access neo-natal care and 60 to access maternal care, and supported births at the Puskesmas.

Forcibly displaced and stateless people accessed mental health and psychosocial support services 353 times. Through a health implementing partner, UNHCR also provided access to antiretroviral therapy for eight refugees living with HIV. Voluntary counseling and testing was also conducted for 75 refugees, including 39 adults (21 women), 18 girls and 18 boys.

Through the UNHCR sports-for-protection programme, UNHCR expanded communities' access to mental health and psychosocial support. Peer support frameworks were integrated into refugee-led organizations and direct access to professional psychological counseling was made available for more refugees living independently across Indonesia, in coordination with local service provider Arsanara.

UNHCR and its health partner conducted regular health education initiatives to promote refugee self-reliance and preventive care. Workshops on sexual and reproductive health rights for young adult refugees, addressed topics such as puberty, the prevention of sexually-transmitted infections, consent and gender-based violence. These sessions aimed to break social stigma and ensure refugee communities were well-informed on public health issues.

Advocacy for refugees' inclusion in the national healthcare system remained a priority. UNHCR engaged an expert consultant to map key stakeholders and provide a strategic roadmap for refugees' inclusion in the national health insurance programme, developing a document to guide relevant advocacy.

## 11. Outcome Area: Education

**Outcome 3.2 By end of 2025, refugees, asylum-seekers and stateless people can access various formal and informal education opportunities at different levels in all locations where they reside**

### Core Outcome Indicators

Population Type	Indicator		
	Baseline	Target (2025)	Actual (2025)
<b>11.1 Proportion of young people enrolled in tertiary and higher education</b>			
Refugees and Asylum-seekers	1.76%	25.00%	2.36%
<b>11.2 Proportion of children and young people enrolled in the national education system</b>			
Refugees and Asylum-seekers	28.80%	12.00%	11.25%

### Core Output Indicators

Population Type	Indicator
	Actual (2025)
<b>11.1.1 Number of people who benefitted from education programming</b>	
Refugees and Asylum-seekers	490

## Progress Against the Desired Outcome

Efforts to ensure forcibly displaced and stateless people's access to formal and informal education in 2025 included strong joint advocacy and coordination with various stakeholders, including other UN agencies such as UNICEF and IOM, as well as humanitarian organizations working with refugees. Refugee children have formally been able to attend public schools since the Ministry of Education, Culture, Research and Technology Circular Letter was published in 2019 and 2022. Nonetheless, limitations remained and UNHCR continued to advocate collaboratively with partners to address these barriers and ensure more consistent inclusion.

Despite the absence of a legal framework granting refugees access to tertiary or higher education, ad-hoc and individualized advocacy with humanitarian organizations and higher education institutions proved effective. In Jakarta and surrounding areas, several refugees attended higher education institutions on full scholarships. Outside Jakarta, while refugee enrollment was generally not covered by institutional scholarships, direct engagement with university leadership opened opportunities for refugees to be admitted, demonstrating modest yet meaningful steps toward more sustainable and formalized inclusion pathways for higher education.

These emerging good practices strengthened UNHCR's evidence-base and contributed to ongoing advocacy efforts. UNHCR sought to leverage them in developing informed and effective policy recommendations that support the long-term educational inclusion of refugees.

## 12. Outcome Area: Clean Water, Sanitation and Hygiene

**Outcome 2.3. By end of 2025, forcibly displaced and stateless people access WASH facilities that meet the SPHERE minimum standard.**

### Core Outcome Indicators

Population Type	Indicator		
	Baseline	Target (2025)	Actual (2025)
<b>12.1 Proportion of people using at least basic drinking water services</b>			
Refugees and Asylum-seekers	100.00%	100.00%	100.00%
<b>12.2 Proportion of people with access to a safe household toilet</b>			
Refugees and Asylum-seekers	100.00%	100.00%	0.00%

## Progress Against the Desired Outcome

In 2025, all 768 Rohingya asylum-seekers and refugees in Aceh and North Sumatera (100%) had access to basic drinking water services in all hosting sites.

UNHCR coordinated the humanitarian response for the Rohingya refugee community in Aceh and North Sumatera, ensuring refugees had immediate access to clean, safe drinking water pending their relocation to designated hosting sites, where water services were provided by members of the water, sanitation and hygiene sector.

UNHCR's implementing partner also provided an average of three water tanker deliveries per month to the Lhokseumawe hosting site during the first quarter of 2025 – amounting to regular access for up to 167 people. A water drilling initiative supported by IOM and the local community ensured water supply was sourced from a newly established well.

