UNHCR REGIONAL BUREAU FOR ASIA AND PACIFIC

MYANMAR SITUATION UPDATE

(Bangladesh, India, Indonesia, Malaysia, Myanmar, and Thailand)

(November – December 2025)

KEY FIGURES

5.2 million
Forcibly displaced within Myanmar situation *as of end-December 2025*

1.6 million
Refugees and Asylum-Seekers from Myanmar *as of end-December 2025*

3.6 million
Internally Displaced Persons (IDPs) in Myanmar *as of end-December 2025*

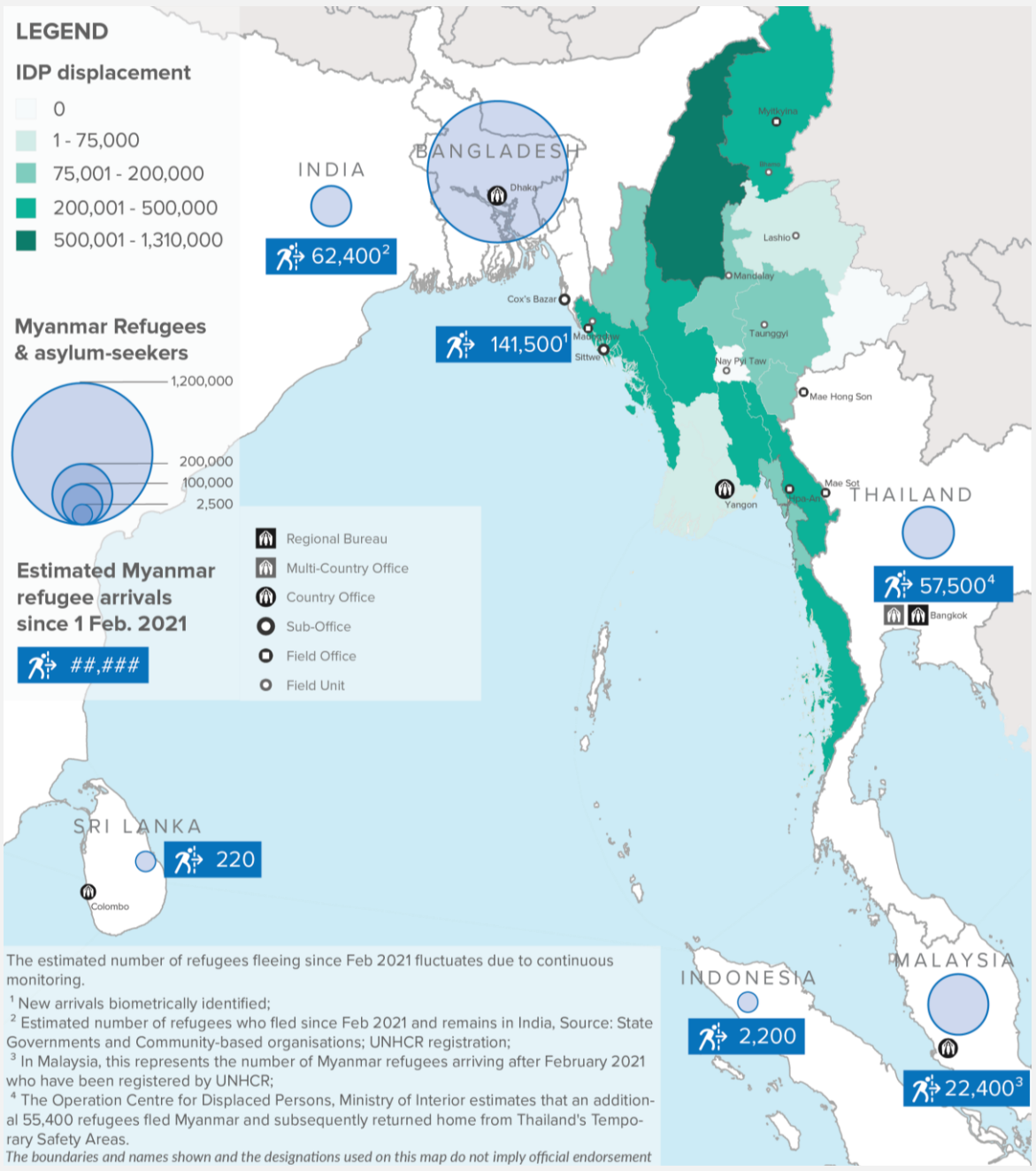
1.84 million
Rohingya Stateless within the Myanmar situation

OPERATIONAL CONTEXT

In **Myanmar**, widespread violence, persistent human rights violations, and entrenched discrimination continue to drive the country's humanitarian and protection crisis. By end-December 2025, an estimated 3.6 million people were internally displaced nationwide. Against this backdrop, the 2026 Humanitarian Needs and Response Plan was launched, seeking $890 million to deliver a highly prioritized response focused on people facing the most severe and life-threatening conditions.

