

Annual Results Report

2025

Syrian Arab Republic

Acknowledgements

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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

In 2025, Syria entered a new political phase following the collapse of the former government on 8 December 2024 and the establishment of an interim transitional government in March. The authorities faced dire economic and socio-political challenges and a fractioned country along with the dynamics of increasing numbers of refugees and IDPs willing to return. Throughout 2025, an estimated 1.3 million Syrian refugees and 1.9 million internally displaced persons (IDPs) returned to their areas of origin or habitual residence. Return movements, however, were uneven across the country and took place alongside continued displacement in some areas, highlighting the complex, dynamic, and evolving nature of the protection landscape and operational context.

In response to the increasing numbers of refugees returning to Syria and IDPs returning to their areas of origin, and in line with its protection mandate, UNHCR has expanded its role to facilitate voluntary, safe, and dignified returns, guided by the 2025 Operational Framework on Voluntary Return of Syrian Refugees and IDPs.

The authorities outlined a roadmap focused on constitutional reform, restoration of state institutions, and national elections. These political changes necessitated adjustments to humanitarian coordination, including a gradual transition toward a more unified, Damascus-based coordination structure in 2025. Moreover, several encouraging developments were observed to support the creation of a more conducive environment for sustainable returns, including the initiation of a transitional justice process, and the introduction of legal, procedural, and administrative measures by the Syrian Government related to education, housing, land and property (HLP), and the justice system.

Fourteen years of conflict had a lasting impact on infrastructure, public services and livelihoods across Syria, while security conditions remained volatile in certain areas, with incidents of violence in the coastal, southern, and northern regions. Humanitarian needs remained severe. An estimated 16.5 million people, over half the population, required humanitarian assistance. Syria continued to host one of the largest internally displaced populations globally, with between 6.7 and 7.4 million people displaced, including approximately 1.2 million living in camps and informal settlements. The authorities have shared their intention to imminently close these camps and support solutions for IDPs with humanitarian and development agencies.

The operational context was further compounded by deepening socio-economic deterioration, high inflation, liquidity shortages, and the worst drought conditions in decades, exacerbating food insecurity, water scarcity, and public health risks. While political change generated cautious optimism among Syrians, humanitarian and early recovery needs remained immense, requiring sustained international support to ensure that returns were safe, voluntary, dignified, and sustainable.

1.2. Progress Against the Desired Impact

1. Impact Area: Attaining Favorable Protection Environments

By 2025, all asylum seekers have better access to safe and equal asylum procedures, and risk of refoulement reduced

By 2025, people UNHCR serves enjoy improved access to documentation

Indicator		
Population Type	Baseline	Actual (2025)
1.1 Proportion of people seeking international protection who are able to access asylum procedures		
Refugees and Asylum-seekers	100.00%	100.00%
1.2 Proportion of people who are able to move freely within the country of habitual residence		
Refugees and Asylum-seekers	91.47%	99.57%

The Syrian Arab Republic is not a party to the 1951 Refugee Convention or its 1967 Protocol and does not have a national legal framework governing refugee protection. As a result, individuals wishing to seek asylum are registered individually with UNHCR, and UNHCR assesses their asylum claims as per its mandate.

Legislative Decree amended through Law No. 04/2023 regulates entry, stay, and exit of foreigners in Syria, including refugees and asylum-seekers, as well as their legal status and documentation. In practice, refugees and asylum-seekers are generally granted residency in Syria, including, on an exceptional basis, individuals with expired or no passports and individuals with illegal entry. This residency protects them from arbitrary arrest and refoulement and they generally enjoy freedom of movement. Movement restrictions have applied in some locations due to security measures; however, these restrictions applied to all individuals, regardless of their legal status in Syria.

Due to the disruption of immigration services in 2025, the extension of residencies was suspended for several months, resulting in the issuance of two amnesties by the Ministry of Interior granting a pardon for residency breaches where the overstay did not exceed six months and waiving related fines and penalties, benefiting refugees and asylum-seekers. UNHCR is not aware of any incidents of refoulement in 2025. Following the fall of the former regime in December 2024, services at civil registries and cadastral offices were temporarily suspended, limiting access to civil documentation and HLP-related procedures, including refugee returnees. From May onwards, services at civil registries resumed; however, the issuance of identity cards and family booklets remained suspended throughout the year. Cadastral offices became functional in August.

UNHCR and partners provided legal aid to 358,867 people, including counselling and representation before courts. To strengthen institutional capacity to address civil documentation, HLP, and protection challenges, UNHCR supported the rehabilitation and/or equipping of six cadastral offices and 31 civil registry offices nationwide, and provided ICT equipment to the Ministry of Justice, the Ministry of Social Affairs and Labour, and the Bar Association. In addition, five trainings were organized or supported to enhance protection knowledge and create conditions conducive to return, benefiting over 100 government officials.

Coordination through the HLP Working Group co-chaired by UNHCR and actively attended by 13 members ensured other agencies were collectively engaged in addressing HLP documentation and restoration of services, including through two joint programming with UN Habitat, UNDP, ILO and NRC.

2. Impact Area: Realizing Rights in Safe Environments

By 2025, all people UNHCR serves identified in need, receive timely assistance

Population Type	Indicator	
	Baseline	Actual (2025)
2.2 Proportion of people residing in physically safe and secure settlements with access to basic facilities		
IDPs	73.30%	74.39%
Refugees and Asylum-seekers	75.00%	64.16%
Returnees	73.30%	74.39%
2.3 Proportion of people with access to health services		
Refugees and Asylum-seekers	96.70%	97.46%

In 2025, humanitarian interventions in Syria continued to partially mitigate the effects of a prolonged economic crisis and conflict, while early signs of price stabilization emerged following the change of regime in late 2024. The Minimum Expenditure Basket (MEB) remains around SYP 2 million per month, rising by 6–7 per cent, far exceeding incomes; the minimum wage covers only about one-third of basic needs, reflecting a persistent affordability gap despite limited price stabilization and regional cost variations. This slight decrease in poverty has slightly improved households' ability to meet basic consumption needs; however, it has not yet resulted in a broader economic recovery. Employment opportunities, income levels, infrastructure rehabilitation, and access to quality public services remain limited.

Additionally, the 2025 Humanitarian Response Priorities for Syria reports that approximately 90% of the population lives below the poverty line and 70% in extreme poverty. Driven by economic collapse, drought, and conflict, 16.5 million people need assistance, with 75% of the population dependent on aid.

Cash-based interventions played a critical role in cushioning economic shocks. The cash reintegration grants and Multipurpose Cash Assistance in 2025 supported vulnerable refugees and Syrian families in accessing food, essential items, and basic services, thereby reducing reliance on negative coping mechanisms. Additionally, reintegration grants supported the restoration of returnees' lives in their places of origin.

Access to essential services, particularly healthcare, improved incrementally. Continued support through health partners and pilot initiatives that integrate refugees and asylum-seekers into national primary healthcare systems has contributed to more equitable access to care and strengthened inclusion at the system level.

The 2025 Humanitarian Response Priorities underlined that approximately 7 million people in Syria require shelter assistance. Shelter assistance generated a significant impact by improving safety, dignity, and living conditions. Emergency and longer-term shelter solutions enhanced habitability for displaced and returning families, while community-level infrastructure support benefited IDPs, returnees, and host communities.

Overall, the interventions in 2025 helped stabilize living conditions, preserve dignity, and strengthen resilience among the most vulnerable populations amid ongoing economic uncertainty.

3. Impact Area: Empowering Communities and Achieving Gender Equality

By 2025, all people UNHCR serves, particularly women and girls, are empowered to access their rights, are equally engaged and participate in their own protection

Population Type	Indicator	
	Baseline	Actual (2025)
3.1 Proportion of people who have the right to decent work		
Refugees and Asylum-seekers	0.00%	0.00%
3.2a Proportion of children and young people enrolled in primary education		
IDPs	77.00%	77.00%
Refugees and Asylum-seekers	97.11%	83.85%
Returnees	77.00%	77.00%
3.2b Proportion of children and young people enrolled in secondary education		
IDPs	77.00%	77.00%
Refugees and Asylum-seekers	96.90%	72.03%
Returnees	77.00%	77.00%
3.3 Proportion of people feeling safe walking alone in their neighbourhood after dark		
Refugees and Asylum-seekers	Data not available	55.28%

The legal framework governing refugees' and asylum-seekers' access to formal employment in Syria remained unchanged. The Ministry of Social Affairs and Labour continues to revise the Syrian Labour Law in consultation with a wide range of stakeholders, including the International Labour Organization (ILO). Throughout this process, UNHCR will maintain advocacy efforts for enhanced access to formal employment of refugees and asylum-seekers.

UNHCR's community-based approach continued to contribute to tangible progress in empowering communities and advancing gender equality. Across the country, 55% of empowered outreach volunteers (ORVs) were women (974 female ORVs), and each Syrian governorate included at least one ORV with a disability. Positive change is reflected in the growing number of initiatives led by women and youth, indicating increased agency and participation in local decision-making. Among these, 36 initiatives were fully led by women from community self-managed groups in Aleppo, Homs, Al-Hasakeh, Hama, Damascus, and Rural Damascus, addressing critical protection concerns while advancing women's empowerment. Examples included the production of winter clothing for pregnant women to meet health, protection, and dignity needs, and the establishment of a women's sports club that provided a safe and supportive space to promote physical and mental well-being. In addition, selected community-based organizations led by or addressing persons with disabilities were supported, delivering activities such as physiotherapy, sports for empowerment, inclusion of persons with disabilities, and strengthened social cohesion. Compared to previous years, the increased proportion of women-led and disability-inclusive initiatives demonstrates progress toward more inclusive, sustainable, and community-driven responses that strengthen protection, resilience, and social cohesion.