A tropical cyclone and floods in December 2025 damaged a well, used by refugees on the Lhokseumawe

site. UNHCR's implementing partner provided emergency water trucking and built water drainage, as well as eight toilet units (including four for women and girls), on empty land on loan locally in Lhokseumawe for a new refugee hosting site. However, refugees could not relocate until the completion of shelter construction, which was scheduled for early 2026.

## 13. Outcome Area: Self Reliance, Economic Inclusion and Livelihoods

**Outcome 3.1 By end of 2025, forcibly displaced and stateless people can access a range of livelihood and self-reliance activities that strengthen social protection and positive coping mechanisms**

### Core Outcome Indicators

Indicator			
Population Type	Baseline	Target (2025)	Actual (2025)
<b>13.1. Proportion of people with an account at a bank or other financial institution or with a mobile-money-service provider</b>			
Refugees and Asylum-seekers	32.97%	50.00%	40.84%

### Core Output Indicators

Indicator	
Population Type	Actual (2025)
<b>13.1.1 Number of people who benefitted from livelihoods and economic inclusion interventions</b>	
Refugees and Asylum-seekers	325

## Progress Against the Desired Outcome

In 2025, UNHCR advanced several initiatives to support refugees' self-reliance and livelihoods through new partnerships and by combining resources across different programmes.

Skills and empowerment activities were integrated into projects funded under other thematic areas where there were strong links. For example, the sport-for-protection project, which primarily aimed to enhance refugees' wellbeing through sports activities, also included skills training to strengthen participants' longer-term self-reliance.

Partnerships, including with other organizations and institutions interested in supporting refugee empowerment, enabled refugees to access national skills qualification examinations, participate in existing skills training provided by other organizations, join public exhibitions and local markets, and gain on-the-job training and internship opportunities, despite not being allowed to engage in formal employment. These achievements contributed to the evidence base supporting UNHCR's ongoing advocacy efforts with other stakeholders.

To improve forcibly displaced and stateless people's access to financial services, UNHCR expanded its engagement beyond traditional banking institutions to regulators overseeing digital financial services, such as mobile money, as well as private sector actors that have played a pivotal role in advancing financial inclusion for refugees in other places. This expanded engagement opened new possibilities for refugees to access diverse, non-banking financial services.

Expanding refugees' access to work remained a focus. UNHCR continued to advocate for refugees' right to work while highlighting the economic and social contributions they can make if given the opportunity. To support this, UNHCR engaged with economists, academics and legal experts to provide evidence, analyze

potential impacts, and inform policy discussions. Through these collaborative, evidence-driven efforts, UNHCR sought to support more inclusive policies that recognize refugees as potential contributors to Indonesia's socioeconomic development.

## 14. Outcome Area: Voluntary Return and Sustainable Reintegration

**Outcome 4.1. By end of 2025, refugees and asylum-seekers willing to return to their country of origin can access a facilitated voluntary return programme**

### Core Output Indicators

Indicator	
Population Type	Actual (2025)
<b>14.1.1 Number of people who received counselling and/or information on voluntary repatriation</b>	
Refugees and Asylum-seekers	228

### Progress Against the Desired Outcome

UNHCR continued to support refugees and asylum-seekers who requested assistance to return to their country of origin via the assisted voluntary return and reintegration programme in 2025. Of the 228 people who received UNHCR counseling in response to their return requests, 83 returned to their country of origin during the year, with UNHCR providing counseling and administrative support to ensure a smooth departures, in close coordination with IOM, Indonesia's Directorate General of Immigration, and the relevant embassy.

By establishing strong partnerships with the relevant stakeholders, particularly with IOM, the Directorate General of Immigration and relevant immigration offices, UNHCR mitigated unforeseen issues that may have caused delays in the departure process. The Office ensured those seeking to return had the opportunity to address any remaining protection concerns that they may not have raised before and were fully informed and counselled about the on-the-ground situation they would return to. UNHCR coordinated with IOM and other stakeholders, including family members of the returnees either in the country of origin or elsewhere, in cases where they were supporting the repatriation of people with serious medical cases, including mental health issues. UNHCR ensured people had the capacity to provide informed consent to UNHCR, and additional cautionary measures were put in place during the return process.