These humanitarian challenges are unfolding alongside political developments. The first phase of the general election was held on 28 December 2025, with two further phases planned for early 2026. In the lead up to the vote, heightened security measures, including additional checkpoints and tighter movement controls, further constrained mobility and access to essential services. Humanitarian access also remains severely restricted due to election preparations, ongoing armed conflict, road blockages and movement restrictions. UNHCR and its partners continue to focus on addressing the most urgent needs of forcibly displaced and stateless populations amid an increasingly complex and volatile operating environment.

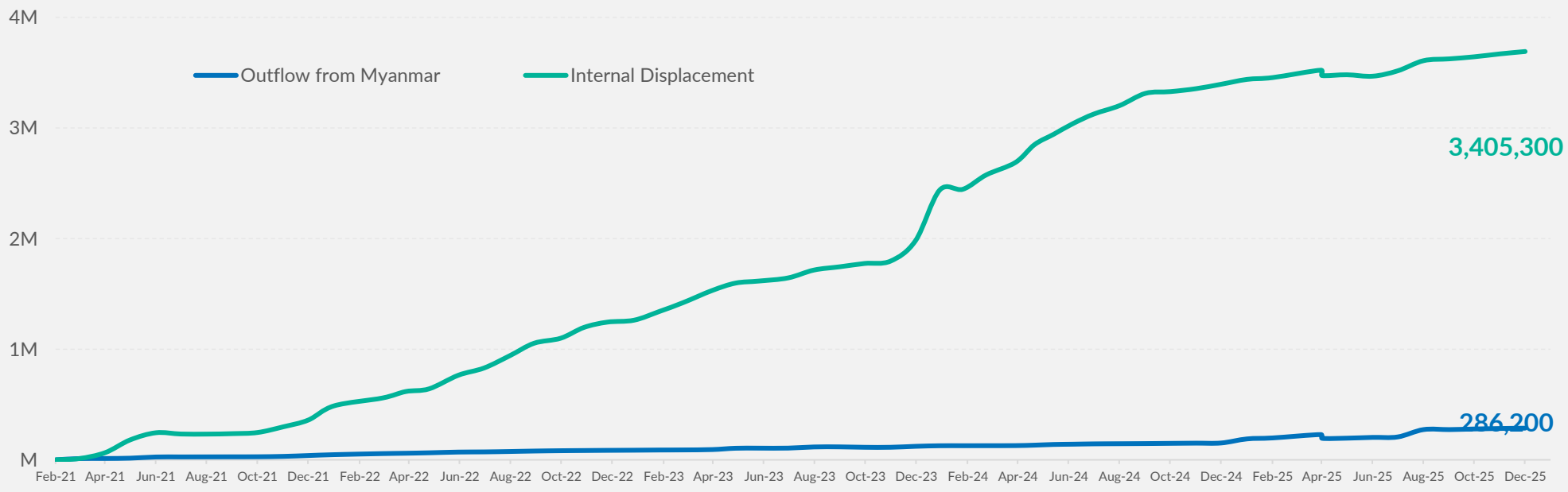
In **Bangladesh,** funding shortfalls continue to strain the response to the Rohingya humanitarian crisis. By year-end, the 2025-2026 Joint Response Plan (JRP) for the Rohingya Humanitarian Crisis was 50% funded, with $469.7 million received against the $934.5 million requested. Declining funding, combined with a growing population and increased needs, meant that 2025 saw reduced service and assistance levels, contributing to deteriorating living conditions and heightened vulnerability in the camps.



The estimated number of refugees fleeing since Feb 2021 fluctuates due to continuous monitoring.
[1] New arrivals biometrically identified;
[2] Estimated number of refugees who fled since Feb 2021 and remains in India, Source: State Governments and Community-based organisations; UNHCR registration;
[3] In Malaysia, this represents the number of Myanmar refugees arriving after February 2021 who have been registered by UNHCR;
[4] The Operation Centre for Displaced Persons, Ministry of Interior estimates that an additional 55,400 refugees fled Myanmar and subsequently returned home from Thailand's Temporary Safety Areas.
The boundaries and names shown and the designations used on this map do not imply official endorsement

In **India**, security incidents along the India–Myanmar border in Manipur in late November and early December led to increased precautionary measures, including additional border and security deployments as well as movement restrictions. These developments

FORCED DISPLACEMENT SINCE 1 FEBRUARY 2021



* Includes displacements before and after February 2021.

