

Annual Results Report

2025

Jordan

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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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- 4.1 - Lessons Learned and Future Outlook

Section 1: Context and Overview

1.1 Changes to the Operational Context

As of December 2025, 444,000 refugees and asylum-seekers were registered with UNHCR in Jordan, of which 95 per cent were from Syria. Other significant refugee populations included Iraqis, Yemenis, Sudanese and Somalis. The Government of Jordan cited higher estimates of the refugee population hosted in the country.

In 2025, Jordan's operational context was shaped by significant political shifts in Syria following the fall of the Assad government in December 2024, which triggered a sharp rise in voluntary returns. Over 173,000 registered refugees returned from Jordan in 2025, with returns peaking midyear before declining with the start of the school year and winter. Despite increased movements, most refugees continued to cite safety concerns, weak services, limited livelihoods, housing constraints and financial barriers in Syria as key obstacles to return. Coordination with the Government of Jordan and humanitarian partners supported coherent and needs-based return planning.

Refugees and asylum-seekers registered with UNHCR had access to health, education and a range of other services, and were generally protected from detention and refoulement. New registration of asylum-seekers has remained suspended since 2019. As a result, individuals seeking to register with UNHCR could not be registered, nor was there a government-administered asylum procedure in place through which protection from refoulement and formal recognition as a refugee could be ensured.

Economic pressures and substantial reductions in humanitarian funding - UNHCR received \$45 million less than in 2024 and other partners reported significant reductions as well - further eroded refugee resilience.

Essential services were scaled back, including severe reductions in child protection and gender-based violence prevention and response, health services and cash assistance. The closure of UNHCR's Irbid and Mafraq registration centres and a 50 per cent reduction in registration staffing reduced accessibility.

Socioeconomic data showed rising debt, greater reliance on harmful coping strategies, and an increase in risky or informal work.

These developments limited refugees' ability to fully exercise their rights, significantly affected UNHCR Jordan's operations and required major re-prioritization of activities throughout 2025.

1.2. Progress Against the Desired Impact

1. Impact Area: Attaining Favorable Protection Environments

People of concern will enjoy access to asylum in line with international protection standards and enjoy protection from refoulement.

Population Type	Indicator	
	Baseline	Actual (2025)
1.1 Proportion of people seeking international protection who are able to access asylum procedures		
Refugees and Asylum-seekers	0.51%	59.83%
1.2 Proportion of people who are able to move freely within the country of habitual residence		
Refugees and Asylum-seekers	99.00%	99.09%

In the absence of national asylum legislation and a dedicated asylum system run by the state, the Government of Jordan relies on UNHCR to manage the asylum process. This includes registering asylum-seekers, documentation renewals, verification of family composition, and refugee status determination, as required. Through these mechanisms, UNHCR ensures access to international protection for refugees, as well as access to basic rights in the country of asylum such as education, health care and right to work (under certain conditions). The Government has repeatedly reaffirmed its commitment to non-refoulement, shown openness to facilitating durable solutions in third countries for refugees with protection needs, and supported freedom of movement.

In 2019, the Government requested UNHCR to halt registration of new asylum-seekers, preventing access to UNHCR procedures and protection.

Despite these challenges, UNHCR and the Government worked closely, and practical arrangements were found to safeguard the principle of non-refoulement. To mitigate any risks from UNHCR's reductions in staffing, including for conducting registration, the Government agreed with UNHCR that UNHCR certificates expiring on or before 1 January 2025 remain valid until 30 April 2026. The Government's understanding of UNHCR's operational limitations - and willingness to adapt procedures - is notable.

2. Impact Area: Realizing Rights in Safe Environments

Refugees shall have access to integrated services to meet their basic needs, including through national systems, as a result of continued advocacy with the Government of Jordan strengthened engagement of development partners and with effective safety nets for people with vulnerabilities

Population Type	Indicator	
	Baseline	Actual (2025)
2.2 Proportion of people residing in physically safe and secure settlements with access to basic facilities		
Refugees and Asylum-seekers	13.45%	25.70%
2.3 Proportion of people with access to health services		
Refugees and Asylum-seekers	91.32%	92.03%

UNHCR worked with the Government of Jordan to strengthen refugees' access to essential services, including through the provision and renewal of Ministry of Interior Service Cards, which remained key for

accessing health, education and basic services. Collaboration with partners, including the World Bank, significantly contributed to refugees' access to national services and systems, as well as economic opportunities, particularly in agriculture and the digital sectors.

Access to health care remained strong, with 92 per cent of refugees reporting they could obtain services when needed (Health Access and Utilization Survey 2025). In camps, increased engagement of operational partners reduced reliance on UNHCR-funded interventions, while for refugees living among host communities, subsidized access to national health services continued under the Jordan Health Fund for Refugees (JHFR), renewed until 2028. UNHCR and partners, including the Ministry of Health and JHFR donors continued supporting gradual refugee inclusion into the national health system.

Over 223,000 refugees received cash assistance provided by UNHCR at least once in 2025, to meet their basic needs, manage emergencies or support with voluntary return. Post-distribution monitoring showed 95 per cent of refugees preferred cash over other forms of assistance and 91 per cent reported improved wellbeing. Overall, 66 per cent accessed assistance through mobile wallets, supporting financial inclusion. However, rising costs meant only 37 per cent of recipients could meet at least half of their basic needs, and 93 per cent continued relying on negative coping strategies. UNHCR's cash assistance for basic needs was largely complemented by WFP's food assistance.

In camps, UNHCR supported refugees through infrastructure works, shelter, large-scale recycling, and an electricity-metering pilot that improved energy consumption by the households. Over 5,000 vulnerable refugees benefited from shelter provision and maintenance. In urban areas, partners supported safer living conditions through cash for rent, rehabilitations, solar installations, and emergency repairs.

UNHCR advanced the nationalization of Best Interests Procedures for children by supporting the Ministry of Social Development to lead assessments using national tools and strengthening the Government's child protection capacities.

3. Impact Area: Empowering Communities and Achieving Gender Equality

Refugees are engaged and empowered in attaining protection and solutions, with a focus on education, livelihoods and gender equality; needs of most vulnerable, including people with specific needs, are addressed.

Indicator		
Population Type	Baseline	Actual (2025)
3.1 Proportion of people who have the right to decent work		
Refugees and Asylum-seekers	94.60%	93.79%
3.2a Proportion of children and young people enrolled in primary education		
Refugees and Asylum-seekers	59.79%	75.20%
3.2b Proportion of children and young people enrolled in secondary education		
Refugees and Asylum-seekers	34.20%	57.16%
3.3 Proportion of people feeling safe walking alone in their neighbourhood after dark		
Refugees and Asylum-seekers	86.64%	83.60%

Syrian refugees continued to have access to formal work employment in limited sectors such as agriculture and construction, as well as opportunities to register businesses. Yet, limited job availability and the high cost of work permits significantly constrained decent work opportunities. As a result, reliance on informal work remained significant, heightening exposure to low wages and unsafe working conditions.

For refugees of other nationalities than Syrian, the situation remained particularly challenging. They could not access formal work unless they renounced their refugee status - and the protection associated with it - resulting in limited pathways to decent work.

Refugee children's enrolment in public schools remained similar to 2024 with 153,000 children enrolled, thanks to the Government's inclusive policies and to donor support to the national system, though dropout rates in higher grades stayed high. World Bank financing, guided by UNHCR's data and advocacy, enabled

access for refugees to the vocational stream in secondary schools. Refugees also continued accessing higher education and technical and vocational education training though related costs remained a significant access barrier. Aligned to the 15by30 goal, the Jordan Higher Education Alliance was established to ensure that refugees and vulnerable Jordanians had access to higher education and technical and vocational development and training opportunities recognizing their value for economic development.

To ensure meaningful, safe, and equitable inclusion of women and people with disabilities in community communication, UNHCR adopted an approach that combined accessible communication channels, targeted outreach, and community engagement mechanisms. Using these approaches, information was shared through multiple channels to reach women and people with disabilities with different access needs, including fixed and mobile helpdesks, community outreach sessions, broadcast messaging via chat applications and UNHCR's Helpline services. Information materials were simplified, made as visual as possible, and shared in accessible formats to accommodate low literacy levels and different types of disabilities. Women represented 47 per cent of individuals whose views were sought through participatory assessments.