In 2025, both the Ministry of Higher Education and the Ministry of Education introduced several measures to facilitate the reintegration of returning students, promoting inclusive access to education and empowerment. Among these measures, nearly 17,000 previously dismissed teachers were reinstated, while schools and universities introduced flexible registration procedures for returnees. These included temporary enrolment without identity documents (to be provided at a later stage), acceptance of uncertified academic records, extended deadlines for higher education registration, and mandated contributions by private schools to the reconstruction of public schools. Even though school disruption, particularly due to economic hardship and resultant child labour remains a serious protection concern, these measures supported school attendance, fostered inclusion and social cohesion and helped students reconnect with their communities upon return.

4. Impact Area: Securing Solutions

By 2025, an increased number of people UNHCR serves have enhanced access to safe and dignified durable solutions

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	0	1
4.2a Number of people who departed on resettlement		
Refugees and Asylum-seekers	26	58
4.2b Number of people who departed through complementary pathways		
Refugees and Asylum-seekers	2	12
4.3a Number of stateless people for whom nationality is granted or confirmed		
Stateless Persons	Data not available	0
4.3b Number of refugees for whom residency status is granted or confirmed		
Refugees and Asylum-seekers	8,773	2,524

Pathways to durable solutions remained limited in 2025. There were no naturalization prospects for refugees in Syria, and only one refugee voluntarily returned during the year. Syria did not receive a resettlement quota for 2025, and departures were limited to cases approved in previous years. UNHCR supported complementary pathways by facilitating travel arrangements and the issuance of travel documents, enabling 12 individuals to depart to Canada through the Private Sponsorship Programme. UNHCR continued to consult with refugees on available pathways, seeking alternative solutions in the absence of naturalization prospects and in light of limited resettlement opportunities.

Immigration services were disrupted for several months in 2025, resulting in the expiry of residencies for some refugees and asylum-seekers without the possibility of timely extension. Following UNHCR advocacy with immigration authorities to regularize legal status and waive penalties for overstaying residency or irregular entry, two circulars were issued by the Ministry of Interior, waiving penalties associated with such violations.

These amnesties enabled refugees and asylum-seekers to regularize their stay without fines or penalties. During the reporting period, UNHCR lawyers provided counselling and interventions to 2,294 refugees and asylum-seekers on residency-related matters.

The reported figures on statelessness remained unchanged following the fall of the regime on 8 December 2024, as UNHCR was unable to obtain updated data from the new interim government. However, there have been indications of a possible decree that would enable stateless individuals of Kurdish ethnicity to acquire nationality. UNHCR will continue to monitor developments and follow up should such a decree be issued in 2026.

Throughout 2025, UNHCR Syria provided an expanding range of protection services and assistance to returnees to support their return and reintegration, as well as their host communities, including legal aid for the issuance and recovery of civil and HLP documentation, psychosocial support, gender-based violence (GBV) prevention and response, child protection services, transportation, cash grants, housing repair, livelihoods support, and core relief items for the most vulnerable families.

Over 1.3 million refugees and IDP returnees and host community members were reached through 72 UNHCR-supported community centres. In addition, over 31,000 returnees have been supported with transportation and logistical assistance inside Syria at the key border crossing points with Türkiye and Lebanon as well as those Syrian refugees returning through UNHCR organized returns from Lebanon and Jordan. In-country assisted return travel was provided at Sejjo, Sarmada and Jousseh border crossings, which also included food (WFP) and dignity kits (UNFPA) support for returnees. UNHCR also received over 700 returnees through commercial flights from Libya and facilitated their travel home.

1.3 Challenges to Achieving Impacts

IA1: Protect

Progress towards safe and equal access to asylum procedures and improved access to documentation for refugees, asylum-seekers and stateless persons in Syria remained challenging in 2025. Following the fall of the regime and subsequent changes in government, communication channels with relevant authorities on access to territory and refoulement had to be re-established, affecting the continuity of protection. The absence of a national asylum framework and Syria's non-accession to the 1951 Refugee Convention continued to constrain the establishment of formal national asylum procedures.

Access to documentation was further affected by the disruption of immigration and civil registry services in 2025, during which the issuance and extension of residencies for refugees and asylum-seekers were suspended for several months, placing additional pressure on their already precarious situations. Although amnesties issued by the Ministry of Interior allowed affected individuals to regularize their stay without penalties, these measures were temporary and did not address underlying structural gaps.

The closure of civil registries and cadastral offices during the first half of the year, combined with the suspension of the issuance of identity documents and family booklets throughout 2025, further constrained access to civil documentation and HLP rights. This particularly affected refugees and IDP returnees, many of whom lacked valid documentation due to years of displacement, loss or destruction of documents, or changes in family composition while in displacement. As a result, returnees faced barriers in accessing services, enrolling children in school, securing housing and livelihoods, and exercising freedom of movement, undermining safe and sustainable reintegration.

Monitoring refoulement also remained challenging, as responsibility for entry and exit is not limited to immigration authorities but includes the General Authority for Ports and Customs and other entities, limiting UNHCR's ability to systematically monitor border practices. Resource constraints further require prioritization of urgent, case-based protection and documentation interventions, reducing opportunities for broader outreach, policy engagement and sustained progress toward systemic change.

IA2: Assist

In 2025, the humanitarian impact in Syria remained constrained by structural, administrative, and systemic challenges inherited from previous years, despite the political transition in late 2024. The severe lack of liquidity in both the Syrian Pound and the USD, delayed the implementation of cash-based interventions (CBI), while requiring a joint UN effort with the Central Bank of Syria to bring hard cash into the country. This impacted both UNHCR direct implementation and partners alike in responding to people and honouring commitments. One of the mitigation measures included transitioning to the USD for direct cash transfers and some large partners and responding flexibly to the banking challenges in the field, especially in the northeast.

Budget shortfalls and delayed funding necessitated reprioritization of activities and reductions in planned targets, directly affecting the scale and depth of interventions.

Legal and institutional barriers also hindered refugees' access to financial services. Requirements for valid residency documentation continued to limit refugees' eligibility for cash assistance and formal financial channels, while alternative mechanisms such as prepaid cards remained only partially effective due to low withdrawal limits and inconsistent ATM functionality, particularly in underserved areas.

UNHCR's strategic shift toward inclusion of refugees in national health systems and the transition of IDP health support to other specialized agencies resulted in gaps at the community level. Persistent shortages of qualified health personnel, weak health information systems, and deteriorating infrastructure continue to limit access to quality services and contribute to high out-of-pocket expenditures for all population.

Shelter and rehabilitation programmes faced operational challenges as approval processes for housing and legal infrastructure works by authorities were delayed and required adjustments and coordination at all levels. There was a late increase in targets, liquidity challenges with suppliers which delayed the response, however UNHCR monetized part of its shelter response to navigate this constraint.

The needs in Syria remain extremely high, however in light of limited and staggered availability of resources not all targeted and eligible individuals could be supported in a timely fashion which created frustration.

Collectively, these constraints hindered humanitarian actors' ability to achieve desired impact in 2025 through coordinated efforts, underscoring the need for continued UN advocacy for streamlined approval mechanisms, strengthened systems, and enhanced coordination with national authorities.

IA3: Empower

The ongoing socio-economic instability has severely constrained access to livelihoods for all population groups but with additional burden on refugees and asylum-seekers who already lack access to national services. Refugees continue to struggle to access sustainable work due to restrictive work-permit procedures. With unemployment estimated at 21% for Syrians, the labor market remains extremely limited and highly competitive, leaving refugees at a disadvantage when seeking work. The situation is worsened by limited access to vocational training, higher education, and other skills-building opportunities which are essential for refugees' employability and entry into formal economic activity. The increasing livelihood needs among Syrians particularly internally displaced populations are also limiting national institutional capacity to expand livelihood opportunities towards inclusion of refugees and asylum-seekers.

In 2025, progress toward UNHCR's planned impacts for IDPs and refugees in Syria continued to be constrained by multiple, interconnected challenges. The prolonged socio-economic crisis, widespread poverty, food insecurity, and the severe deterioration of basic services limited communities' ability to achieve self-reliance and durable solutions. Extensive destruction of housing and infrastructure in key areas of return, ongoing security concerns, access constraints, and significant funding shortfalls further impeded large-scale, sustainable reintegration. Renewed international engagement, potential easing of restrictions and sanctions, and increased focus on early recovery and reconstruction offer opportunities to improve living conditions and livelihoods in order to transition from humanitarian aid to sustainable reintegration, however this required significant investment in communities and hosting areas. UNHCR's continued strategic emphasis on protection, shelter, legal assistance, and community-based recovery, combined with strengthened partnerships and coordination mechanisms, including close working relationships with the authorities supports gradual progress toward durable solutions. With sustained donor commitment, improved security, and inclusive nationally led recovery initiatives, there is potential for IDPs and refugees to achieve greater resilience, dignity, and stability in the coming years, leading to further empowerment.