For the latest figures and updates on UNHCR's broader response in Myanmar, as well as the regional response, visit the Myanmar page and Myanmar Situation page on UNHCR's Operational Data Portal.
For any queries, please contact: RBAPEXT@unhcr.org

disrupted civilian and cross-border movements and contributed to increased anxieties among border communities.

In **Malaysia**, more than 192,000 people from Myanmar were registered with UNHCR by year-end 2025 – around 90% of the total refugee and asylum-seeking population. In 2025 alone, some 25,000 people from Myanmar were registered through UNHCR's blended registration strategy. The strategy prioritizes people facing acute vulnerabilities or serious protection risks as well as long-pending applications to promote fair and transparent access to registration. In November, the Government of Malaysia announced plans to introduce the Refugee Registration Document (Dokumen Pendaftaran Pelarian – DPP) system from 1 January 2026. Under this system, refugee information and biometric data will be recorded in a national database and people recognized as refugees will receive an official identification document issued by the Government. In a statement to the Parliamentary Select Committee in November, authorities indicated that possible outcomes for refugees could include resettlement, voluntary repatriation or other arrangements in line with Malaysian law; however, no further details have been provided on how such outcomes would be linked to the DPP system, or whether they would be addressed under the Immigration Regulations 1959/1963, which are currently under review. UNHCR continues to engage closely with the Government through regular dialogue and capacity-building initiatives to support the development of a national asylum system.

In **Indonesia**, following documented boat arrivals in the first half of 2025 (for which UNHCR was present to advocate and provide assistance following disembarkations), arrivals continued in the second half of the year but in a much more inconspicuous manner. UNHCR registered 75 people who either escaped warehouses along the Sumatra coast (where smugglers are now directing boats and holding and often abusing Rohingya while awaiting additional payments to facilitate movement to Malaysia) or who arrived from Malaysia (often to reunite with family members in Indonesia). While UNHCR does not have accurate numbers on 2025 arrivals due to the nature of their travel and the new modalities being utilized by smugglers/traffickers, it is believed that a large number of Rohingya have been and are being held in smuggler warehouses along the Sumatra coast.

In **Thailand**, the rollout of the 26 August Cabinet Resolution granting refugees residing in temporary shelters the right to work has opened new pathways for self-reliance. Between October and December 2025, more than 2,000 refugees left temporary shelters to take up employment across several provinces, with several thousand additional applications under review. Around one third of those already matched to jobs are women and employment spans key sectors such as manufacturing, construction and agriculture. At the same time, the Government has begun to assume responsibility for health clinics in seven of the nine temporary shelters and discussions are underway regarding refugee access to the Thai education system. Plans are also being developed to issue official refugee identity documents, marking a significant step towards greater inclusion and access to services. UNHCR continues to support this Government-led initiative by providing technical advice, facilitating protection and advocacy efforts, and convening strategic partners to align support with national systems.

HUMANITARIAN ASSISTANCE SNAPSHOT*

1.6 million received protection services

1.1 million assisted with core relief items (CRIs)

226,800 received cash assistance

333,200 supported to obtain civil status, identity or legal status documentation

87,100 received legal assistance

294,600 supported with mental health & psychosocial support

9,500 resettlement submissions

**UNHCR's response from January – December 2025 in Bangladesh, India, Indonesia, Malaysia, Myanmar and Thailand.*

UNHCR RESPONSE

In **Myanmar**, UNHCR and its partners provided core relief items (CRIs) to around 513,500 people (102,700 families) and shelter assistance to close to 96,800 people (20,700 families) by year-end. In addition, some 165,000 people (33,000 families) received multi-purpose assistance to meet urgent needs in conflict-affected areas. Together, these targeted interventions helped mitigate protection risks, stabilize living conditions, and preserve dignity amid growing insecurity. UNHCR also continued to support communities affected by the March 2025 earthquake: needs assessments were carried out for more than 410,000 people and around 33,500 people (7,750 families) received shelter support to repair damaged homes or construct temporary shelters. UNHCR also provided essential assistance, including CRIs and multi-purpose assistance, to nearly 252,300 people (57,100 families), helping affected houses restore basic living conditions and bolster resilience during the recovery process.