4. Impact Area: Securing Solutions

Refugees are informed decision makers with increased access to protection sensitive solutions, which in turn demonstrates responsibility sharing with the Government of Jordan.

Population Type	Indicator	
	Baseline	Actual (2025)
4.1 Number of refugees who voluntarily return in safety and dignity to their country of origin		
Refugees and Asylum-seekers	17,187	173,439
4.2a Number of people who departed on resettlement		
Refugees and Asylum-seekers	7,207	1,494
4.2b Number of people who departed through complementary pathways		
Refugees and Asylum-seekers	1,022	365

In 2025, political developments brought significant changes and new opportunities for refugees in Jordan to attain durable solutions. The most consequential shift followed the political transition in Syria in December 2024, which allowed for the voluntary return of many Syrian refugees and shifted UNHCR's operational, so that return could be facilitated when so requested by refugees.

High return rates were recorded throughout 2025, with more than 173,000 UNHCR-registered Syrian refugees returning to Syria - a marked increase compared to previous years. In comparison, in 2024, around 17,000 refugees voluntarily returned to Syria, with more than one-third of these returns taking place in December following the fall of the former government. Despite these new opportunities, refugees consistently cited security concerns, limited housing options, and constrained livelihood opportunities in Syria as key factors influencing the timing and feasibility of return. Throughout the year, UNHCR and partners provided significant support to refugees in making informed decisions about return.

At the same time, access to third-country solutions narrowed. Resettlement departures declined by 79 per cent, from 7,200 in 2024 to 1,500 in 2025 - the lowest levels since 2011 – reflecting global political shifts and the suspension of resettlement quotas for Syrian refugees by several states. Other opportunities for refugees to rebuild their life in third countries for work, study or family reasons - complementary pathways - also decreased, with 365 refugees known to have departed through available channels such as labour mobility, family reunification and humanitarian visas, compared to over 1,000 in 2024.

UNHCR Jordan also advanced more sustainable approaches by linking assistance to national systems, markets and development financing. Collaboration with the World Bank facilitated refugee inclusion in government platforms, such as SANAD, while multi-donor investments enabled refugees' access to national health and education services. Cost-efficiency improved through large-scale solarization and energy-saving initiatives in camps. Partnerships with higher-education institutions and the private sector expanded livelihood pathways and reduced reliance on aid.

1.3 Challenges to Achieving Impacts

Progress toward impacts in 2025 was constrained by severe funding shortfalls, certain policy restrictions, and an overall contraction of operational capacity. UNHCR Jordan received \$45 million less than in 2024, forcing significant reductions across interventions aimed to protect refugee rights, health, basic needs cash assistance, and community engagement. The wider 3RP response reached only 35 per cent of required funding (\$330.74 million), down from \$451 million in 2024, limiting partners' ability to sustain essential services. Major actors, including WFP and UNICEF, were also forced to reduce their support to refugees. Policy constraints further limited impact. Asylum-seeker registration remained suspended, preventing individuals in Jordan who needed protection from registering with UNHCR. In the absence of a government asylum system, there was no formal process to ensure refugee recognition or safeguards against refoulement.

High work-permit costs and legal barriers for refugees of other nationalities than Syrian affected the right to work and rights at work and hindered the self-reliance of many refugees.

At the same time, large-scale returns to Syria necessitated a re-design of UNHCR's operation in Jordan so as to respond swiftly to the refugees who wished to return, requiring a re-prioritization at a time of declining resources. Meanwhile, resettlement and other opportunities for refugees to rebuild their life in third countries declined sharply, narrowing solutions for those unable to return to their countries of origin.

The operation made several operational adaptations to mitigate the impact of reduced resources. For instance, self-renewal kiosks eased pressure on registration capacity, energy metering pilots improved efficient use of camp utilities, and diverse communication channels - including mobile helpdesks, the UNHCR Helpline, and digital platforms - helped sustain engagement with communities even as outreach capacity declined. These and other measures to mitigate risks emanating from funding and policy restrictions will continue to be implemented by the operation.

The operation completed several rounds of prioritisation and is currently concentrating only on the most critical and life-saving interventions, sustainable responses and durable solutions (specifically voluntary return).

1.4 Collaboration and Partnerships

UNHCR coordinated the refugee response in Jordan through engagement in national and interagency coordination platforms. By leading the Jordan Strategic Humanitarian Committee and the Inter-Sector Working Group, UNHCR helped ensure a coordinated approach for both refugees and – as part of the refugee response - vulnerable Jordanians. Strategic and technical engagement with government bodies, UN agencies, NGOs, and donors helped ensure coherence between humanitarian assistance and efforts to strengthen national systems - particularly in rights protection, social protection, documentation, access to justice, legal support, child protection, and gender equality and inclusion - in line with the commitments outlined in the Global Compact on Refugees.

UNHCR partnered with international financial institutions and development actors to leverage large-scale financing for national development projects. This approach aimed to reduce reliance on unsustainable emergency humanitarian aid by fostering inclusion in sustainable development initiatives. UNHCR contributed to the design and implementation of multiple World Bank-financed projects mobilizing the Global Concessional Financing Facility through data and context analysis, and outreach to refugees and private sector actors. Through the PROSPECTS partnership, UNHCR leveraged its protection expertise to advance key protection outcomes and expand refugee inclusion in national systems and livelihood programs across

partner agencies. To ensure reflection of the refugee dynamics in macroeconomic outlooks and programme discussions, UNHCR provided information on the refugee situation to the International Monetary Fund (IMF).

Additionally, UNHCR continued and developed its collaboration with the private sector in 2025 in the areas of energy, economic empowerment, and advocacy. This included working with bayt.com on economic reintegration in Syria, the Syrian International Business Association (SIBA) on jobs and livelihoods in Jordan and Syria and with DARBCO on monitoring the efficiency of solar energy sites.

UNHCR facilitated 65 field visits, and over 200 discussions with donors, development actors, philanthropic actors, and the private sector, to identify entry points for strengthen support to the refugee response.

Various joint donor briefings and missions were carried out together with sister UN agencies, particularly UNICEF and WFP.

Section 2: Results

2.1. Outcomes and Achievements

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

Refugees have access to efficient registration and documentation processes, and access to territory is preserved

Core Outcome Indicators

Population Type	Indicator		
	Baseline	Target (2025)	Actual (2025)
1.1 Proportion of refugees and asylum seekers registered on an individual basis			
Refugees and Asylum-seekers	100.00%	100.00%	98.55%
1.2 Proportion of children under 5 years of age whose births have been registered with a civil authority			
Refugees and Asylum-seekers	94.89%	97.00%	94.26%
1.3 Proportion of people with legally recognized identity documents or credentials			
Refugees and Asylum-seekers	72.31%	100.00%	78.99%

Core Output Indicators

Population Type	Indicator
	Actual (2025)
01.1.1 Number of people registered on an individual basis	
Refugees and Asylum-seekers	9,748
01.2.1 Number of people supported to obtain civil status, identity or legal status documentation	
Refugees and Asylum-seekers	331,973

Progress Against the Desired Outcome

By ensuring that refugees and asylum-seekers had valid registration documents and asylum-seeker certificates, UNHCR facilitated access to assistance and services, strengthened data management, and improved coordination with the Government, contributing to a more effective and sustainable refugee response in Jordan.

UNHCR conducted in-person and remote registration for over 350,000 individuals. Ten self-service renewal kiosks were launched in Amman Registration Centre, Zaatar and Azraq camps, enabling specific categories of refugees to renew documentation through biometric iris verification and update information. In 2025, 27,000 individuals (11,200 families) renewed their documents using the kiosks. Almost 71,000 registration records were inactivated due to loss of contact with refugees.

UNHCR standardized its protection monitoring through a tool that was launched in the registration centres to collect daily information on risks and vulnerabilities among refugees renewing documents. This enabled real-time analysis, informed programme design, and strengthened evidence-based advocacy.

Discussions with the Ministry of Digital Economy and Entrepreneurship and the Ministry of Interior

continued to support future inclusion of refugees in the national SANAD digital services platform, in line with the World Bank People-Centric Digital Government Program. Once fully implemented, refugees will be able to access official documents online and obtain a digital ID.