IA4: Solve

In 2025, pathways to durable solutions remained constrained. Voluntary return remained limited due to ongoing protection and reintegration concerns in the countries of origin, naturalization is not available for refugees in Syria, and resettlement opportunities were minimal, with no quota allocated for 2025. Complementary pathways, including private sponsorship, offered limited opportunities and remained small in scale.

Access to durable solutions was further affected by challenges related to civil documentation and residency. The suspension of immigration services for several months, including the issuance of residencies, put refugees and asylum-seekers at increased risk. Inconsistent practices among immigration branches in different governorates, particularly regarding refugees and asylum-seekers who entered the country irregularly or hold expired passports, limited predictability and access to legal stay.

While refugees and asylum-seekers have access to residency in Syria, this is not a long-term durable solution, as residency must be regularly renewed and does not provide prospects for naturalization. Statelessness also remains a significant challenge, with the registration of Maktoum Al-Qaid individuals involving lengthy procedures, limited clarity on reference authorities, and a lack of updated data, all of which constrain progress toward durable solutions for affected populations.

UNHCR Protection monitoring reflected that food insecurity, limited access to employment, and inadequate shelter continued to be the most pressing unmet needs, alongside widespread psychosocial distress and significant legal challenges related to civil documentation and HLP rights affecting many returning families. Expanded multisectoral assistance remains essential, particularly in shelter rehabilitation, livelihoods, specialized protection services, legal aid, education, and health to strengthen reintegration conditions and support the sustainability of returns.

In 2025, the Government of Syria undertook significant legal and institutional reforms aimed at facilitating safe and dignified returns, restoring citizens' rights, advancing transitional justice mechanisms, and

rebuilding trust in public institutions. Continued engagement with the Government, alongside sustained international support, is required to translate these reforms into tangible improvements at the local level, strengthen institutional capacity, and ensure that return processes remain voluntary, safe, informed, and dignified.

1.4 Collaboration and Partnerships

In 2025, UNHCR continued to collaborate closely with key national counterparts to enhance programme implementation and support the voluntary return and reintegration of refugees and IDPs. Engagement was maintained with the Ministries of Foreign Affairs, Social Affairs and Labour, Local Administration and Environment, Interior, Justice, and the General Authority for Ports and Customs to strengthen coordination and address administrative challenges.

As the lead agency for Protection, Camp Coordination and Camp Management (CCCM), Shelter, and Non-Food Items (S/NFI) within the Humanitarian Country Team, UNHCR coordinated the response of all protection, CCCM and S/NFI partners operating in Syria at national and sub-national levels through seven operational hubs. The Protection Sector, including Child Protection, Gender-Based Violence (GBV), HLP and Mine Action, comprised 226 reporting partners and reached over 4.2 million Syrians with protection-focused interventions. The S/NFI Sector, with 109 partners, provided shelter assistance to 363,000 individuals and distributed core relief and winterization items to 1.03 million individuals, addressing critical needs among displaced, returning, and host community populations. The CCCM sector, comprising 41 partners, supported 1,535 camps hosting 1.16 million individuals.

UNHCR co-led the HLP Task Force with the Norwegian Refugee Council (NRC) and UN-Habitat, Legal Aid Technical Working Group with NRC (activated in 2025) and the Mental Health and Psychosocial Support (MHPSS) Working Group with WHO. Collaboration with UNICEF on Prevention of Sexual Exploitation and Abuse (PSEA) and with WFP on Accountability to Affected Populations (AAP) further strengthened inter-agency coordination and accountability.

At the strategic level, UNHCR contributed to the updated Strategic Framework for Syria, co-leading Pillar 3 on Returns with UNRWA, and co-led the Return and Reintegration Technical Working Group with UNDP to promote safe, dignified, and sustainable returns. UNHCR actively participated in all six Area Humanitarian Country Teams, with five Heads of Sub-Offices serving as Area Coordinators.

Capacity strengthening remained a priority through partner training on AAP, GBV prevention, MHPSS, and legal assistance, including a specialized workshop on statelessness for Syrian authorities. In line with Grand Bargain commitments, UNHCR funded 26 partners in 2025, 65 per cent of which were national NGOs. UNHCR also collaborated with the World Bank to launch two rounds of Regional Refugee Intention survey and the first Socio-Economic Assessment survey in Syria as well as sectoral assessments and survey for IDPs to inform the humanitarian response.

Looking ahead, UNHCR will intensify engagement with the Syrian Government and the Governments of Lebanon, Jordan, and Türkiye to establish tripartite dialogues supporting voluntary, safe, dignified, and informed refugee returns and advocate through the Solutions group for the leadership of the government in designing and setting national priorities for solutions and early recovery.

Section 2: Results

2.1. Outcomes and Achievements

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

By 2025, identified affected people have enhanced access to effective civil documentation

By 2025, UNHCR's registration procedure improves in effectiveness and efficiency

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%	100.00%
1.2 Proportion of children under 5 years of age whose births have been registered with a civil authority			
Refugees and Asylum-seekers	68.13%	100.00%	47.24%
1.3 Proportion of people with legally recognized identity documents or credentials			
Refugees and Asylum-seekers	91.47%	100.00%	99.57%

Core Output Indicators

Population Type	Indicator	
	Actual (2025)	
01.1.1 Number of people registered on an individual basis		
Refugees and Asylum-seekers	475	
01.2.1 Number of people supported to obtain civil status, identity or legal status documentation		
Refugees and Asylum-seekers	1,478	

Progress Against the Desired Outcome

In 2025, UNHCR Syria continued to support access to asylum procedures and documentation for refugees and asylum-seekers in a challenging operating environment following the political transition in December 2024. In the absence of a national asylum system, UNHCR conducted individual registration of asylum-seekers and refugees, including children, and issued individual UNHCR identity documents. Registration and identity management procedures are standardized across the country, and the use of UNHCR's global biometric system allows rapid identity verification and reduces the risk of fraud or multiple registrations, supporting fair procedures and protection against refoulement.

By the end of 2025, almost all registered refugees and asylum-seekers (13,978 out of 14,039) held valid UNHCR identity cards. While these documents are recognized by the authorities as valid identification, national immigration law requires refugees and asylum-seekers to obtain residency permits to legalize their

stay in Syria. Access to documentation, including residency, was affected during the year by temporary suspensions of services at civil registries, courts and immigration departments. Despite these constraints, UNHCR strengthened its legal response through continued advocacy and support to partners to maintain access to documentation and legal remedies.

In 2025, some 358,867 individuals benefited from UNHCR-supported legal services, including representation before administrative authorities and in courts, including 3,972 refugees and asylum-seekers. Legal assistance resulted in concrete documentation outcomes, such as support to 10,961 individuals, including refuge and IDP returnees, to obtain housing, land and property documents, 8,837 children to be officially registered and receive birth certificates, and 5,212 women to have their marriages registered. An additional 4,308 individuals received legal support on other civil matters, including divorce authentication, gender-based violence-related cases, and other documentation issues. These results contributed to improved legal status and reduced protection risks for people UNHCR works for.

To enhance national capacity, UNHCR provided capacity building and also supported national institutions by providing technical assistance, including solar power solutions and ICT equipment, to 31 civil registries, cadastral offices and immigration departments, as well as the Ministry of Justice and Bar Association. As a result, more than 3.1 million civil documents were issued, including supported by UNHCR institutions during the year, benefiting refugees, asylum-seekers, stateless people, returnees, IDPs and host communities. Advocacy efforts also enabled partner lawyers to be present at Civil Affairs offices, facilitating access to procedures and referrals when needed. To improve coordination and consistency in legal aid delivery, the Legal Aid Technical Working Group was activated in December 2025, bringing together UN, NGO, and legal aid actors to strengthen referrals, reduce duplication, and support joint advocacy on access to asylum and documentation.

2. Outcome Area: Status Determination

By 2025, Refugee Status Determination is conducted in a strategic manner, pursuant to transparent and fair procedures and enhanced efficiency

Core Outcome Indicators

Population Type	Indicator		
	Baseline	Target (2025)	Actual (2025)
2.1 Average processing time (in days) from registration to first instance asylum decision			
Refugees and Asylum-seekers	252.00	180.00	226.00
2.2 Proportion of people undergoing asylum procedures who have access to legal representation			
Refugees and Asylum-seekers	100.00%	100.00%	100.00%
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

In 2025, UNHCR continued applying global guidance on the strategic use of refugee status determination (RSD), ensuring that individual RSD was used where it produced the strongest protection outcomes or was essential to the integrity of case management. This approach reinforced the consistency and quality of decisions and aligned limited resources with priority protection needs across all population groups.

Updated criteria and standard operating procedures supported more predictable and transparent case prioritization, enabling equitable access to RSD for asylum-seekers of all nationalities, including Iraqis,

Afghans, Pakistanis, Yemenis, and others. Strengthened communication with refugees and asylum-seekers improved understanding of when RSD is most relevant, contributing to a notable reduction in non-priority RSD requests. This allowed the operation to focus on applicants whose protection needs required an RSD outcome.

A key development in 2025 was the deliberate prioritization of long-pending, complex cases. Although this temporarily increased average processing time, it resulted in the clearance of a concentrated backlog that had disproportionate statistical impact on performance indicators. Resolving these aged cases significantly improved the completeness and credibility of the RSD pipeline and created the conditions for more balanced processing in 2026.