In **Bangladesh**, UNHCR's energy partner NGO Forum strengthened camp infrastructure and long-term sustainability by repairing around 180 solar streetlights and cleaning about 3,800 solar panels, increasing the total number of functional solar streetlights to over 6,900. Improved lighting has increased visibility at night, supported safer movement within the camps, and improved refugees' access to essential services. Repairs to around 80 electronic waste items and 15 community-led user group meetings helped extend the life of equipment, reduce waste and promote material re-use in the camps. In parallel, the Green Innovation Hub hosted a capacity-building and knowledge-sharing workshop, which equipped community members and refugee volunteers with practical knowledge on solar home systems, renewable energy technology, and essential electrical safety to safely maintain camp energy assets.

In **Indonesia**, UNHCR continues to coordinate the humanitarian response in all Rohingya hosting locations. UNHCR maintained registration and documentation for all refugees and asylum-seekers and responded to protection incidents and to people with heightened vulnerabilities. UNHCR is engaging with local authorities and host communities to enhance security and social cohesion at all hosting sites and to seek cooperation in the event of new arrivals.

In **Malaysia**, UNHCR supported the development of a national asylum system through sustained coordination with national authorities. This included co-chairing a Joint Task Force meeting with the Ministry of Foreign Affairs on 13 November, which brought together representatives from key ministries and agencies. Discussions focused on progress toward the Government-led refugee registration programme and on strengthening practical linkages between UNHCR's activities and potential Government initiatives. Engagement was also expanded at the sub-national level, particularly with Penang State, through established coordination platforms such as the bi-annual Penang Refugee Coordination Meeting and health-sector coordination mechanisms. These regular exchanges reinforced collaboration on refugee management, access to services and cohesion with host communities. Alongside these efforts, UNHCR worked to advance more inclusive and protection-sensitive policy dialogue. In collaboration with the World Bank and Asylum Access Malaysia, UNHCR engaged the Ministry of Human Resources to share evidence on refugee livelihoods and well-being. These discussions aimed to inform policy development on refugee access to lawful employment and promote protection-sensitive approaches and durable solutions, while recognizing the constraints posed by ongoing funding shortfalls.

In **Thailand**, the Ministry of Foreign Affairs, UNHCR, the Committee for Coordination of Services to Displaced Persons in Thailand, and the Thailand Migration Reform Consortium convened a multi-stakeholder consultation on 19 December to advance dialogue on the transition from encampment to self-reliance and inclusion. The meeting brought together government agencies, 12 embassies, development partners, and NGOs, underscoring the shared responsibility involved in shaping durable solutions. The Royal Thai Government, led by the Secretary General of the National Security Council, outlined a long-term vision for gradual integration, including potential pathways to permanent legal status linked to the successful implementation of work rights. Sustaining this progress will depend on adequate and predictable investment but reductions in humanitarian funding are already creating critical gaps in oversight, community engagement, and service delivery, which risk slowing the transition from encampment to inclusion. Without sustained support, refugees face increased exposure to exploitation, child protection concerns, misidentification, and refoulement. Maintaining coordinated action and protection standards will be critical to ensuring the transition delivers lasting benefits for refugees and supports Thailand's efforts to build a sustainable and inclusive response.

KEY PROTECTION AND SOLUTIONS ISSUES

In **Myanmar**, armed clashes, artillery shelling, airstrikes, and other forms of violence expanded during the reporting period, causing widespread damage to homes and infrastructure and posing serious risks to civilians. Protection incidents continued to be reported, including indiscriminate attacks, forced recruitment, extortion and arbitrary detention. In some cases, civilians were detained under State Administrative Council (SAC) Law No. 48/2025: Protection of Multiparty Democratic General Elections for alleged anti-election activities. Displaced people also expressed concerns regarding potential security and property-related consequences if they were unable to return to their places of origin to participate in voting. At the same time, maritime movements of Rohingya increased following the end of the monsoon season. On 20 November 2025, over 500 people disembarked in Sittwe and were subsequently detained. A further group of at least 400 Rohingya were reportedly stranded in Tanintharyi Region, with some later detained. UNHCR, through the Rakhine Protection Cluster, coordinated support for boat arrivals, including family tracing, child protection services, and mental health and psychosocial support. By year-end, some 17,400 IDPs – primarily Rohingya – had returned under adverse circumstances to their places of origin in Maungdaw and Buthidaung Townships amid ongoing insecurity and constrained access to essential services. Conflict, movement restrictions, and limited access to essential services continue to undermine the potential sustainable solutions for IDPs, returnees, stateless people and host communities.