Through the joint UNHCR–Refugee Affairs Directorate technical committee, UNHCR handed over upgraded Ministry of Interior (MoI) service card equipment, resulting in 111,000 cards issued in 2025. The cards remained essential to access government services.

UNHCR’s cooperation with the Civil Status Department (CSD) led to the issuance of 13,000 birth certificates, safeguarding children’s rights to legal identity and reducing the risk of statelessness. Sharia courts in camps issued 8,000 documents, covering litigations, family reconciliation, and documentation of vital events. Both services saw a 20 per cent decrease compared to 2024 which may be attributed to voluntary returns to Syria as well as increased freedom of movement enabling access to services outside the camps.

Ongoing collaboration with the CSD and the MoI remained essential to ensuring that refugees maintain recognized legal status and protection. Proper documentation mitigated risks such as arbitrary arrest, detention, and refoulement, and was vital for registering life events, particularly in preparation for voluntary return.

UNHCR and its legal partners continued working with Government counterparts to resolve challenges in civil documentation, supporting national commitments and efforts aligned with international standards on legal identity, including SDG 16 and Jordan’s commitments to the League of Arab States.

2. Outcome Area: Status Determination

Refugee Status Determination (RSD) is utilized strategically and is implemented in an efficient and a fair manner

Core Outcome Indicators

Population Type	Indicator		
	Baseline	Target (2025)	Actual (2025)
2.3 Proportion of people undergoing asylum procedures who have access to an effective appeal mechanism after first instance rejection of their claim			
Refugees and Asylum-seekers	100.00%	100.00%	100.00%

Progress Against the Desired Outcome

The strategic use of refugee status determination (RSD) procedures addressed urgent protection concerns and facilitated access to assistance and solutions as per UNHCR’s RSD Strategy. Over the course of the year, 800 individuals were identified as in need of processing through regular RSD procedure (28 pending from 2024, in addition to 800 identified during 2025) and were issued a decision. This included (66) individuals in detention centres who required determination of their status to support their release from detention.

During the reporting period, recognition rates remained high (98 per cent) given the nature of the caseload mainly comprising of Iraqi, Yemeni and Sudanese nationals. In addition, 81 cases were processed under different procedures, such as review of cessation considerations. All those rejected at first instance (nine individuals) received individual counselling at the time of notification of the decision and were informed of the reason of the rejection, the appeal process, and the possibility to benefit from legal representation through UNHCR’s legal aid. They also receive a written notification of decision letter indicating the same. Lawyers, who were trained by UNHCR in 2024, supported asylum-seekers in the appeal process through filling the appeal form and/or attending the appeal interview. In November, UNHCR conducted a refresher training for the lawyers, informed by lessons learned from the cases they supported throughout the year. As per a global assessment initiated by UNHCR headquarters of the compliance of UNHCR operations against the RSD procedural standards, the Jordan operation achieved a strong score of 99 per cent.

Procedures implemented in Jordan and outlined in the RSD unit's Standard Operating Procedures were found to be in line with the Global RSD Procedural Standards.

To ensure that the SOPs were properly applied, a number of quality assurance measures were implemented. Audit queries were run regularly on entries recorded in proGres, UNHCR's corporate, centralized, web-based registration and case management application, to detect and promptly correct any anomalies or erroneous data. An internal unit dashboard was utilized to monitor RSD processing and decisions, output and productivity. In addition, spot checks were conducted on RSD decisions under review to ensure a harmonized and consistent approach in decision-making.

UNHCR continued with the digitization activities of refugee files to support the transfer to an electronic file management system. In 2025, a total of 19,000 files were digitized, bringing the total number of digitized files to slightly over 53,000.

3. Outcome Area: Protection Policy and Law

Legislation and administrative practices related to aspects impacting on refugees' rights and access to services are more inclusive and aligned with international standards

Core Outcome Indicators

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

Core Output Indicators

Indicator	
Population Type	Actual (2025)
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	
Refugees and Asylum-seekers	Yes

Progress Against the Desired Outcome

In 2025, three refugees were deported - the lowest number since 2011 and similar to 2024, when four were deported – reflecting progress in upholding non-refoulement and the Government's continued commitment to it. Refugees and asylum-seekers of nationalities other than Syrian seeking work permits were required to renounce their international protection application, in line with long-standing government policy. Failure to do so resulted in deportation orders and, in some cases, administrative detention. UNHCR worked with the Ministry of Labour and the Ministry of Interior, to ensure that 57 refugees of nationalities other than Syrian were released, and deportation orders were cancelled or postponed while durable solutions were pursued in third countries.

The Government also rectified records for over 3,000 individuals who had entered the country irregularly between 2011 and 2016 and faced legal and security complications. A special committee established by the Government in 2015, which UNHCR is a part of, continued reviewing complex cases and regularizing

individual status, providing protection against refoulement and enabling access to accurate civil documentation.

Overall, refugees were able to exercise freedom of movement within the country. In Azraq Camp, 3,000 individuals exited Village 5 in 2025 compared to 1,800 in 2024 (Exits occurred for various reasons including return, and movement to open areas, inter-camp transfer, travel abroad, or resettlement). This is a 65 per cent increase in exits.

Continued dialogue between government entities, UNHCR, and partners contributed to strengthening laws and policies in line with international standards. Two cases illustrated this progress: refugees who had entered the country in aliases and forged passports were issued minimum financial penalties rather than imprisonment. The court recognized that the individuals were refugees whose irregular entry was directly linked to their need to seek asylum. These outcomes were largely the result of legal representation provided by UNHCR-appointed lawyers.

In addition, following strong advocacy by UNHCR's legal partner, the Ministry of Health issued a nationwide circular instructing hospitals to end the practice of withholding patients' documents over unpaid medical bills. This ensured that refugees retained their legal documents, reducing protection risks and supporting continued access to essential services.

The Ministry of Education also maintained its positive practices regarding the admission of refugee children into schools. A 2025 circular confirmed that refugee children holding a UNHCR certificate could enrol without admission fees and that the UNHCR certificate would be accepted as valid identification. This policy had a direct positive impact on children's access to education, removing financial and documentation barriers, and strengthening their right to education.

4. Outcome Area: Gender-based Violence

Refugees have access to strengthened GBV response, ensuring a principled approach to the provision of accessible, prompt, confidential and appropriate services to GBV survivors

Core Outcome Indicators

Population Type	Indicator		
	Baseline	Target (2025)	Actual (2025)
4.1 Proportion of people who know where to access available GBV services			
Refugees and Asylum-seekers	63.90%	100.00%	88.50%
4.2 Proportion of people who do not accept violence against women			
Refugees and Asylum-seekers	47.10%	100.00%	66.90%
4.3 Proportion of survivors who are satisfied with GBV case management services			
Refugees and Asylum-seekers	93.73%	100.00%	95.67%

Core Output Indicators

Population Type	Indicator
	Actual (2025)
04.1.1 Number of people who benefitted from specialized GBV programmes	
Refugees and Asylum-seekers	2,242

Progress Against the Desired Outcome

UNHCR and its partners assisted 2,200 refugees who experienced gender-based violence (GBV) in 2025.

Satisfaction surveys showed that 95 per cent of refugees reported positive feedback on the case management services they received, reflecting strong satisfaction with service accessibility, staff professionalism, quality of support, and high levels of empowerment for the survivors. This consistent positive feedback underscores UNHCR's effective, survivor-centred approach and its ability to meet refugees' needs despite operational constraints related to reduced donor funding.

UNHCR and UNICEF worked together to support the rollout of the national "AMAN" digital case management system, making substantive contributions to enhance confidential, coordinated services for survivors across Jordan. Strong collaboration with the government's Family Protection and Juvenile Department ensured that GBV survivors, regardless of their legal status in the country, were able to access response services, including safe shelters and legal remedies.

Under the umbrella of the GBV Sub-Working Group, co-chaired by UNHCR and UNICEF, a GBV gap analysis enabled focus on key areas such as enhancing support for marginalized groups - including people with disabilities, elderly people and LGBTIQ+ individuals - and strengthening community outreach to ensure that services remained relevant and responsive.