## 15. Outcome Area: Resettlement and Complementary Pathways

**Outcome 4.2. By end of 2025, vulnerable refugees in protracted situations have access to expanded resettlement and complementary pathways**

### Core Outcome Indicators

Population Type	Indicator		
	Baseline	Target (2025)	Actual (2025)
<b>15.1 Number of refugees submitted by UNHCR for resettlement</b>			
Refugees and Asylum-seekers	987	750	365

## Core Output Indicators

Indicator	
Population Type	Actual (2025)
<b>15.1.1 Country issues machine-readable travel documents</b>	
Refugees and Asylum-seekers	No

## Progress Against the Desired Outcome

UNHCR's resettlement submission target for 2025 was reduced during the year, primarily due to the freeze of the United States' resettlement programme. Despite this, continued advocacy to increase the allocated quota combined with the identification and processing of particularly vulnerable cases for submission through the unallocated quota, enabled UNHCR to submit applications of 365 people for resettlement – exceeding the allocated quota of 350 in 2025.

UNHCR sought to raise awareness among refugee communities about challenges affecting the resettlement programme and continued to promote third country pathways during town halls and outreach activities. These included private sponsorship, education, family reunification and labour mobility opportunities.

In 2025, 304 people departed to third countries through private sponsorship programmes and family reunification, as well as 11 through labour mobility, while 393 people left for resettlement. Through its implementing partner, UNHCR sought to increase labour mobility opportunities, including through candidate intake, administrative procedures and nationwide sensitization efforts.

## Other Core Output Indicators

Population Type	Actual (2025)
<b>09.1.1 Number of people who received shelter and housing assistance</b>	
Refugees and Asylum-seekers	1,092
<b>16.1.1. Government Social protection system is inclusive of forcibly displaced and stateless people</b>	
Refugees and Asylum-seekers	Partially

## 2.2. Age, Gender and Diversity

All data collected by UNHCR Indonesia was disaggregated by age, gender, nationality and other points of diversity, including but not limited to specific needs; type of accommodation or assistance programme; sexual orientation, gender identity and expression, and sex characteristics; and geographic location in Indonesia to ensure UNHCR understands and can analyze trends, develop and target responses, present impactful data to donors and partners, and ensure diverse perspectives on the key issues impacting refugees.

In 2025, the Office sought to ensure refugees were at the centre of decision-making on issues that affected

them by identifying key concerns and guiding an appropriate response. UNHCR expanded and enhanced its outreach activities in Indonesia. It regularly engaged with refugee-led organizations, refugee outreach volunteers, and enhanced its communication with refugees through its help website as well as town hall meetings and hotlines run by partners. The broad geographical distribution of refugees across the Indonesian archipelago made it difficult for UNHCR to maintain regular contact with refugees residing in places it did not have a physical presence.

To effectively consult with forcibly displaced and stateless people, and to design programmes informed by the expressed priorities of people of different ages, genders and diverse characteristics, UNHCR led a participatory assessment focused on livelihood and social and economic conditions, child protection, mental health and complaint and feedback mechanisms. UNHCR established a multi-functional team consisting of 67 people from 20 different organizations, including implementing and operational partners, academia and Government counterparts. Between 30 January and 13 February 2025, the team conducted 49 sessions with 408 refugees, including 186 women and 222 men in Aceh, Batam, Jakarta, Makassar, Medan, Pekanbaru and Tanjung Pinang. The refugees and asylum-seekers who participated originated from 11 different countries, including Afghanistan, Cote d'Ivoire, Ethiopia, Iraq, Myanmar, Palestine, Somalia, Sri Lanka, Sudan, Syria and Yemen. Sessions were organized by age and gender.