In **Bangladesh,** around 141,500 people (37,200 families) were biometrically identified and supported between January to December 2025. through the joint biometric identification exercise (BIE) for new arrivals. Family cards were issued to enable access to assistance; however, these do not constitute individual refugee identity documents. The BIE includes screening procedures to exclude ineligible individuals, and mechanisms are in place for Bangladeshi families mistakenly included in the refugee database to voluntarily return their assistance cards. UNHCR continues to advocate with the Government of Bangladesh for the full registration of new arrivals.

In **Malaysia**, Immigration enforcement activities continued throughout 2025, affecting refugees and asylum-seekers. According to the Immigration Department, more than 90,000 people were arrested nationwide during enforcement operations over the year, including some holders of UNHCR documentation. Against this backdrop, UNHCR engaged with authorities to verify documentation, advocate for the release of affected refugees and asylum-seekers, and, where necessary, pursue legal remedies to prevent prolonged detention or refoulement. UNHCR also provided targeted protection support to vulnerable people with heightened protection needs and worked with key stakeholders to mitigate risks and strengthen access to justice. The protection challenges faced by refugees in the region were further illustrated by a tragic incident on 6 November, when a boat carrying Rohingya and other refugees from Myanmar capsized near the Thai–Malaysia maritime border, resulting in at least 36 casualties. 14 survivors aged between 17 and 43 (including nine people from Myanmar and two from Bangladesh) were brought before a court on immigration-related charges under the Immigration Act for entering Malaysia without valid entry passes. The incident highlighted the continued dangers associated with irregular maritime movements and smuggling networks in the region.

In **Indonesia,** amid ongoing reports of trafficking, gender-based violence and other protection concerns – particularly in Pekanbaru – UNHCR is working with legal aid groups to provide pro bono assistance to refugees and has organized awareness and sensitization sessions to strengthen access to services for the Rohingya community.

BREAKING BARRIERS: MA THAN NWET BUILDS A FUTURE FOR HER CHILDREN

Ma Than Nwet, 26, a refugee from Myanmar, stands at a construction site in Prachinburi wearing a hard hat and a quiet smile. Born and raised in Mae La camp in Thailand, she recently became one of the first refugee women to take up formal work after refugees were allowed to seek employment outside the camps.

A single mother of two young boys, Ma Than Nwet left the camp to support their education. "*I left the camp for my children. I am their only provider*," she says. Previously earning just 120–150 THB a day, she now earns 372 THB daily. When she received her first salary, she sent almost all of it home.

Although construction is not traditionally seen as women's work, she feels proud. "*I like working here. I'm happy I had the chance.*"

Her hope is simple: "*I want my children to be educated so they won't have to do hard work like mine.*"

Ma Than Nwet, a refugee from Myanmar, works at a construction site in Prachinburi, Thailand. After growing up in Mae La camp, she now supports her children's education through formal employment. © UNHCR/ Imen Moncer

In Thailand, longstanding policies are shifting from encampment towards greater self-reliance and inclusion, marking a new operational phase. While this transition creates important opportunities, many refugees – particularly adults who have depended on humanitarian assistance for decades – face significant social and economic pressures as they adapt to new realities. Pre-existing vulnerabilities and structural constraints, including family separation linked to labour migration, restrictions on the movement of dependants, limited access to childcare, and low awareness of accessible complaint and feedback mechanisms, can be amplified during this transition. Together, these factors increase the risk of exploitation and abuse and contribute to growing mental health and psychosocial concerns among refugee workers.

In **India,** Mizoram authorities continued efforts to strengthen the registration and identification of displaced populations. By mid-December, officials reported that some 70% of Myanmar refugees sheltering across the State had been biometrically enrolled via the Foreigners Identification Portal. Launched in July 2025, the exercise supports the systematic registration of displaced communities who fled Myanmar after the February 2021 takeover. The process is expected to facilitate more coordinated outreach, enhance humanitarian assistance, and better address the needs of Myanmar arrivals residing in informal settlements and within host communities across Mizoram.