Key GBV protection risks addressed by UNHCR in 2025 included specific vulnerabilities during returns. In light of the increased focus on voluntary returns to Syria, UNHCR Jordan engaged in technical discussions with partners on how to support people with specific needs who express an intention to return. In particularly vulnerable cases, UNHCR Jordan liaised on a case-by-case basis with national authorities and with UNHCR Syria to facilitate referrals and follow-up, where feasible. While this did not constitute a full-fledged cross-border referral system, UNHCR Jordan developed and shared interim guidance and conducted targeted briefings to promote a principled and coordinated approach to supporting safe and informed voluntary returns, and to strengthen continuity of protection services to the extent possible within existing operational constraints.

Strong multi-stakeholder coordination and community participation were evident in events such as the 16 Days of Activism against Gender-Based Violence. UNHCR continued to strengthen relationships with key government interlocutors, particularly the Ministry of Social Development, focusing on the inclusion of refugees in national GBV prevention and response programmes including through local community development centres.

5. Outcome Area: Child Protection

Refugees' access strengthened and harmonized emergency and national child protection (CP) interventions and response services

Core Output Indicators

Indicator	
Population Type	Actual (2025)
05.1.1 Number of children and caregivers who received child protection services	
Refugees and Asylum-seekers	2,769

Progress Against the Desired Outcome

In 2025, UNHCR and its partners responded to 2,800 refugees with child protection concerns. UNHCR played a vital role in strengthening national child protection systems to ensure alignment with international standards. The agency advanced the nationalization of Best Interests Procedures (BIP) in collaboration with the Ministry of Social Development (MOSD), reaching agreement for MOSD to lead Best Interests Assessments and Determinations for children using national tools - a significant step toward harmonized case management and the integration of national and international child protection standards. UNHCR also worked with the Ministry of Labor to enhance inspectors' expertise in child protection case management to combat child labour and engaged media and religious figures in awareness campaigns.

UNHCR supported evidence-based national policy by contributing to key research and review processes.

Participation in the annual review of the study “The Reality of Marriage of Those Under 18 Years of Age in Jordan” informed the National Plan to Reduce Marriage Under 18. As a member of the National Task Force on Child Marriage, UNHCR helped finalize the study draft for validation. Engagement in sector-specific workshops, such as on child labour in agriculture, further ensured that programming reflected updated data and findings.

UNHCR successfully sustained close operational coordination and strong working relationships with Family Protection and Juvenile Department (FPJD) and MOSD institutions through regular technical exchanges, joint follow-up on individual refugee cases, and continuous coordination on complex protection concerns. This effective collaboration was demonstrated by the active leadership of FPJD and MOSD in UNHCR-led case conferences and their consistent participation in Best Interests Determination (BID) Panels. Building on prior investments in FPJD, UNHCR was also able to maintain a functional partnership with FPJD despite funding constraints, ensuring continuity of critical referral pathways and response mechanisms in the absence of dedicated financial support. Beyond direct training and mainstreaming protection through policy, UNHCR enhanced strategic partnerships to elevate Jordan’s presence in international dialogue. Notably, UNHCR facilitated the participation of government officials in high-level thematic workshops and elevated Jordan’s engagement in key policy dialogues. This commitment was manifested through two concrete outcomes: i) In collaboration with the International Institute of Humanitarian Law (IIHL) UNHCR facilitated participation of seven Jordanian government officials in a workshop in Italy, to exchange expertise with counterparts from Syria, Iraq, and Egypt, and ii) Through coordination with UNICEF, UNHCR enhanced the Ministry of Social Development’s representation at a major regional child protection workshop held in Uganda under the PROSPECTS partnership funded by the Kingdom of the Netherlands, laying a clear pathway for strengthened collaboration in 2026.

6. Outcome Area: Safety and Access to Justice

Government’s actions relating to freedom of movement and respect of principle of non-refoulement are more aligned with international standards

Core Output Indicators

Indicator	
Population Type	Actual (2025)
06.1.1 Number of people who received legal assistance	
Refugees and Asylum-seekers	58,767

Progress Against the Desired Outcome

In 2025, in alignment with Sustainable Development Goal 16 on peace, justice and strong institutions, and through continued cooperation with UNHCR and relevant partners, the Government continued to respect the rights of refugees and asylum-seekers registered with UNHCR to personal liberty and legal status. An example of this was the low number of administrative detention measures affecting refugees and asylum-seekers (all from nationalities other than Syrian) for Residence and Foreign Affairs Law violations, with 30 cases in 2025 compared to 33 in 2024. Respect for non-refoulement and freedom of movement also improved, with three refoulement cases recorded in 2025, down from four in 2024, and none of the related deportation orders executed in alignment with international standards.

UNHCR and the Ministry of Justice, in cooperation with the Syrian Refugee Affairs Directorate, conducted awareness sessions on combating human trafficking for 114 law enforcement officers, primarily in camps and one urban location. The sessions strengthened early identification and referral pathways among various stakeholders, including UNHCR, the Counter-Trafficking Unit, and the Syrian Refugee Affairs Directorate.

In 2025, almost 59,000 refugees and asylum-seekers benefitted from the legal assistance provided by UNHCR and its legal aid partner. UNHCR and partners also supported refugees intending to return to Syria

by advising on financial liabilities, mediating with landlords, and providing guidance and legal advice on obtaining and ratifying documents for the return purpose.

UNHCR and partners continued providing legal services remotely, with UNHCR supporting referrals when the partner's office had to be closed. Lawyers also joined twelve Mobile Helpdesk Desks in various locations to provide in-person legal counselling.

UNHCR further facilitated consultations with legal aid providers to assess needs and opportunities related to refugees' access to justice and hosted discussions with the Ministry of Interior's Head of Legal Department on legal identity within the League of Arab State.

In 2025, UNHCR sustained essential capacity-building programmes and support to institutional partners, though the number of capacity-building activities declined from 112 in 2024 to 80 in 2025, due to reduced funding, significantly affecting outreach.

Despite resource constraints, UNHCR maintained meaningful engagement with national partners, particularly institutions working on anti-trafficking, legal protection, and coordination with the Ministries of Justice and Interior, as well as security bodies. Collaboration with private sector actors and civil society further supported awareness-raising and protection-focused interventions.

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

Refugees' community engagement and participation and women empowerment strengthened

Syrian refugees take free and well-informed decisions about returning to Syria

Core Outcome Indicators

Population Type	Indicator		
	Baseline	Target (2025)	Actual (2025)
7.1 Extent participation of displaced and stateless people across programme phases is supported.			
Refugees and Asylum-seekers	Extensive	Extensive	Moderate
7.2 Proportion of people who have access to safe feedback and response mechanisms			
Refugees and Asylum-seekers	100.00%	100.00%	100.00%

Core Output Indicators

Indicator		Actual (2025)
Population Type		
07.1.1 Number of people consulted through Participatory Assessments		
Refugees and Asylum-seekers		888
07.2.1 Number of people who used UNHCR- supported feedback & response mechanisms to voice their needs/ concerns/feedback		
Refugees and Asylum-seekers		33,727
07.3.1 Number of people who received protection services		
Refugees and Asylum-seekers		363,307

Progress Against the Desired Outcome

UNHCR Jordan continued its continuous and robust communication with refugee communities (CwC) which was adjusted following the discontinuation of support to several community centres and work of the Community Support Committees. Through CwC, refugees continued to access information, were able to raise concerns, and received guidance on protection and other services.

While its physical presence through mobile help desks decreased by around 50 per cent after May 2025, UNHCR expanded its digital communication modalities enabling two-way engagement with refugee communities across Jordan, including in camps. Refugees continued to access timely protection information and counselling, particularly through helpline services that included an automated interactive voice system, which reached over 90,000 families as well as agents for direct interaction, alongside phone interviews, and several online messaging channels. Messaging app groups and community networks collectively reached more than 20,000 refugees.

Access to protection services and information was sustained through office-based and mobile help desks, ensuring continued engagement with refugees living in urban, rural and camp settings. These mechanisms enabled refugees to seek guidance, raise concerns, and provide feedback, supporting accountability and informed decision-making. Across 2025, more than 18,000 refugees accessed help desk services, reflecting sustained demand and trust in these channels despite resource constraints.

Additionally, UNHCR ensured the inclusion of women and girls, with more than 1,500 women and girls participating in community consultations and focus group discussions. In addition, over 3,500 youth and children engaged in recreational and support activities.