## Section 3: Resources

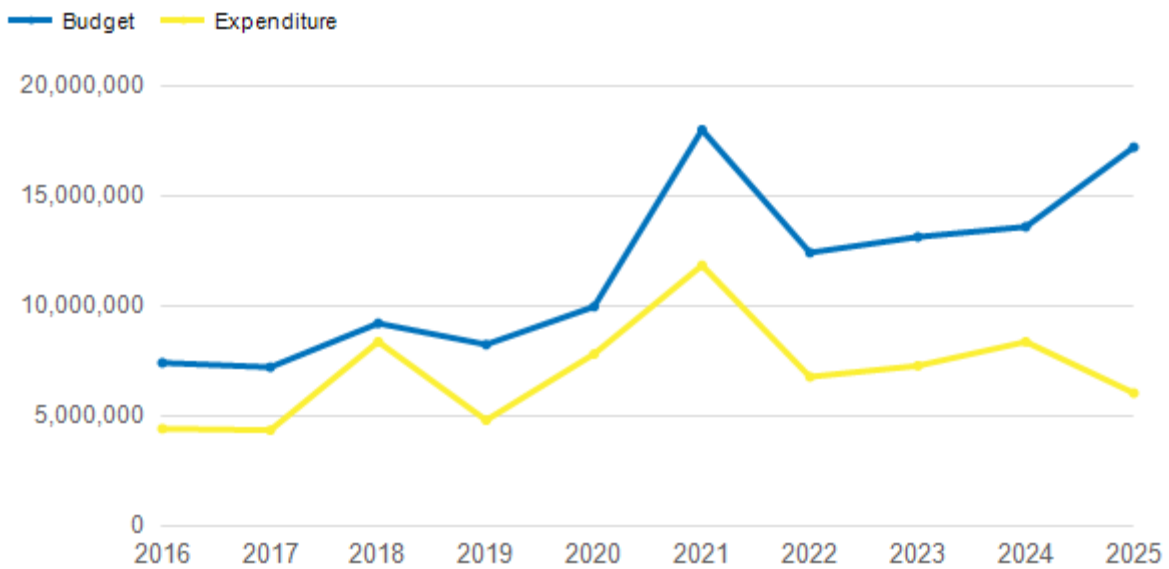
### 3.1 Financial Data

(Financial figures in USD)

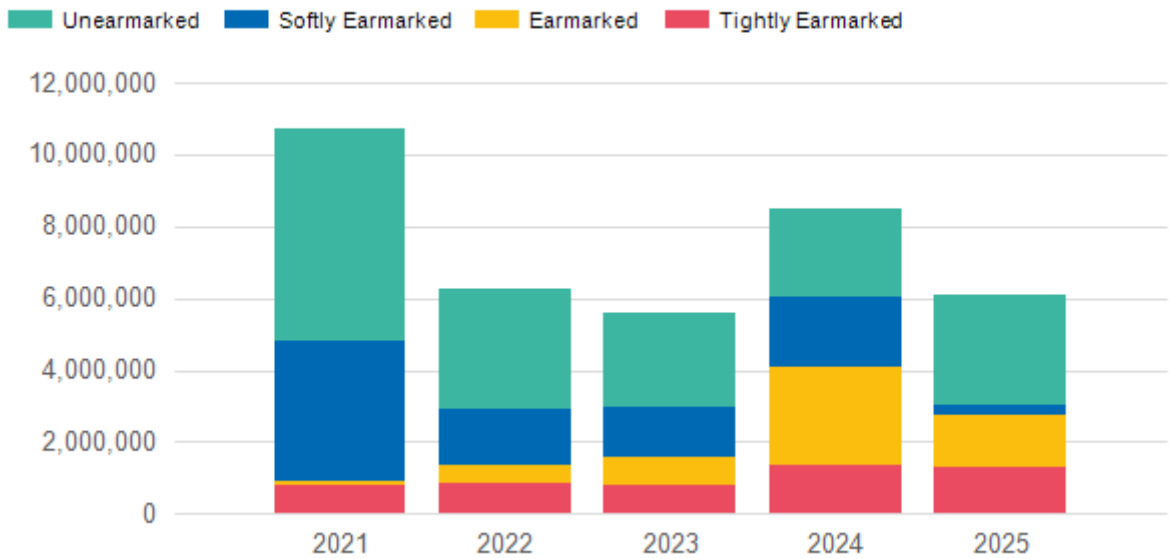
Impact Area	Final Budget	Funds Available	Funds Available as % of Budget	Expenditure	Expenditure as % of Funds Available
IA1: Protect	3,414,048	1,863,525	54.58%	1,863,525	100.00%
IA2: Respond	9,310,080	2,259,812	24.27%	2,259,812	100.00%
IA3: Empower	2,719,848	1,174,982	43.20%	1,174,982	100.00%
IA4: Solve	1,747,220	729,333	41.74%	729,333	100.00%
All Impact Areas		14,000			
<b>Total</b>	<b>17,191,197</b>	<b>6,041,652</b>	<b>35.14%</b>	<b>6,027,652</b>	<b>99.77%</b>

Outcome Area	Final Budget	Funds Available	Funds Available as % of Budget	Expenditure	Expenditure as % of Funds Available
OA1: Access/Doc	2,500,045	980,103	39.20%	980,103	100.00%
OA3: Policy/Law	158,467	179,422	113.22%	179,422	100.00%
OA4: GBV	348,943	341,297	97.81%	341,297	100.00%
OA5: Children	406,593	362,704	89.21%	362,704	100.00%
OA7: Community	1,337,554	617,303	46.15%	617,303	100.00%
OA8: Wellbeing	7,322,563	1,229,777	16.79%	1,229,777	100.00%
OA10: Health	1,414,156	577,487	40.84%	577,487	100.00%
OA11: Education	642,286	270,530	42.12%	270,530	100.00%
OA12: WASH	160,555	203,389	126.68%	203,389	100.00%
OA13: Livelihood	740,009	287,149	38.80%	287,149	100.00%
OA14: Return	399,554	203,773	51.00%	203,773	100.00%
OA15: Resettle	1,347,666	525,560	39.00%	525,560	100.00%
EA17: Systems	412,806	249,159	60.36%	249,159	100.00%
All Outcome Areas		14,000			
<b>Total</b>	<b>17,191,197</b>	<b>6,041,652</b>	<b>35.14%</b>	<b>6,027,652</b>	<b>99.77%</b>