COORDINATION

In **Myanmar**, UNHCR works with a range of actors, including UN agencies, 20 national and 10 international partners, and has expanded partnerships with local actors countrywide in order to broaden its geographical coverage and optimize a scaled and sustainable response. UNHCR leads the Protection Cluster, as well as the combined Shelter/NFIs/CCCM Cluster and is an active member of the UN Country Team, the Humanitarian Country Team and the Cooperation Partners Group. UNHCR continues coordinating messaging and actions to support joint advocacy on key issues and is actively involved in the Transitional Cooperation Framework to bolster the nexus approach. During the March 2025 earthquake, effective coordination proved critical in enabling the rapid delivery of life-saving assistance and expanding the response to reach more people swiftly.

In **Bangladesh**, the Strategic Executive Group (SEG), Inter-Sector Coordination Group (ISCG) and Joint Response Plan (JRP) are the primary frameworks for the humanitarian response for Rohingya refugees in Bangladesh. In Dhaka, SEG co-chairs UNHCR, IOM and the Resident Coordinator provide strategic direction and oversight, and SEG members include UN and I/NGO partners. In Cox's Bazar, the ISCG, a hybrid mechanism reporting to SEG co-chairs, provides overall coordination of the response, liaising with the Office of Refugee Relief and Repatriation Commissioner (RRRC), local government authorities and more than 150 response partners. The proposition to revert to the refugee coordination model was approved by the Government in December, with the phase-out of ISCG to begin in early 2026.

In **India**, UNHCR India engages with the Government of India, UN agencies, and other relevant stakeholders on the situation in north-east India, the humanitarian needs of Myanmar arrivals, and the resources required to address service gaps. UNHCR has updated the contingency plan for humanitarian response to Myanmar arrivals in Northeast India in relation to the Myanmar situation, based on the trends of Myanmar arrivals in Manipur and Mizoram since the military takeover.

UNHCR works with local authorities, NGOs and community-based organizations in **Malaysia** to deliver services, coordinate refugee responses and identify vulnerable people requiring urgent assistance. UNHCR strengthens partnerships with UN agencies and private sector to fill gaps resulting from resource constraints while working together to advance advocacy priorities (such as refugees' inclusion in national systems and access to territory, asylum, and justice, as well as UNHCR's access to immigration detention) with federal ministries, parliamentarians, state authorities, law enforcement, human rights actors, the Inter-Agency Preparedness Coordination Group, the Malaysian Bar, diplomatic community, and civil society. UNHCR engages the judiciary, develops capacity-building activities on refugee protection for magistrates and judges, and collaborates with the Government on similar initiatives on registration and refugee status determination. UNHCR also coordinates with resettlement countries and IOM on third-country solutions.

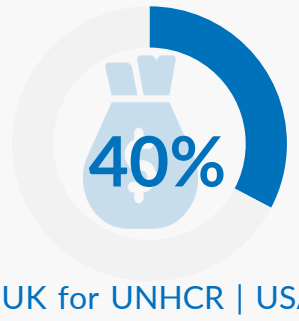
UNHCR supports authorities in **Indonesia** by leading and coordinating inter-agency preparedness and response at the local, provincial, and national levels, in close coordination with IOM and other humanitarian partners. UNHCR continues to lead coordination efforts and provide protection and cash assistance in refugee-hosting sites in Aceh and North Sumatra, while supporting protection activities in Riau Province. Key areas of work include sustained engagement with authorities, coastal communities, NGOs and other stakeholders to ensure refugees are rescued, allowed to disembark and granted access to safety and assistance.

UNHCR's partnerships with national, local and international stakeholders in **Thailand** have been instrumental in driving progress. Through collaboration with the Royal Thai Government, UN agencies, humanitarian agencies, civil society and community-based organizations, UNHCR has enhanced the protection of refugees, asylum-seekers and stateless people, and advocated for access to territory, non-refoulement and humanitarian access for people fleeing violence and persecution in Myanmar. These partnerships have facilitated greater coordination, resource mobilization, and capacity-building efforts, ultimately improving the reach and effectiveness of UNHCR's response. Coordination structures have been strengthened through regular protection working group and inter-sectoral working group meetings in Kanchanaburi, Mae Hong Son and Tak provinces. In response to the Cabinet Resolution of 26 August on refugee work rights, UNHCR convened a UN technical working group to strengthen coordination and align support with government strategies. Field-level collaboration has been reinforced through protection sector working groups, and joint workshops with government authorities.

FUNDING SITUATION

In 2025, UNHCR appealed for **$383.1 million** to support the response to the Myanmar situation. By year-end, funding levels had reached only **40%**, reflecting a significant shortfall.

UNHCR is grateful for the generosity of donors who have stepped forward with earmarked contributions as well as those providing flexible funding globally ensuring life-saving assistance reaches those most in need:



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