People with disabilities were included throughout the programme cycle. Over 640 refugees with disabilities were provided specialized support. They participated in community consultations to ensure their needs were understood and integrated at all stages - from planning to implementation. UNHCR in the camps also delivered awareness sessions for parents who have children with specific needs to strengthen caregivers' understanding, skills, and confidence in supporting their children.

Moreover, UNHCR ensured the inclusion of elderly people, youth, and people with disabilities through complementary initiatives. The Azem Project, specifically targeted elderly people and people with disabilities, focusing on access to essential support such as assistive devices, home-based care, and institutional care arrangements where appropriate. In parallel, the Youth Empowerment Project focused on youth, including youth with disabilities, supporting their access to tailored services, skills development, and empowerment opportunities. Together, these initiatives ensured age- and needs-based support across different population groups.

These efforts were complemented by close coordination with specialized partners and relevant national actors, as well as ongoing UNHCR staff orientation on the Age, Gender and Diversity approach and disability inclusion principles, to promote accessible, safe, and inclusive community engagement.

8. Outcome Area: Well-Being and Basic Needs

Most vulnerable refugees have access to cash assistance to cover basic, seasonal and emergency needs

Core Outcome Indicators

Population Type	Indicator		
	Baseline	Target (2025)	Actual (2025)
8.1 Proportion of people that receive cash transfers and/or non-food items			
Refugees and Asylum-seekers	44.90%	32.00%	50.96%

Core Output Indicators

Population Type	Indicator
	Actual (2025)
08.1.1 Number of people who received cash assistance	

Refugees and Asylum-seekers	223,817
08.2.1 Number of people who received non-food items	
Refugees and Asylum-seekers	3,027

Progress Against the Desired Outcome

Throughout 2025, UNHCR's basic needs cash assistance remained essential in helping refugees meet household needs amid a challenging socioeconomic environment. Almost 215,000 refugees were assisted, including 93,350 refugees living among host communities and 121,600 in camps, with Syrians representing 94 per cent of beneficiaries. However, due to funding constraints the operation had to further reduce the number of refugee households living among host communities and receiving basic needs assistance by another 38 per cent in 2025. The trend shows an overall reduction of approximately 50 per cent since 2023. While these measures were necessary to safeguard the programme's overall sustainability, they also heightened the vulnerability of refugee households, many of whom depend almost entirely on humanitarian assistance to meet basic needs.

UNHCR kept improving its targeting model jointly with the World Bank and WFP to ensure assistance reached those who needed it most, amidst reduced resources. The basic needs programme also adapted to increasing voluntary returns to Syria while maintaining support for refugees remaining in Jordan. In 2025, over 10,600 of the cash assistance beneficiary households returned to Syria, and their assistance was redirected to eligible households on the waiting list, ensuring ongoing support to extremely vulnerable families.

Post Distribution Monitoring (PDM) indicated that cash assistance helped households prioritize food, shelter, and essential non-food items. Positive trends were recorded in refugees living among host communities, where the percentage of households receiving cash assistance and meeting at least half their needs increased from 31 to 40 per cent among refugees of other nationalities and from 43 to 47 per cent among Syrians compared to 2024. While PDM results in the camps reflected the unique constraints of camp settings, the findings reinforced the importance of cash in helping families manage limited resources and preventing further deterioration in living conditions.

Cash assistance also supported gender equality. Women and children made up about 82 per cent of beneficiaries, and over 64 per cent of designated cash collectors were women. Among these women, 54 per cent living among host communities and 78 per cent in camps owned mobile wallets in their names, strengthening financial inclusion and autonomy.

In addition, UNHCR used private donations of relief items to provide more than 75,000 people residing in camps and host communities with diapers and clothing.

UNHCR also continued advancing refugee financial inclusion as a foundation for effective and dignified cash assistance and longer-term financial resilience. Engagement with government, financial institutions, and development partners supported refugee access to formal financial services, in line with the Jordan National Financial Inclusion Strategy 2023–2028.

9. Outcome Area: Sustainable Housing and Settlements

Communities including vulnerable refugees are more empowered, committed to and own the process of enhancing the sustainability, safety, and security of the physical and social infrastructures within the settlements that they live in

Core Outcome Indicators

Population Type	Indicator		
	Baseline	Target (2025)	Actual (2025)
9.1 Proportion of people living in habitable and affordable housing			
Refugees and Asylum-seekers	16.00%	18.00%	15.70%

9.2 Proportion of people that have energy to ensure lighting			
Refugees and Asylum-seekers	100.00%	100.00%	99.00%

Core Output Indicators

Indicator		Actual (2025)
Population Type		
09.1.1 Number of people who received shelter and housing assistance		
Refugees and Asylum-seekers		5,895

Progress Against the Desired Outcome

In 2025, UNHCR continued to lead shelter coordination activities in the camps, guiding funding prioritization, and providing technical oversight for shelter activities. It published shelter SOPs, coordinated the Shelter Working Group and the sector-specific Jordan Response Plan task force, and provided shelter support mainly to vulnerable families in Zaatari and Azraq camps.

UNHCR also led negotiations with the Ministry of Interior (MOI) to allow regulated caravan sales for refugees voluntarily returning to Syria. This new approach will create a transparent process that links durable solutions with environmental stewardship. The approval of MOI will enable safe dismantling and certified recovery of materials, reducing hazardous waste and protection risks associated with the informal sale of caravans. Through partners, UNHCR also dismantled vacant (or left behind) shelters and reused or recycled materials, reducing negative environmental impact and generating revenue to support operational gaps such as vocational technical training, infrastructure maintenance, as well as increased number of families benefitting from in-camp shelter maintenance. Recycling activities recovered more than 500 tons of corrugated galvanized material, reducing waste and funding shelter upgrades in the camps.

Throughout 2025, UNHCR ran vector and rodent control campaigns to limit disease risks and protect vulnerable groups. These efforts kept communal spaces, schools, and clinics safer for refugees.

Ahead of seasonal rains, UNHCR carried out major maintenance works in flood prone areas. Teams cleared around 15 km of blocked drains and culverts, removing more than 200 cubic meters of debris. Damaged manhole covers were replaced with reinforced concrete lids, and eroded pathways were rebuilt to direct water away from shelters. Completed by October, these measures significantly reduced flood risk and protected more than 10,000 residents from displacement. UNHCR coordinated this work through the Shelter Working Group and provided technical guidance to all stakeholders involved in the winter response. UNHCR also launched an energy metering pilot in Azraq camp in the second half of 2025, covering 20 per cent of utilities blocks. This has significantly improved consumption monitoring by 15 per cent, curbing overuse and promoting efficient energy practices through real-time data and awareness campaigns.

As part of the shelter support programme, UNHCR and partners provided new shelters and maintenance for more than 5,000 vulnerable refugees in Zaatari and Azraq camps.

From June to July 2025, UNHCR managed the closure of the Emirati-Jordanian Camp and the relocation of part of the residents to Azraq camp. This included site assessments, plot preparation, shelter construction, transport arrangements, and reception planning to ensure a safe and dignified move. The process used phased relocations, service consolidation, and protection safeguards to maintain access to essential services.

10. Outcome Area: Healthy Lives

Refugees have optimal access to standard essential health care services

Core Outcome Indicators

Indicator			
Population Type	Baseline	Target (2025)	Actual (2025)
10.1 Proportion of children aged 9 months to five years who have received measles vaccination			
Refugees and Asylum-seekers	98.39%	95.00%	98.24%
10.2. Proportion of births attended by skilled health personnel			
Refugees and Asylum-seekers	99.93%	100.00%	99.83%

Core Output Indicators

Indicator		Actual (2025)
Population Type		
10.1.1 Number of individual consultations in UNHCR supported health care services		
Refugees and Asylum-seekers		218,227
10.2.1 Number of consultations in UNHCR supported mental health and psychosocial support services		
Refugees and Asylum-seekers		15,957

Progress Against the Desired Outcome

In 2025, despite severe funding constraints including a 36 per cent reduction in the health budget, implementation approaches were adapted to absorb the funding shocks and to safeguard essential health services access for refugees. Strategic disengagement from direct service delivery outside of the refugee camps was balanced by parallel advocacy and partnerships to promote inclusion within the national public health system. Despite a reduced budget, UNHCR delivered over 234,000 medical consultations and nearly 15,000 referrals to secondary care, including 3,250 obstetric cases. Key outcome indicators remained optimal, 98 per cent of children receiving all the required doses of measles vaccination and almost 100 per cent institutional deliveries among the refugee population. Morbidity and mortality indicators in refugee camps remained within the national and international standards and thresholds with zero maternal deaths in camps in 2025 (SDG target is 70 deaths per 100,000 live births) and neonatal mortality rate of 10.2 per 1,000 live births (SDG target is 12 neonatal deaths per 1,000 live births).