During the year, UNHCR issued 165 first-instance decisions, reflecting a diverse caseload and the ongoing relevance of RSD as a protection tool across multiple nationalities and profiles. Seventy-six applicants received negative decisions, all accompanied by written explanations and guidance on appeal procedures, ensuring adherence to procedural fairness. All asylum-seekers were informed of their right to legal representation, although no applicants opted to be represented in 2025.

Qualitative observations indicate increased confidence among asylum-seekers regarding RSD transparency, alongside improved data consistency through strengthened case-tracking tools. Enhanced analysis of backlog dynamics informed prioritization and contributed to more realistic projections for future processing capacity.

Overall, the strategic use of RSD in 2025 led to more efficient allocation of resources, clearer prioritization, and stronger focus on individuals for whom an RSD outcome is essential, while reinforcing fairness, accountability, and protection integrity across all population groups.

3. Outcome Area: Protection Policy and Law

By 2025, local laws and policies are developed and more favorable to affected people

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	Progressing toward alignment	Progressing toward alignment	Progressing toward alignment
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

Population Type	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	
IDPs	Yes
Refugees and Asylum-seekers	Yes
Returnees	Yes
Stateless Persons	Yes

Progress Against the Desired Outcome

Throughout 2025, UNHCR continued to engage with newly established authorities to promote a more favorable legal and policy environment for refugees, asylum-seekers, returnees, IDPs and stateless people. Through sustained coordination with key government counterparts and targeted institutional support, UNHCR advocated for legal and administrative measures aimed at expanding protection space and improving access to territory, rights, civil documentation, services and freedom of movement for people under its mandate.

Policy improvements were achieved during the year. Following UNHCR extensive advocacy, the Ministry of Interior issued several circulars waiving fines for the late registration of civil events and delayed renewal of residency permits. These measures reduced financial barriers for refugees, asylum-seekers, returnees, IDPs, and other vulnerable individuals, particularly those affected by service disruptions and displacement-related documentation gaps. In addition, advocacy with the Immigration Department on obstacles to return of refugee returnees contributed to a ministerial decision cancelling the majority of travel ban notifications requiring arrest, reporting or notification. These cancellations, which primarily related to military service and security-related matters, reduced legal uncertainty and facilitated freedom of movement for affected individuals.

UNHCR also supported longer-term policy development through engagement with government counterparts on international protection standards. In 2025, 12 government officials participated in two workshops on international protection and durable solutions organized in San Remo, Italy in coordination with the International Institute of Humanitarian Law, while an additional 23 government staff attended a UNHCR-led workshop on return and reintegration. These engagements contributed to increased awareness and understanding of international legal frameworks, voluntary return principles and reintegration best practices, supporting more informed policy discussions and decision-making.

At the legislative level, UNHCR, in coordination with partners, provided comments on proposed amendments to the Civil Affairs Law aimed at simplifying procedures for civil documentation and registration of personal events and the draft Transitional Justice law. While the amended Civil Affairs law had not been adopted by the end of 2025, this engagement supported dialogue on reform priorities and highlighted practical barriers affecting refugees, stateless persons and other populations of concern. Overall, progress toward more favorable laws and policies was achieved primarily through administrative decisions and capacity-building, while comprehensive legal reform remains a medium-term objective.

4. Outcome Area: Gender-based Violence

By 2025, the risks of gender-based violence are reduced, survivors have adequate and timely access to quality services and prevention programming effectively addresses root causes of gender-based violence

Core Outcome Indicators

Indicator			
Population Type	Baseline	Target (2025)	Actual (2025)
4.3 Proportion of survivors who are satisfied with GBV case management services			
IDPs	90.72%	87.00%	87.53%
Refugees and Asylum-seekers	90.00%	98.00%	92.03%
Returnees	84.81%	88.00%	86.18%

Core Output Indicators

Indicator	
Population Type	Actual (2025)
04.1.1 Number of people who benefitted from specialized GBV programmes	
IDPs	23,956
Refugees and Asylum-seekers	1,533
Returnees	71,737

Progress Against the Desired Outcome

In 2025, UNHCR continued its strong commitment to addressing and reducing the impact of GBV in Syria. Through comprehensive case management services offered in community centres, UNHCR aimed to deliver holistic support that upholds the safety, dignity, and empowerment of survivors. During the reporting period, UNHCR and its partners identified and assisted 4,788 GBV survivors. By applying a survivor-centred approach, interventions consistently prioritized the choices and needs of those affected. With the rollout of the client feedback survey, UNHCR was able to gather more accurate insights from beneficiaries receiving case management support, and results indicated high satisfaction with the services provided. The decrease in awareness of service access pathways in 2025 is linked to the influx of new arrivals during the multiple conflict, prompting UNHCR and partners to intensify outreach efforts to ensure people know where and how to seek help.

UNHCR also joined interagency efforts with MOSAL to advance the establishment of a unified national case management system and to advocate for a standardized inter-agency reporting tool to strengthen the measurement of GBV intervention outcomes. In parallel, UNHCR trained 665 individuals—including UNHCR and partner staff—with an increased focus on building capacities in the Girl Shine curricula to expand programme implementation. This work was undertaken in close collaboration with UNFPA to ensure consistency and efficiency in GBV programming.

On the prevention front, UNHCR continued updating awareness messages to reflect evolving needs, especially by tailoring key messages for individuals arriving during the multiple influxes. A total of 92,432 women, men, boys, and girls were reached through GBV awareness and prevention activities, including more than 1,100 adolescent girls who participated in the Girl Shine programme. Through this initiative, girls strengthened their understanding of their rights, gender equality, and how to identify and respond to GBV, which enhanced their sense of security, empowerment, and self-expression. Many participants also reported increased self-esteem and stronger bonds with caregivers, with the programme contributing to improved communication and trust within families.

Women's committees continued to serve as a central mechanism for strengthening women's engagement in assessing risks and shaping community-based responses. A total of 120 committees remained active in 2025, playing critical roles during the multiple crisis by identifying community needs, supporting the referral of new arrivals to essential services, and raising awareness about GBV services and key messages. Efforts to involve men in GBV prevention and response were also expanded; 10 men's committees were formed, and programmes such as Engaging Men in Accountable Practices (EMAP) were introduced to challenge harmful norms and power dynamics that contribute to GBV.

5. Outcome Area: Child Protection

By 2025, children UNHCR serves have access to enhanced child protection systems, procedures, and services

Core Outcome Indicators

Population Type	Indicator		
	Baseline	Target (2025)	Actual (2025)
5.1 Proportion of children at heightened risk who are supported by a Best Interests Procedure			
Refugees and Asylum-seekers	21.32%	50.00%	10.24%
5.2 Proportion of children who participate in community-based child protection programmes			
IDPs	68.17%	49.00%	77.82%
Refugees and Asylum-seekers	81.49%	80.00%	21.63%
Returnees	68.17%	49.00%	77.82%

Core Output Indicators

Population Type	Indicator
	Actual (2025)
05.1.1 Number of children and caregivers who received child protection services	
IDPs	29,090
Refugees and Asylum-seekers	1,606
Returnees	93,427

Progress Against the Desired Outcome

The ongoing conflict in Syria has had a profound impact on children, making child protection activities essential. The escalation of violence in some governorates also forced many families, mainly women and children, to be displaced inside Syria in 2025, further affecting their psychological well-being. In response, UNHCR, together with various partner organizations, continued implementing child protection measures aimed at safeguarding children across the country. Despite these efforts, the scale of needs remains significant, with 7.5 million children requiring support and facing heightened risks such as child labor, emotional distress, violence, abuse, and neglect.

In 2025, one of UNHCR's main interventions was child protection case management, which provided individualized support to 6,103 children and their families. These services included assessing protection concerns, facilitating referrals to specialized service providers, and coordinating assistance to ensure a holistic response. Prevention and awareness-raising efforts also remained a priority, with nearly 118,020 children and caregivers reached through sessions that addressed child neglect, abuse, and other protection risks. A special focus this year was placed on strengthening parenting skills, promoting positive parenting techniques that helped caregivers better understand their communication patterns and their impact on both their own well-being and that of their children.

Community-based structures continued to play a central role in child protection, empowering communities to identify and respond to protection concerns. In 2025, UNHCR supported the establishment of 71 child-friendly spaces, alongside 38 children's clubs and 23 child welfare committees. These community platforms have significantly increased awareness of risks such as child labor, neglect, and violence, while also guiding families on how to seek support and access case management services. Children's clubs, in particular, implemented peer-to-peer initiatives using community centre spaces to share experiences, exchange knowledge, and foster supportive networks, contributing to a safer environment for children.

To ensure effective implementation of child protection activities, UNHCR continued investing in capacity-building for partners. Training efforts strengthened knowledge on child protection principles, case

management, and the SCREAM programme aimed at reducing child labor. Collaboration with UNMAS was also expanded to enhance awareness of explosive ordnance and mine risk education. In total, 342 UNHCR and partner staff members were trained in 2025.