### Budget and Expenditure Trend



### Contributions Trend by Type



## 3.2. Resources Overview

In 2025, UNHCR faced a severe funding shortfall and had to operate with significantly reduced budgets, impacting staff levels, as well as programme scope and activities. As a result of these cuts, UNHCR reoriented its structure and presence in Indonesia to maintain its protection delivery, and so that no one is left behind.

With staff and affiliate workforce reduced by 40% across all functions, including field and protection, use of the digital gateway for example ensured that refugee information was kept updated. UNHCR also consolidated its Jakarta Office footprint, by relocating its protection unit to its existing refugee reception and annex, to optimize space and enhance efficiencies within the smaller team.

Amid severe funding constraints and a heavy reliance on traditional donors, UNHCR was forced to prioritize its limited resources according to protection risks, funding pressures, and contextual changes. It focused on core mandate and life-saving activities, which included responding to ongoing Rohingya boat arrivals, to Aceh and North Sumatra, as well as the presence of refugees in Pekanbaru. Activities supporting education, host communities, medical assistance, and advocacy and coordination efforts were significantly scaled back. This contributed to refugee protests, a higher prevalence of mental health issues among refugees, and a rise in the number of school dropouts from children who were forcibly displaced and stateless.

Most refugees living independently in urban settings needed to secure housing, food and other basic needs but could not work legally, so they remained reliant on humanitarian support. Therefore, a shift towards more sustainable, inclusive responses also meant prioritizing activities that met immediate needs and built pathways to inclusion.

In response to this shrinking funding situation, UNHCR actively engaged embassies and donor missions in Indonesia through briefings and meetings, informing them of UNHCR's key work and the consequences of unmet gaps. This was a key step for local fundraising and advocacy efforts.

In 2025, UNHCR expanded individual and private donorship (tightly earmarked) as well as zakat contributions from Indonesia and elsewhere. This supported protection work in Aceh and allowed UNHCR to implement some activities which were otherwise deprioritised such as education and psychosocial support. UNHCR worked with a growing number of local NGOs and faith-based organizations to support refugees, which advanced its localization aims. With a leaner UNHCR structure, partners channeled their resources through small-scale interventions, which enabled additional resources to reach refugees when UNHCR's budget was constrained. UNHCR also explored development and climate funding.

## Section 4: Lessons Learned and Future Outlook

### 4.1 Lessons Learned and Future Outlook

UNHCR utilized formal consultations with refugees, individual counseling and communication, and feedback and discussions with government, partners, and other stakeholders to reflect on UNHCR's work, help identify lessons, and inform the future outlook.

UNHCR worked to ensure a greater focus on localization, recognizing that this is the most sustainable and effective way to engage with refugees and host communities. In particular, UNHCR reconfigured its partnerships to ensure all implementing partners were national or local organizations. It also enhanced work with refugee-led organizations, reinforced its engagement with local leaders to improve the protection space for refugees, and strengthened the refugee outreach volunteer programme. Ensuring local engagement and capacity will be a crucial component of its multi-year strategy.

Greater understanding of the need for and importance of refugee protection, as well as UNHCR's role in Indonesia, was needed among host communities in Indonesia. To address this, UNHCR will continue to grow a diverse network of supporters in Indonesia, strengthen awareness and use of social media as an information tool, enhance engagement with local communities (particularly in Aceh and North Sumatera), and more regularly convey accurate information on refugees, UNHCR and its work in Indonesia.

The need for refugees and UNHCR to find an effective communication method remains, in part due to the distribution of refugees across the country and the Office's limited physical presence. Building on UNHCR's digital gateway and help web page, it aimed to improve the efficiency and effectiveness of tools focused on supporting accountability to affected people and communication with communities in 2026.

The current assistance framework undermines efforts to achieve other strategic priorities. It reinforces the view of Indonesia as a transit country and discourages the development of an independent and sustainable refugee protection system in the country. As a result, progress toward greater self-reliance and inclusion is limited. UNHCR will continue to highlight the shortcomings of this model and advocate for a more sustainable approach to refugee protection and assistance.



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The UN Refugee Agency

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