UNHCR continued to play a catalytic role in mobilizing operational partners, diversifying service delivery and advocacy with the Ministry of Health for promoting access to public health services. This included coordinating 11 specialized surgical missions, providing vital interventions in cardiology, orthopaedics, and ophthalmology to almost 1,000 patients at an estimated total value of over one million USD. In camps, service structures were consolidated, and partnerships were strengthened to maintain primary and emergency healthcare. Overall, 96 per cent of the referrals from camps were made to public hospital compared to 92 per cent in 2024, attributed to effective collaboration and partnership with the public health authorities. Services were rationalized through measures such as conversion of a primary health care facility in Azraq camp to a health post and shifting patient cohorts between partners to optimize resources. Efforts to advance inclusion continued with collaborative engagements with the Ministry of Health and Jordan Health Fund for Refugees donors. Joint actions included revising the policy manual for subsidized access and conducting refresher workshops for frontline staff. However, Health Access and Utilization Surveys (HAUS) revealed persistent barriers. Possession of the essential "white card", which is needed to access public health services at the primary level on subsidized rate (same as non-insured Jordanians) saw only a modest increase to 28 per cent among Syrian refugees and 36 per cent among refugees of other nationalities). The surveys identified deficit in knowledge of application procedures, long waiting times, and

lack of medications at public facilities as key obstacles. This contributed to increased reliance on private healthcare and negative coping strategies, such as reducing medical visits or borrowing money, observed among over half of the households surveyed. Advocacy with the Ministry of Health and Jordan Health Fund for Refugees donors will continue in 2026 to address systemic access barriers and to promote refugees' access to essential and lifesaving healthcare.

11. Outcome Area: Education

By 2027 refugees will have access to inclusive and quality education under the national education systems as well as the completion of education with relevant skills locally and through enhanced use of complementary pathways

Core Outcome Indicators

Population Type	Indicator		
	Baseline	Target (2025)	Actual (2025)
11.2 Proportion of children and young people enrolled in the national education system			
Refugees and Asylum-seekers	56.49%	64.00%	66.74%

Progress Against the Desired Outcome

UNHCR played a catalytic and advocacy role in advancing refugee inclusion in national education systems through active engagement in sector coordination mechanisms, including the Education Development Donors Group and the Ministry of Education–led Policy Planning Coordination Committee. UNHCR provided data and analysis to inform funding priorities, promote the systematic inclusion of refugees - particularly in the context of returns - and support more predictable and coordinated education financing. Technical assistance was provided to integrate refugee learners' data into national systems, including the Education Management Information System for basic and secondary education and the Electronic Communication System with Higher Education Institutions, strengthening planning, access, and monitoring for quality education.

Expanded access to higher education was supported through new scholarship opportunities, including 25 co-funded scholarships with Arab-Amman University and the Syrian International Business Association, and 10 additional scholarships from SOS Jordan following the Alliance's 2025 Giving Back Campaign. UNHCR also facilitated field visits, including to refugee camps, during the preparation of the new Modernizing Education, Skills, and Administrative Reforms (MASAR) phase and jointly conducted a rapid household survey with the World Bank to assess dropout drivers and inform programmatic responses.

Complementary pathways were advanced as students supported by the Albert Einstein German Academic Refugee Initiative (DAFI) joined the first cohort of refugee pharmacists through the Jordan Pharmacy Licensure Pathway and departed to Canada. Community-based learning support services further leveraged 12 DAFI students' skills to deliver remedial education for 700 Jordanian and refugee youth in community centres.

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

Legal and regulatory frameworks governing employment and financial inclusion are inclusive of Refugees

Core Outcome Indicators

Population Type	Indicator		
	Baseline	Target (2025)	Actual (2025)
13.1. Proportion of people with an account at a bank or other financial institution or with a mobile-money-service provider			
Refugees and Asylum-seekers	43.06%	18.00%	45.20%
13.3 Proportion of people (working age) who are unemployed			
Refugees and Asylum-seekers	12.08%	12.00%	38.00%

Core Output Indicators

Indicator		Actual (2025)
Population Type		
13.1.1 Number of people who benefitted from livelihoods and economic inclusion interventions		
Refugees and Asylum-seekers		2,841

Progress Against the Desired Outcome

Access to work and income remained a challenge for Jordanians and refugees, as economic growth had not translated into sufficient job creation. The labour market remained highly segmented, with high work permit costs, limited female participation, and additional legal restrictions for refugees of other nationalities. As a result, access to sustainable livelihoods for refugee families remained constrained.

Within this context, and with limited resources for direct implementation, UNHCR prioritized support to entrepreneurship, private sector-led solutions, market linkages, and partnerships with development actors. Through partners, UNHCR supported refugees in urban areas and camps through awareness sessions, community outreach, home-based business registration, seed funding, mentorship, and vocational training. In 2025, greater emphasis was placed on sustainability, including market accelerators and value-chain integration through partnerships with local and international actors and craft markets that connect refugees with consumers.

Engagement with development partners and the private sector strengthened skills development and access to work. UNHCR supported implementation of the Ministry of Digital Economy and Entrepreneurship for Youth, Technology and Jobs projects, expanding refugee inclusion in training programmes and showing early income impacts. UNHCR also contributed to additional financing for the Agriculture Resilience, Value Chain Development And Innovation project to increase refugee targets for employment in agriculture and partnered with the Global Green Growth Institute to expand income-generating training opportunities.

The ECORAMA hub in Irbid, established by UNHCR, has become a key entry point for community-based market-oriented skills development, employment and entrepreneurship activities for refugees and Jordanians, including job search clubs implemented by ILO and UNICEF. UNHCR also strengthened private sector engagement, finalizing a partnership with Bayt.com to advertise job opportunities in Syria for refugees considering return, with implementation starting in 2026. Collaboration with the International Finance Corporation focused on private sector employment solutions and refugee inclusion in initiatives such as Flat6labs' StartMashreq.

In terms of financial inclusion, 45.2 per cent of refugees had access to either a financial account (bank or MFI) or mobile money provider and 66 per cent of refugees receiving UNHCR cash assistance did so through mobile wallets owned in their names, underscoring UNHCR continued catalyst role to promote financial inclusion and behavioural change among refugees.

14. Outcome Area: Voluntary Return and Sustainable Reintegration

Refugee returns from Jordan are voluntary, and those choosing to return are well-informed and prepared

Core Output Indicators

Indicator	
Population Type	Actual (2025)
14.1.1 Number of people who received counselling and/or information on voluntary repatriation	
Refugees and Asylum-seekers	25,723

Progress Against the Desired Outcome

The fall of the Assad Government in December 2024 marked a significant political shift in Syria and opened the possibility of return for many Syrian refugees for the first time in over a decade. In 2025, UNHCR observed a substantial increase in both actual refugee returns from Jordan to Syria and expressed intentions to return, with these trends continuing throughout the year. More than 173,000 UNHCR-registered Syrian refugees returned in 2025. In response, UNHCR strengthened its return-related programming to support voluntary, informed, and dignified returns by prioritizing access to accurate information, counselling, and practical assistance.

Ensuring access to reliable and up-to-date information on conditions in areas of return, procedures, and available assistance was central to supporting refugees' informed decision-making. In 2025, UNHCR directly supported nearly 30,000 refugees through outreach activities, individual counselling, and helpline services. Seventy-five in-person focus group discussions on return were conducted across camps and host communities, reaching nearly 1,750 participants. UNHCR's protection helpline handled more than 17,000 return-related calls, enabling refugees to better understand their rights, procedures, and options prior to deciding whether to return. Digital platforms, including UNHCR's Help Site and social media channels, further expanded access to information, with over 500,000 individuals engaging with return-related content. In response to refugees' expressed needs, UNHCR also scaled up practical assistance for those choosing to return. In January 2025, UNHCR introduced transportation assistance and supported over 10,200 refugees with bus transportation into Syria during the year. To address the additional financial barriers to return, UNHCR also piloted a cash assistance programme for refugees residing in camps, providing \$100 per returning individual to cover pre-departure needs. Through this initiative, which started in September 2025, more than 3,200 refugees were supported. All refugees receiving return assistance underwent individual counselling to ensure decisions were voluntary and well-informed.