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

By 2025, community groups and outreach volunteers are empowered, and community participation is enhanced

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.			
IDPs	Extensive	Extensive	Extensive
Refugees and Asylum-seekers	Extensive	Extensive	Extensive
Returnees	Extensive	Extensive	Extensive
7.2 Proportion of people who have access to safe feedback and response mechanisms			
IDPs	82.23%	85.00%	78.99%
Refugees and Asylum-seekers	82.23%	100.00%	78.99%
Returnees	82.23%	85.00%	78.99%
7.3 Proportion of women participating in leadership/management structures			
IDPs	76.88%	60.00%	55.58%
Refugees and Asylum-seekers	64.57%	56.00%	45.16%
Returnees	71.85%	60.00%	54.49%

Core Output Indicators

Indicator	
Population Type	Actual (2025)
07.1.1 Number of people consulted through Participatory Assessments	
IDPs	2,754
Refugees and Asylum-seekers	255
Returnees	3,843
07.2.1 Number of people who used UNHCR- supported feedback & response mechanisms to voice their needs/ concerns/feedback	
IDPs	663
Refugees and Asylum-seekers	4,799
Returnees	8,951
07.3.1 Number of people who received protection services	
IDPs	109,820
Refugees and Asylum-seekers	23,877
Returnees	742,884

Progress Against the Desired Outcome

Following community-based and rights-based approaches, UNHCR supported 72 community centres linked to 84 mobile units and 1,790 outreach volunteers (ORVs) by end-2025, reaching 1,388,943 individuals with counselling, assistance, and referrals. ORVs, selected from the most affected populations, acted as community representatives and connectors with UNHCR and partners, voicing needs, advocating for rights, and supporting tailored interventions.

Through community-led initiatives (CLIs) and youth-led initiatives (YLIs), 4,996 community members (1,740 females and 3,256 males) implemented 553 CLIs and 22 YLIs nationwide, impacting over 1,233,440 individuals (826,123 females, 407,317 males). Initiatives focused on protection awareness, early childhood support, psychosocial well-being, youth empowerment, and social cohesion through debate trainings, rehabilitation of public spaces, sports clubs, university empowerment programmes, and livelihood skills training targeting refugee returnees and newly returned IDPs.

In 2025, UNHCR engaged 78 Community-Based Organizations (CBOs) with capacity building in project planning and management; 32 received direct funding, including women, youth, and disability-led groups supporting education, child protection, and community development, delivering projects that strengthened resilience, improved access to protection services, and addressed vulnerabilities.

A total of 14,413 feedback and complaints on UNHCR, partner, and humanitarian services were reviewed to ensure accountability and continuous improvement, fostering trust with communities.

UNHCR conducted its annual Participatory Assessment across 13 governorates, engaging 6,852 individuals (65% females, 35% males) in 661 focus groups, representing all age groups, nationalities, and vulnerabilities, providing insights to guide programme improvements. Additionally, 569 staff, partners, outreach volunteers, call centre staff, and authorities were trained on Accountability to Affected Populations (AAP), Complaint and Feedback Mechanisms (CFM), communication, and community engagement.

UNHCR Syria launched the “Syria is Home” website on 24 March 2025 as a platform to support returnees in making safe, voluntary, and informed decisions about returning to Syria. The site provides clear, neutral, and up-to-date information on key topics, including legal procedures, civil documentation, housing, land and property (HLP), healthcare, and education, empowering individuals and families to assess their options based on reliable guidance. The platform has attracted strong interest from UN agencies operating in Syria, several of which have already shared and published information about their services on the site, with others expressing readiness to do so to further strengthen its role as a trusted and expanding information hub. Since the website’s launch and up to the end of December 2025, total visitor count has reached 92,000.

UNHCR also led the merger of the Damascus and Gaziantep AAP groups into a single entity, supporting endorsement of the Syria AAP strategy and development of its terms of reference in line with humanitarian principles.

8. Outcome Area: Well-Being and Basic Needs

By 2025, vulnerable people are assisted to meet basic and specific 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			
Host Community	32.00%	66.00%	73.00%
IDPs	22.00%	66.00%	43.00%
Refugees and Asylum-seekers	50.00%	96.00%	74.00%

Returnees	15.00%	68.00%	76.00%
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Core Output Indicators

Indicator	
Population Type	Actual (2025)
08.1.1 Number of people who received cash assistance	
IDPs	2,607
Refugees and Asylum-seekers	12,623
Returnees	131,848
08.2.1 Number of people who received non-food items	
IDPs	514,144
Returnees	748,192

Progress Against the Desired Outcome

In 2025, UNHCR made significant progress toward the Outcome by expanding access to cash assistance, strengthening services for persons with specific needs, and improving the delivery of core relief items despite significant operational and financial constraints. UNHCR focused on enhancing continuity of assistance and reducing protection risks for the most vulnerable Syrians, including refugees, IDPs, returnees, and persons with disabilities.

Despite operational challenges, UNHCR provided one-off return and reintegration cash assistance to 36,350 refugee returnee families (116,675 individuals) upon return to Syria to address their priority needs, including basic subsistence, shelter, health, education and protection, contributing to safer and more sustainable return. Each eligible household received USD 600, equivalent to six months of assistance, in line with Cash Working Group (Syria) recommendations, using the same vulnerability-based eligibility criteria applied in the country of asylum (Egypt, Lebanon, Jordan and Iraq). In addition, 4,710 refugee and asylum-seeker families received multipurpose cash assistance at least once during the year to meet their basic needs including buying food, paying rent and meeting other essential households' needs. Post-distribution monitoring for refugee returnees showed strong positive outcomes, with 96% of households reporting improved living conditions and 95% reporting reduced stress; assistance was mainly spent on food (72%) and shelter-related costs (48%), and 92% of recipients preferred cash or combined modalities, indicating high acceptance and effectiveness of cash-based support.

In parallel, UNHCR continued to provide services for persons with specific needs. The operation continued delivering tailored assistance aimed at reducing protection risks and supporting reintegration and inclusion. The inclusive care programme, supporting more than 5,059 older persons and persons with disabilities, helped to improve their overall resilience and independence. Mental health and psychosocial support (MHPSS) services also remained central to outcome, with 5,578 people receiving case management that addressed immediate needs, which included referral to specialized psychiatric support.

Additionally, 40,585 reached through social and recreational activities aimed at strengthening social reintegration and cohesion. Beneficiary feedback continued to indicate high satisfaction, with most reporting sustained improvements in well-being and quality of life.

In-kind assistance played a significant role in stabilizing household conditions. UNHCR expanded NFI distributions in 2025, prioritizing IDPs/ refugee returnees and camp populations, especially in the north-east and north-west camps, where needs remain acute. UNHCR provided standard Core Relief Items (CRIs) and winterization to approximately 1.2 million individuals nationwide as a first response, of whom almost 60% were refugees or IDP returnees, followed by 40% IDPs and others in camps and displacement

situations. Rapid-response capacity, strengthened during the emergency response in the coastal and southern governorates, enabled timely support for 262,000 vulnerable new arrivals and communities facing sudden shocks.

9. Outcome Area: Sustainable Housing and Settlements

By 2025, people in need have access to more sustainable shelter solutions and UNHCR's capacity for emergency response is maintained

Core Outcome Indicators

Indicator			
Population Type	Baseline	Target (2025)	Actual (2025)
9.1 Proportion of people living in habitable and affordable housing			
Host Community	73.30%	80.00%	74.39%
IDPs	73.30%	80.00%	74.39%
Refugees and Asylum-seekers	30.72%	55.00%	64.16%
Returnees	73.30%	80.00%	74.39%
9.2 Proportion of people that have energy to ensure lighting			
Host Community	48.00%	50.00%	50.00%
IDPs	48.00%	50.00%	50.00%
Refugees and Asylum-seekers	48.00%	50.00%	50.00%
Returnees	48.00%	50.00%	50.00%

Core Output Indicators

Indicator	
Population Type	Actual (2025)
09.1.1 Number of people who received shelter and housing assistance	
IDPs	89,290
Refugees and Asylum-seekers	16,554
Returnees	32,626

Progress Against the Desired Outcome

In 2025, UNHCR made significant progress toward improving access to safe, dignified, and durable housing solutions for returnee populations across Syria, building on the strong foundations and lessons learned from the 2024 shelter response. According to the 2025 Humanitarian Needs and Response Plan (HNRP), one-third of the country's housing stock has been damaged or destroyed, while critical infrastructure, including roads, water networks, electricity, and sanitation systems, remains largely non-functional. Housing, Land, and Property (HLP) challenges afflicting nearly half the population remained a major barrier to accessing assistance, underscoring the importance of UNHCR's role as the lead agency for the Shelter Sector.

In 2025, UNHCR strengthened its leadership of the Shelter Sector by expanding coordination with local authorities to ensure more predictable approval mechanisms for all implementing partners. These efforts contributed to improved planning processes and allowed for the implementation of a comprehensive response strategy across emergency shelter, long-term rehabilitation, and community infrastructure repair. UNHCR assisted 44,130 households that received emergency shelter support, 4,821 houses repaired supporting 29,906 individuals benefited from long-term shelter solutions, and more than 61,000 households, 301,195 individuals benefited from community infrastructure repairs such as solar streetlights and repair of common areas. UNHCR expanded the geographic reach of its programmes to prioritize areas of high return and communities most affected by chronic damage.

The housing rehabilitation programme remained central to UNHCR's efforts to support returnees and vulnerable residents. Through a mix of interventions: in-kind support from partners and suppliers; and cash-based support, in which beneficiaries undertake self-rehabilitation under UNHCR supervision. The programme helped restore safe living conditions, reduce overcrowding, and facilitate sustainable returns. Rehabilitation of basic communal infrastructure remained a cornerstone of UNHCR's integrated approach, complementing individual shelter repairs with improvements to essential services, including access roads, small-scale WASH networks, street lighting, school repairs, primary healthcare centres, and civil registry facilities. These efforts strengthened community resilience, supported local service delivery, and enhanced social cohesion in areas receiving large numbers of returnees.

UNHCR's emergency shelter response remained vital as new displacement and seasonal needs persisted in parts of the country. In 2025, the operation continued to rehabilitate collective shelters, distribute tents where appropriate, and maintain key camps in north-east Syria. Rapid interventions during the As-Sweida emergency, including the installation of tents and the rehabilitation of collective sites to ensure adequate shelter response to the displaced populations.

Capacity building also remained a priority for sustaining quality and technical standards. Building on the training of 219 partner staff in 2025, UNHCR expanded technical training on shelter assessment, project management, and sector coordination to strengthen national partners' capacities and promote localization of shelter response.

Through these combined efforts, UNHCR made meaningful progress toward the Housing Outcome in 2025, supporting safer living conditions, enabling sustainable return and reintegration, and reinforcing community-level resilience.

Despite ongoing challenges including regulatory delays, funding constraints, and infrastructure deterioration, UNHCR's integrated, multi-layered approach ensured that thousands of households could begin rebuilding their lives in safer, more dignified environments.

10. Outcome Area: Healthy Lives

By 2025, the health system's capacity is strengthened to support continuity of care and community resilience

Core Outcome Indicators

Population Type	Indicator		
	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	86.43%	82.00%	84.75%
10.2. Proportion of births attended by skilled health personnel			
Refugees and Asylum-seekers	90.53%	95.00%	91.74%

Core Output Indicators

Indicator	
Population Type	Actual (2025)
10.1.1 Number of individual consultations in UNHCR supported health care services	
IDPs	2,379
Refugees and Asylum-seekers	22,391
Returnees	22,702
10.2.1 Number of consultations in UNHCR supported mental health and psychosocial support services	
IDPs	525
Refugees and Asylum-seekers	868
Returnees	4,695

Progress Against the Desired Outcome

In 2025, UNHCR continued to strengthen equitable access to essential health services for refugees and asylum-seekers across Syria, expanding on the solid foundation established in 2024. Despite operational constraints, high transportation costs, and rising medical expenses, UNHCR and its partners maintained a wide coverage of primary, secondary, and tertiary healthcare services, ensuring continuity of care for the most vulnerable refugees.

UNHCR-supported primary healthcare (PHC) facilities continued to provide free, comprehensive services through a network of clinics in northeast Syria (NES), Damascus, Rural Damascus, Aleppo, and Tartous. Women and girls remained the primary users of PHC services, reflecting the continued demand for maternal and reproductive health care. Services provided included maternal and child health, communicable and non-communicable disease management, basic dental care, laboratory and radiology diagnostics, medicine provision, and health counselling a total of 19,123 refugees and asylum seekers assisted with a free of charge package of primary health care service. Mental health and psychosocial support (MHPSS) remained a critical component, with total 508 services delivered in 2025 and contributing to early detection, prevention, and treatment of mental health conditions among refugees. Secondary and tertiary health care needs continued to rise in 2025; a total of 3,268 refugees accessed advanced care. The demand was driven by the rising cost of specialized treatment and refugees' inability to cover expenses independently. Women, young children, and older persons accounted for a substantial proportion of referrals. As in previous years, NES accounted for the majority of beneficiaries due to stronger access networks and greater availability of partner-supported services.

UNHCR's pilot project with the Ministry of Health, launched in 2024 to integrate refugees into the national PHC system in Damascus and Rural Damascus, made meaningful progress in 2025, with the rehabilitation of 5 health centres in Damascus completed. The initiative expanded access to essential medicines and broadened pathways to the long-term inclusion of refugees in national health systems. Lessons from this pilot provided valuable direction for future health integration efforts.

Due to funding constraints in 2025, UNHCR reduced its health-sector footprint for IDPs and returnees starting in mid-2025. As a result, total 49,389 community health services were delivered through 103 community health workers (CHWs) and 598 health volunteers in 2025. UNHCR expanded outreach capacities across 42 health points in community centres.

Throughout 2025, UNHCR maintained its commitment to ensuring refugees and asylum seekers populations had access to timely, affordable, high-quality health services. Despite economic pressures, high

health costs, and systemic constraints in the national health system, UNHCR's integrated PHC services, MHPSS support, community-based health interventions, and strategic partnerships enabled continued progress toward improved health outcomes and strengthened resilience among refugee and displaced communities.

11. Outcome Area: Education

By 2025, access to quality primary, secondary, and tertiary education for all affected people is enhanced

Core Outcome Indicators

Population Type	Indicator		
	Baseline	Target (2025)	Actual (2025)
11.1 Proportion of young people enrolled in tertiary and higher education			
Refugees and Asylum-seekers	7.65%	20.00%	5.91%
11.2 Proportion of children and young people enrolled in the national education system			
IDPs	77.00%	77.00%	77.00%
Refugees and Asylum-seekers	97.06%	95.00%	80.94%
Returnees	77.00%	77.00%	77.00%

Core Output Indicators

Population Type	Indicator
	Actual (2025)
11.1.1 Number of people who benefitted from education programming	
IDPs	3,022
Refugees and Asylum-seekers	4,373
Returnees	276

Progress Against the Desired Outcome

In partnership with the Ministry of Higher Education, UNHCR supported 64 students to continue their university studies across six public universities. During the reporting period, 17 scholarship holders successfully graduated, and 30 students were promoted to the next academic year, while six students repeated their academic year. Additionally, 11 students discontinued their studies due to various reasons.

To enhance access to education for refugee and asylum-seeker children and reduce the escalating risk of school dropout, UNHCR provided unconditional education cash grants to 4,309 students, aged between 5 and 17 years old. This includes 2,158 female and 2,151 male students, all of whom are refugees or asylum-seekers residing across all governorates. Of the total, 3,163 students are of primary school age, while 1,146 are in secondary school.

Through community centres, UNHCR partners provided remedial and catch-up classes to 3,298 internally displaced and returnee students to enhance the students' academic performance and support the integration of newly returned students into the public education system.

12. Outcome Area: Clean Water, Sanitation and Hygiene

By 2025, affected communities have improved access to clean water and satisfactory sanitation/hygiene

Core Outcome Indicators

Population Type	Indicator		
	Baseline	Target (2025)	Actual (2025)
12.1 Proportion of people using at least basic drinking water services			
Host Community	60.00%	79.00%	54.46%
IDPs	60.00%	79.00%	54.46%
Returnees	60.00%	79.00%	54.46%
12.2 Proportion of people with access to a safe household toilet			
Host Community	60.00%	76.00%	54.46%
IDPs	60.00%	76.00%	54.46%
Returnees	60.00%	76.00%	54.46%

Progress Against the Desired Outcome

UNHCR transitioned from WASH activities this year with limited community-based projects or quick impact projects being implemented. In the camp setting, operational partners like UNICEF took the lead in response.

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

By 2025, identified vulnerable people have access to sustainable livelihood opportunities and services

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			
IDPs	25.00%	30.00%	25.00%
Refugees and Asylum-seekers	0.00%	30.00%	0.00%
Returnees	25.00%	30.00%	25.00%
13.2. Proportion of people who self-report positive changes in their income compared to previous year			
IDPs	63.96%	60.00%	65.42%
Refugees and Asylum-seekers	60.00%	65.00%	0.64%
Returnees	63.15%	60.00%	66.42%

Core Output Indicators

Indicator	
Population Type	Actual (2025)
13.1.1 Number of people who benefitted from livelihoods and economic inclusion interventions	
IDPs	1,936
Refugees and Asylum-seekers	136
Returnees	11,853

Progress Against the Desired Outcome

The number of partners working on early recovery and livelihoods increased to 87 organizations and 122 implementing partners in 2025. Collectively, these partners supported 26,154 people to access business support across 12 governorates. Additionally, 17,929 jobs were created in 13 governorates, and 26,754 benefited from skills and vocational training in 13 governorates. Furthermore, 22 productive infrastructures were rehabilitated in two governorates, while 48 local markets and warehouses were restored in four governorates. These interventions benefited 19,188 returnees and 81,464 IDPs.

UNDP and ILO initiated efforts toward strengthening Syria's TVET and skills development ecosystem through establishment of dedicated Working Group working group. A new coordination mechanism to optimize resources, reduce duplication, support policy development, and promote strategic, evidence-based investment for a more coherent and impactful skills development agenda in Syria. Contributions under this area so far included UNDP's rehabilitation of vocational schools and establishment, UNRWA's delivery of high-quality VET for youth, ILO's rollout of Work-Based Learning in collaboration with employers, and UNICEF's Public-Private-Young People (PPYP) partnership model collectively contributed to more effective learning-to-earning pathways.

As part of efforts to strengthen living standards amid the ongoing economic hardship, the interim government announced a 200% increase in salaries, wages, and pensions for public sector employees and retirees. Earlier in 2025, access to financial services deteriorated as the Central Bank imposed strict withdrawal limits which pushed many households into informal transactions. However, by mid-2025, the interim authorities began lifting restrictions on most bank accounts. The financial landscape after lifting U.S. sanctions and reconnection to the global SWIFT system as well as agreements with Visa and Mastercard, entails shift toward improved financial inclusion. There has been also a considerable expansion of electronic and mobile-based financial services.