Throughout 2025, UNHCR expanded its presence at the Jaber border crossing, scaling up to daily missions to support coordination with border authorities and provide protection monitoring and counselling to returning refugees. Coordination with the Government of Jordan through a dedicated returns task force, and with humanitarian partners through the UNHCR-led Durable Solutions Working Group and its operational arm, helped ensure coherent planning and protection-sensitive approaches.

UNHCR also supported informed and voluntary return among refugees of other nationalities. In 2024, UNHCR counselled and assisted 97 refugees seeking to return to their countries of origin by facilitating departure formalities and providing individualized guidance.

15. Outcome Area: Resettlement and Complementary Pathways

Resettlement and complementary pathways are efficiently managed, protection-focused, and strategically utilized to achieve protection outcomes

Core Outcome Indicators

Population Type	Indicator		
	Baseline	Target (2025)	Actual (2025)
15.1 Number of refugees submitted by UNHCR for resettlement			
Refugees and Asylum-seekers	9,324	10,000	1,099

Core Output Indicators

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

Progress Against the Desired Outcome

While UNHCR Jordan has traditionally been one of the largest resettlement operations globally, the programme was sharply reduced in 2025 as traditional resettlement countries either halted or significantly scaled back their humanitarian resettlement programmes. As a result, Jordan recorded its lowest levels of resettlement submissions and departures in more than a decade. This decline reflected political shifts and changing humanitarian priorities in several resettlement countries. In addition, the fall of the Assad Government in December 2024 led many States to pause or suspend Syrian refugee resettlement in anticipation of improved conditions in Syria.

Resettlement submissions declined from 9,327 in 2024 to 1,100 in 2025, an 88 per cent decrease and the lowest level since 2006. In 2025, only four countries, Australia, Canada, France, and New Zealand, offered resettlement quotas for refugees in Jordan. This was also the first year since the start of the Syrian crisis in which submissions for refugees of other nationalities exceeded those for Syrians, accounting for 77 per cent of submissions compared to 23 per cent for Syrians.

In response to these constraints, UNHCR focused resettlement efforts on refugees with the most acute protection needs, including individuals facing serious legal or physical threats, survivors of violence or torture, children and adolescents at heightened risk, and refugees with critical medical conditions. Case identification and processing were refined to improve efficiency and quality, while strong community outreach ensured refugees understood the resettlement process, received transparent information on limitations, and had access to individual counselling to manage expectations and address misinformation.

Like resettlement, other opportunities for refugees to re-build their lives in third countries also declined, largely due to global political developments and restrictions on Syrian refugees' access to key programmes. UNHCR recorded a 64 per cent decline in such departures compared to 2024. Despite this, UNHCR continued outreach, counselling, and targeted support to expand access to available pathways. UNHCR strengthened its network of refugee guidance counsellors and enhanced their capacity to share accurate information within their communities. These efforts reached over 5,200 refugees, increasing awareness, engagement, and interest in available opportunities.

UNHCR also promoted third-country labour mobility through innovative partnerships and pilot initiatives, which began yielding successful departures in 2025. These included train-to-hire labour mobility models for the European Union and efforts to support recognition of Jordanian skills certifications in countries such as Canada. Recognizing limited English proficiency as a barrier to skills-based pathways, UNHCR supported over 120 refugees with intensive English and IELTS preparatory courses, enhancing their eligibility for labour mobility opportunities.

Other Core Output Indicators

Population Type	Actual (2025)
16.1.1. Government Social protection system is inclusive of forcibly displaced and stateless people	
Refugees and Asylum-seekers	Partially

2.2. Age, Gender and Diversity

UNHCR remains committed to equitably providing services to all refugees in Jordan and maintaining transparent communication with refugee communities. Through constant digital and in-person engagement, such as outreach activities and protection monitoring, refugees of all nationalities were meaningfully involved in decisions affecting their lives. These channels ensured timely, responsive opportunities for refugees to raise concerns, give feedback, and seek redress. UNHCR's prompt and serious consideration to this feedback helped build and sustain trust with the community.

Although access to feedback mechanisms has reduced following the scale-down of field presence and the closure of some helpdesks and community centres in 2025 due to funding cuts, UNHCR continued to maintain multiple channels to ensure accountability to affected populations and facilitate two-way communication, reaching over 129,000 individuals. These included mobile helpdesks, helplines and messaging app groups, focus group discussions, community focal points, and information from refugee volunteers. Between December 2024 and June 2025, participatory assessments reached almost 11,000 individuals where 47 per cent of respondents were women. Cash assistance reached almost 215,000 individuals of which 116,000 (54 per cent) were women and girls, with 64 per cent of cash collectors living among host communities being women.

A GBV gap analysis conducted by the GBV sub-working group in early 2025 highlighted the need for enhanced support for marginalized groups, particularly people with disabilities, LGBTIQ+ individuals and elderly people. The analysis was utilized to inform programming through the year. GBV response services reached 2,242 individuals; however, prevention activities were deprioritized and reached less than 100 people.

Refresher trainings on PSEA and sexual harassment reached 328 staff, emphasizing the zero-tolerance policy and survivor-centred approach to tackling sexual exploitation and abuse.

Section 3: Resources

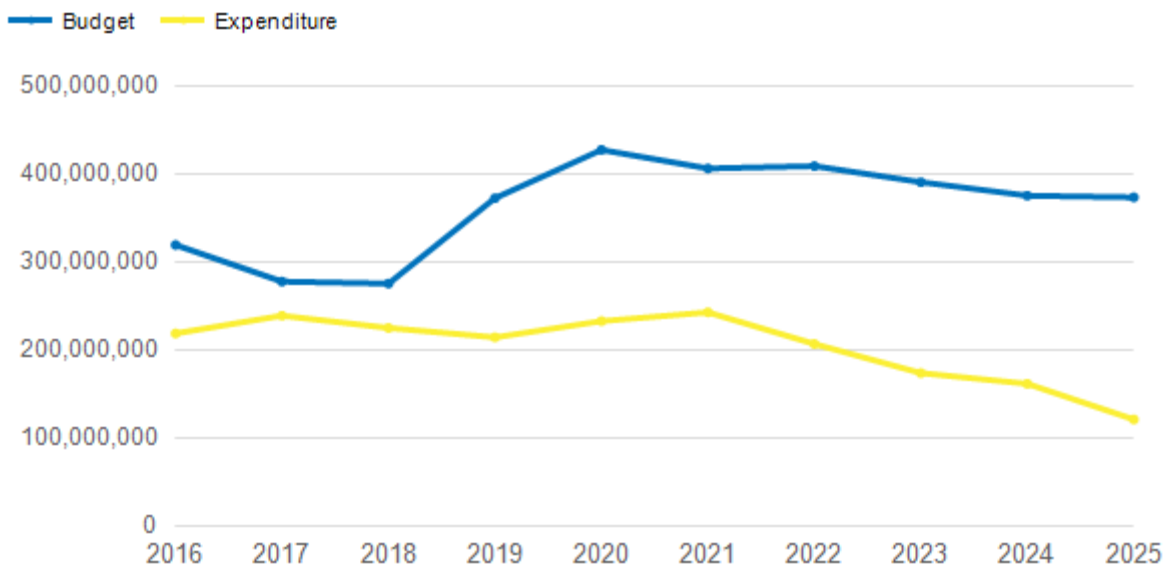
3.1 Financial Data

(Financial figures in USD)