UNHCR contributed to livelihoods and economic inclusion by supporting over 13,925 individuals. Of these, 2,250 households received direct small start-up business support, 669 through in kind, and 1,581 (8,364) through cash modality, 142 households supported through 2024 resources. Over 70% of targeted recipients under this support included IDP and refugee returnees. Moreover, 12,000 individuals will benefit from the four vocational training schools and one public market rehabilitated by UNHCR in return locations across Aleppo, Hama, and Latakia Governorates. While through UNHCR facilitation support, 689 have been provided with short-term employment, on-the-job training opportunities or referred to national and financial services.

14. Outcome Area: Voluntary Return and Sustainable Reintegration

By 2025, a more enabling environment for the voluntary, safe and dignified return and sustainable reintegration of refugees and IDPs will be created

By 2025, enhanced advocacy and evidence-based policies will have contributed to an enabling environment for voluntary, safe and dignified return of asylum-seekers and refugees

Core Outcome Indicators

Population Type	Indicator		
	Baseline	Target (2025)	Actual (2025)
14.1 Proportion of returnees with legally recognized identity documents or credentials			
Returnees	Data not available	64%	63.85%

Core Output Indicators

Population Type	Indicator
	Actual (2025)
14.1.1 Number of people who received counselling and/or information on voluntary repatriation	
Refugees and Asylum-seekers	76

Progress Against the Desired Outcome

In response to the increasing numbers of refugees returning to Syria and IDPs returning to their areas of origin, and in line with its protection mandate, UNHCR has expanded its role to facilitate voluntary, safe, and dignified returns, guided by the 2025 Operational Framework on Voluntary Return of Syrian Refugees and IDPs.

UNHCR worked in close coordination with the border authorities to strengthen capacities to ensure safe and dignified returns. This included the training of 49 border staff, establishment of voluntary return support windows at all 11 active road border crossings to share information on available assistance in areas of return, support household-level post-return follow-up, and monitor evolving return dynamics and needs to inform programme design and delivery. This cooperation also enabled regular presence at the border to support assisted returns organized from neighbouring countries, with over 31,000 returnees supported with transportation and logistical assistance inside Syria at the key border crossing points with Türkiye and Lebanon as well as those Syrian refugees returning through UNHCR-organized returns from Lebanon and Jordan. In-country assisted return travel was provided at Sejjo, Sarmada and Joussieh border crossings, which also included food (WFP) and dignity kits (UNFPA) support for returnees. UNHCR also received over 700 returnees through commercial flights from Libya and facilitated their travel home.

UNHCR also began the rehabilitation of the damaged bridge at Daboussieh border crossing to restore a key crossing for safe returns from Lebanon (due for completion mid-2026).

For IDPs living in camps in north-east and north-west Syria, UNHCR facilitated voluntary returns for over 5,000 IDPs through a registration and transportation support. This included the first return of 90 households with serious medical needs from Al-Hol camp to Government-controlled areas, mainly to Aleppo governorate.

Moreover, to better understand returnees' profiles, needs, risks, and intentions, alongside those of host communities, and to inform its operational response and advocacy efforts, UNHCR in collaboration with its partners conducted systematic protection monitoring throughout 2025. A total of 30,381 household interviews with refugee and IDP returnees, as well as their host communities, were conducted covering all the 14 governorates in Syria and 181 sub-districts.

As result of UNHCR advocacy and technical support, a Returnee Office was established within the Ministry of Foreign Affairs (MoFA) to strengthen interministerial coordination on issues related to refugee and IDP returns. In coordination with MoFA, UNHCR convened a workshop, bringing together key line ministries and institutions to discuss roles in supporting safe, voluntary, and dignified returns, identify challenges and opportunities, and enhance coordination and collaboration.

The launch and co-chair ship of the Solutions Working Group further enhanced UNHCR's leadership in the return response inside Syria, which will be further consolidated with Government participation and alignment with Government priorities in 2026.

In 2025, UNHCR counseled 67 refugees, primarily of Iraqi nationality, who expressed interest in returning to their countries of origin. Refugees were provided with accurate and up-to-date information to support informed and voluntary decision-making. Despite interest, only one voluntary return was realized in 2025, reflecting continued concerns about safety and reintegration prospects, as well as limited financial and reintegration assistance upon return.

15. Outcome Area: Resettlement and Complementary Pathways

By 2025, increased advocacy efforts result in more resettlement opportunities and avenues for complementary pathways

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	50	150	0

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

Progress toward the resettlement outcome remained limited in 2025, primarily due to the continued absence of resettlement quota allocations for Syria. This situation has been ongoing since 2019, reflecting a range of political, security, and operational considerations, including the limited diplomatic presence of resettlement countries in the country. In 2025, no cases were submitted under unallocated quotas, as eligibility was restricted to emergency-priority cases and none met the required criteria during the reporting period.

Throughout the year, UNHCR continued to identify refugees with heightened protection needs and maintained a pool of cases assessed as potentially in need of resettlement, while ensuring case readiness and monitoring vulnerable profiles. However, in the absence of quota allocations, these efforts could not be translated into submissions. Progress toward this outcome therefore remained dependent on broader enabling factors, including the availability of resettlement quotas and enhanced engagement by resettlement countries.

Other Core Output Indicators

Population Type	Actual (2025)
06.1.1 Number of people who received legal assistance	
IDPs	42,013
Refugees and Asylum-seekers	2,494
Returnees	312,882
16.1.1. Government Social protection system is inclusive of forcibly displaced and stateless people	
IDPs	Partially
Refugees and Asylum-seekers	Partially

2.2. Age, Gender and Diversity

The 2025 participatory assessment exercise enabled UNHCR to review and advance its commitments in age, gender, and diversity inclusive programming, engaging over 6,726 respondents consisting of women, men, girls, boys, young people, older persons, and persons with disabilities. Women's participation accounted for over 65% of all participants. Restrictive cultural norms continue to impact people with diverse sexual orientation, gender identity and expression, and sex characteristics (SOGIESC) and those working with them, which has led to a restricted protection environment for this vulnerable group.

Security constraints also significantly limited community participation. Furthermore, some communities expressed distrust toward humanitarian actors due to unmet expectations and needs, which reduces willingness to engage and provide feedback.

Section 3: Resources

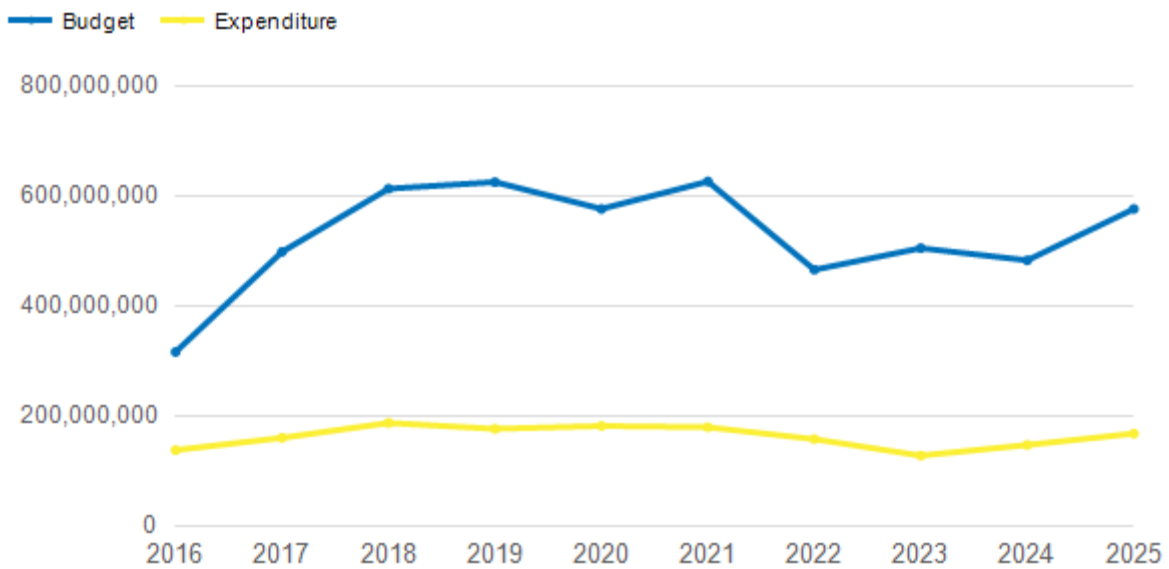
3.1 Financial Data

(Financial figures in USD)

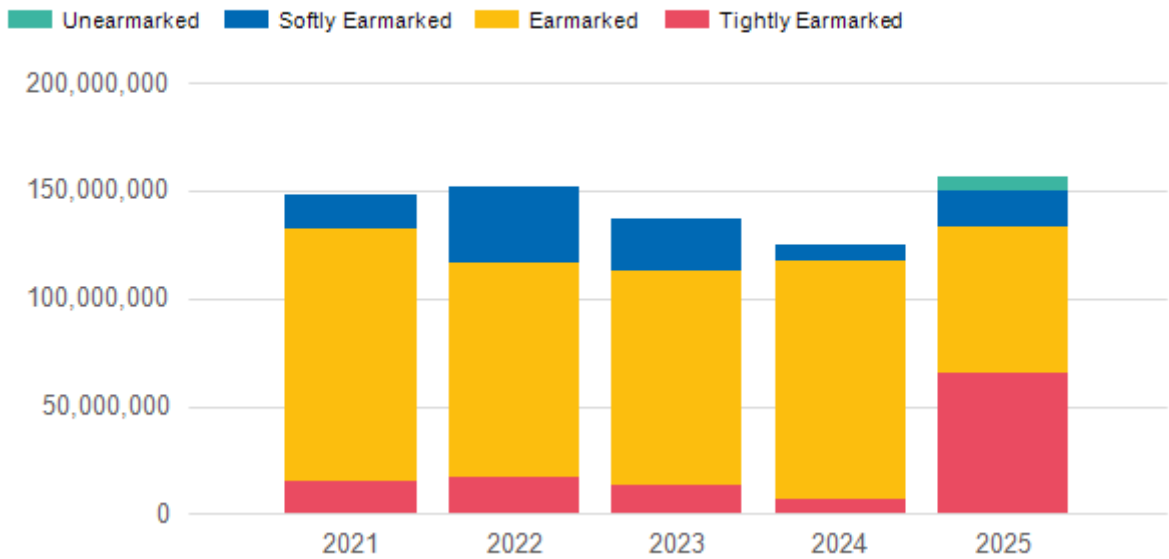
Impact Area	Final Budget	Funds Available	Funds Available as % of Budget	Expenditure	Expenditure as % of Funds Available
IA1: Protect	46,532,836	13,677,579	29.39%	13,676,794	99.99%
IA2: Respond	407,614,593	101,756,030	24.96%	101,754,681	100.00%
IA3: Empower	86,847,240	45,066,870	51.89%	45,064,497	99.99%
IA4: Solve	34,380,331	6,878,994	20.01%	6,878,585	99.99%
Total	575,374,999	167,379,473	29.09%	167,374,557	100.00%

Outcome Area	Final Budget	Funds Available	Funds Available as % of Budget	Expenditure	Expenditure as % of Funds Available
OA1: Access/Doc	44,596,751	10,750,104	24.11%	10,749,687	100.00%
OA2: Status	124,476	806,973	648.30%	806,850	99.98%
OA3: Policy/Law	1,811,609	2,120,502	117.05%	2,120,257	99.99%
OA4: GBV	4,619,750	4,315,938	93.42%	4,315,563	99.99%
OA5: Children	4,010,502	4,350,268	108.47%	4,349,893	99.99%
OA7: Community	41,253,448	18,035,549	43.72%	18,035,174	100.00%
OA8: Wellbeing	286,365,843	64,342,527	22.47%	64,342,171	100.00%
OA9: Housing	102,029,394	31,190,194	30.57%	31,189,826	100.00%
OA10: Health	14,334,509	4,030,224	28.12%	4,029,849	99.99%
OA11: Education	10,702,435	3,522,918	32.92%	3,522,543	99.99%
OA12: WASH	4,884,847	2,193,085	44.90%	2,192,835	99.99%
OA13: Livelihood	24,876,584	10,714,290	43.07%	10,713,915	100.00%
OA14: Return	34,067,431	6,055,303	17.77%	6,055,024	100.00%
OA15: Resettle	312,900	823,691	263.24%	823,561	99.98%
EA17: Systems	919,528	2,931,933	318.85%	2,931,558	99.99%
EA20: External	464,992	1,195,974	257.20%	1,195,849	99.99%
Total	575,374,999	167,379,473	29.09%	167,374,557	100.00%

Budget and Expenditure Trend



Contributions Trend by Type



3.2. Resources Overview

In 2025, UNHCR Syria continues to operate in an environment marked by economic volatility, high inflation, and sustained humanitarian needs. The operation began the year with a 30% budget reduction due to the US funding suspensions. UNHCR staffing, ABOD, and OPS budgets were affected by the budget cuts. The operation closed approximately 50 community centres in 2025 and withdrew from the health, education, and WASH sectors.

Despite these constraints, UNHCR sustained critical protection and assistance activities in 2025 through stringent resource management and targeted fundraising. The operation continued to prioritize essential

fixed and variable costs to maintain service continuity and implement its priorities and strategy and emerging role especially ensuring a smooth transition and management of the Al-Hol and Roj camps in north-east Syria, while seeking flexible funding to address both ongoing needs and emergencies. The operation was able to deliver at scale, became the largest agency to distribute refugee return grants and ensured first response to new emergencies through its Protection, shelter/NFI and CCCM response. The implementation modality was a mix of implementation through partners and direct implementation where it was most cost efficient. This included procurement of CRIs through competitive framework agreement, cash assistance through financial service providers with minimal overhead costs and in hard-to-reach areas through partners especially national and local partners and a few international partners with expertise. Of the 32% OPS funding channelled through partners, 26 national partners implemented USD 24.2 million funding.

Fundraising efforts in 2025 enabled the operation to respond to the voluntary return of Syrian refugees, as well as IDP returnees. The office was able to secure trust of development donors by demonstrating UNHCR's value added in nexus programming and ability to transition from humanitarian to longer-term recovery by building upon its existing set of activities.

Operational efficiency remains a cornerstone of the 2025 strategy, with a focus on returns and reintegration in collaboration with sector partners and especially solutions working group and other coordination forums for greater impact. UNHCR's strong population tracking and database, early warning through protection monitoring as well as in depth assessment highlighted gaps and ensured effective programming of humanitarian agencies.

The structural adjustments, such as closing the Damascus sub-office and downsizing the Latakia field office, have created challenges in coordinating and managing field engagement. However, UNHCR continued with refining its workforce and office structure following the comprehensive staffing review, ensuring teams remain aligned with evolving operational priorities.

Overall, in 2025, despite funding constraints at the start of the year, UNHCR Syria fundraising reached 33% of its OP budget, ensuring flexible and sufficient resources are available to maintain life-saving assistance, scale key protection services, and ensure that the operation remains fit for purpose in a complex and rapidly evolving context.

Section 4: Lessons Learned and Future Outlook

4.1 Lessons Learned and Future Outlook

In response to the drastic change in the operational context and the impetus to returns, UNHCR initiated the reorientation of its activities in the first quarter by focusing on its core mandated areas only and providing efficient first response at scale to refugee returnees and also facilitating the movement of IDP returnees from the camps. These entailed the below shifts:

Effective and wide sharing of verified population movement data in coordination with the Border authorities with all humanitarians.

Establishing joint platforms such as Syria is Home homepage to provide comprehensive interagency information and contacts to returnees.

Realigning its community presence (community centres and mobile teams) in areas of return, accompanied by strengthened protection monitoring and identification of trends for early warning and response through sector partners.

Ensuring a continuous response from hosting countries to inside Syria through real time data sharing and introducing and strengthening special welcome counters at the border for returnees. The facilitation of movement proved effective in giving assurance to returnees and firmly anchoring the returns.

Providing assistance including emergency NFI and winterization, return grants covering initial six months of needs to eligible refugees was the other immediate response. UNHCR further supplemented it with support for pathway to reintegration that included assistance in civil registration and HLP, legal aid through expert lawyers, specialized protection services inclusive of case management and counseling/referral through community centres, shelter repair and small business grants. Monetization of assistance where feasible being the choice of beneficiaries proved effective in expediting the response. Continued prepositioning and readiness to respond to emergencies remained crucial throughout with timely anticipation of developments and trends and contingency plan and supply chain to ensure stock across the country.

The Area-based return support with other UN agencies and development actors was pursued under the Solutions working group and through other joint projects and forums. As part of larger area-based community focused interventions, infrastructure projects that enhanced public facilities and institutions providing services- such as repair and operationalization of Civil Registries, Cadastral Offices, vocational training centres, markets, immigration and border facilities, and reconstruction of bridges were supported. The second Refugee Intention and Perception survey, IDP intention survey, Shelter sector nationwide infrastructure mapping and UNHCR/World Bank socioeconomic survey have presented a wealth of information that can help shape future interventions of agencies and supported the existing multi-sector needs assessment (MSNA) which excluded the refugee returnee component.

From the last quarter of 2025, UNHCR also coordinated the UN task force of the Al-Hol for coordinated and time bound assistance and reintegration of the camp population accompanied by direct engagement in the camp and successful fundraising. However, this remains an evolving situation.

While UNHCR was able to respond at scale for returnees, especially from the second half of the year, sustainable multi-sectoral reintegration response is only possible with the engagement of other agencies with mandated role. The other agencies were not able to keep pace, due to a combination of factors including a lack of funding for the returnees, competing priorities including the response to IDPs and emergencies, different geographic focus and gaps in data sharing between agencies and smooth interagency referrals.

UNHCR also realized that its funding is insufficient to respond fully to all eligible refugee returnees who remain interested in pursuing solutions and therefore a prioritization approach will be pursued in 2026 to consider supporting a proportion of the most vulnerable, based on socioeconomic data and dependency ratio among others. Besides, the operation will pursue fundraising to facilitate and support a proportion of

the 500,000 IDPs in the camps in north-west and north-east Syria who have expressed interest in returning to their area of origin. This is also only feasible with accompanying interventions in the areas of return.

Further, bilateral and joint efforts to involve interim government leadership as sector lead and help define the strategic directions and priorities of the government continued, however this requires time and consistent efforts including trust building through delivery. UNHCR and the UNCT consider collaboration and coordination with the government as the key to effectiveness and sustainability of the humanitarian and development response which will continue into 2026.



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