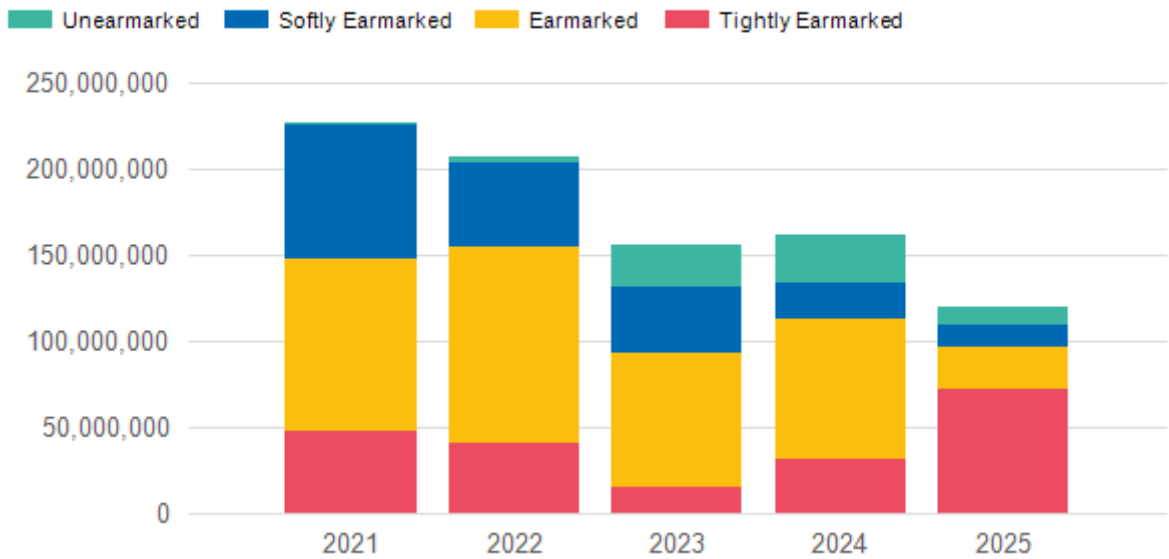
Impact Area	Final Budget	Funds Available	Funds Available as % of Budget	Expenditure	Expenditure as % of Funds Available
IA1: Protect	45,150,235	28,551,555	63.24%	28,551,555	100.00%
IA2: Respond	242,610,402	75,751,774	31.22%	75,712,381	99.95%
IA3: Empower	57,771,553	10,458,470	18.10%	10,381,008	99.26%
IA4: Solve	27,304,786	6,100,117	22.34%	6,014,000	98.59%
Total	372,836,975	120,861,916	32.42%	120,658,943	99.83%

Outcome Area	Final Budget	Funds Available	Funds Available as % of Budget	Expenditure	Expenditure as % of Funds Available
OA1: Access/Doc	15,304,416	9,239,799	60.37%	9,239,799	100.00%
OA2: Status	3,413,288	2,864,367	83.92%	2,864,367	100.00%
OA3: Policy/Law	12,432,446	9,520,242	76.58%	9,520,242	100.00%
OA4: GBV	12,337,746	2,085,179	16.90%	2,085,179	100.00%
OA5: Children	8,328,373	1,933,734	23.22%	1,933,734	100.00%
OA6: Justice	9,206,769	3,425,845	37.21%	3,425,845	100.00%
OA7: Community	19,213,644	4,905,792	25.53%	4,828,330	98.42%
OA8: Wellbeing	150,843,638	50,040,767	33.17%	50,040,767	100.00%
OA9: Housing	44,218,576	12,379,127	28.00%	12,339,734	99.68%
OA10: Health	39,219,816	11,398,146	29.06%	11,398,146	100.00%
OA11: Education	5,339,998	613,835	11.50%	613,835	100.00%
OA13: Livelihood	20,880,164	2,853,665	13.67%	2,853,665	100.00%
OA14: Return	22,411,008	1,436,326	6.41%	1,350,208	94.00%
OA15: Resettle	4,893,778	4,663,791	95.30%	4,663,791	100.00%
EA20: External	4,793,316	3,501,302	73.05%	3,501,302	100.00%
Total	372,836,975	120,861,916	32.42%	120,658,943	99.83%

Budget and Expenditure Trend



Contributions Trend by Type



3.2. Resources Overview

UNHCR Jordan operated in 2025 under significant resource constraints, as overall funding continued its downward trajectory amid intensified global competition for funding and shifting donor priorities. The funding outlook became very uncertain at the beginning of the year, prompting early reprioritization not only by UNHCR but also by partners across the refugee response. Total financial requirements for 2025 amounted to \$372.8 million, yet only \$115 million (31 per cent) was secured by December, leaving a funding gap of \$257.8 million. By comparison, the operation was 43 per cent funded in both 2024 and 2023, and 51 per cent in 2022.

This shortfall had major implications for UNHCR’s ability to respond to the needs of refugees for protection

and assistance. Despite the high vulnerability levels among refugees, the operation had to prioritise only lifesaving interventions and direct its limited resources to refugees and asylum-seekers facing the highest risks. Prioritisation was shaped by continuous dialogue with partners, refugees, and government counterparts, and guided by UNHCR's socioeconomic assessments highlighting high debt levels, reduced access to services, and worsening living conditions.

Acting as a catalyst, UNHCR helped secure the financial and technical backing needed to sustain refugee access to national systems and expand opportunities for refugees, in collaboration with development actors, the private sectors, civil society and in line with Global Refugee Forum pledges.

Reductions in UNHCR funding directly affected access to cash assistance, health services, protection services and livelihoods opportunities, and thereby heightened protection risks, such as eviction, child labour and rising debt levels.

Flexible and unearmarked funding, though reduced, played a critical enabling role, allowing UNHCR to maintain core protection activities, support urgent casework, and address gaps affecting refugees of other nationalities. It also made possible sustained support to Government institutions, particularly in areas such as documentation and camp management. Importantly, flexible funding allowed UNHCR to support voluntary return movements at the beginning of the year, before earmarked return funding was provided. Likewise, the closure of the Emirati Jordanian Camp that entailed a relocation of some of its residents to Azraq camp and the facilitation of voluntary return to Syria for the rest was feasible only due to flexible funding, which provided the operational agility needed to meet the logistical, protection, and shelter requirements of the transition.

Despite the challenging landscape, UNHCR Jordan pursued and capitalized on resource mobilization opportunities. Multiyear development partnerships sustained inclusion efforts in education, health, and livelihoods, while emerging avenues in Asia and the Gulf - together with expanded private sector engagement - offered prospects for diversification.

Operationally, the constrained budget required scaling down or phasing out of activities and reducing aspects of the operational footprint. UNHCR continued to channel substantial resources through national partners and strengthened localization so that national actors could assume greater responsibility within the refugee response.

Section 4: Lessons Learned and Future Outlook

4.1 Lessons Learned and Future Outlook

The Strategic Moment of Reflection conducted together with UN agencies and UNHCR partners validated significant progress towards achievement of the strategy results while at the same time recognizing the challenging protection environment and critical reductions in funding. Main recommendations revolved around deepening localization efforts by empowering community-based organizations not just as partners, but as direct service providers; a continued participatory approach, ensuring that interventions are designed based on the direct input and needs of refugees and providing critical and life-saving services to those refugees who remain in Jordan while also supporting those who opt to return to Syria. These discussions were anchored in evidence and data collected throughout the year through direct interactions with refugees, protection monitoring and analysis, post-distribution monitoring and the socio-economic assessment. This evidence base helped identify priority needs and guided decisions on targeting, resource allocation, and programme adjustments.

In view of the dwindling funding, the operation will continue reducing engagement and footprint, consistent with the strategic priorities set by the High Commissioner, our mandate and humanitarian principles with increased advocacy for support by other actors, including development partners and donors.

The process of long-term prioritization and restructuring of the operation will rely on an updated Jordan Response Plan and a new strategic framework for managing the refugee response. The process for their update will be led by the Government of Jordan with technical support provided by UNHCR and will include recalibrating coordination mechanisms, redefining priorities for residual refugee populations including sustaining access to basic service delivery, and planning for voluntary and sustainable return and facilitating reintegration.

The operation will move to a leaner and more agile organizational model focusing on clearly mandated areas of intervention and meaningful assistance to smaller groups to result in more impact and through adapting our own interventions into less labour-intensive and scalable alternatives without requiring immediate additional human resources. Additionally, the issue of refugee camps in the country will remain an inevitable component of future strategic planning, which is likely to emerge if current return trends continue.



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