

2025 REPORT ON THE JOINT RESPONSE PLAN

ROHINGYA
HUMANITARIAN
CRISIS

JANUARY-DECEMBER 2025

**Rohingya
Refugee
Response**
Bangladesh





INTRODUCTION

In 2025, more than 1.1 million Rohingya refugees in Cox's Bazar and Bhasan Char remained reliant on humanitarian assistance to meet their most basic needs while facing growing uncertainty driven by the ongoing conflict and dire humanitarian conditions in Myanmar, new refugee arrivals, heightened protection concerns and increasing pressure on already overstretched services. The continued generosity of the Government and people of Bangladesh in hosting one of the world's largest refugee populations in one of the country's most vulnerable districts remained the foundation of the response. Against this backdrop, humanitarian partners worked closely with the Government of Bangladesh to sustain life-saving and essential assistance and services while adapting to an unprecedented funding environment. With the ongoing conflict and dire humanitarian conditions in Myanmar's Rakhine State forcing thousands more Rohingya to flee to Bangladesh, the Government of Bangladesh led and strongly supported international efforts in 2025 to advance a political solution to the Rohingya crisis through a series of high-level events. These included the Chief Advisor of Bangladesh and UN Secretary-General's Ramadan Solidarity visit in March, the Stakeholder's Dialogue on the Rohingya Situation in August, the UN General Assembly High-Level Conference on the Situation of Rohingya Muslims and Other Minorities in September, and the 2025 Global Refugee Forum's "Strategic Dialogue: Rohingya Multi-stakeholder Pledge: re-energising support and accelerating solutions" in December.

These efforts mobilized much needed attention and support for the Rohingya crisis and reinforced calls for a political solution to the situation in Myanmar, which remains a prerequisite for the voluntary, safe and sustainable return of the Rohingya.

The year tested the resilience of the Rohingya response to levels not seen since the 2017 influx. In response to significant funding shortfalls, partners undertook an extensive reprioritization exercise to safeguard a core package of life-saving and life-preserving assistance and services.

In parallel, targeted response frameworks were developed to address emerging needs, including the Flash Appeal for New Arrivals and the Urgent Priorities Exercise, aimed at preserving the most critical interventions amid anticipated severe funding constraints. Despite considerable financial uncertainty, strong donor engagement and flexibility enabled the response to maintain funding of 65 per cent overall, and 90 per cent for Priority 1 activities.

Throughout the year, partners ensured that the entire Rohingya population received General Food Assistance based at a full ration level, alongside 1.8 million LPG refills that helped mitigate protection risks and reduce environmental degradation and deforestation. More than one million Rohingya benefited from individual-level registration and documentation activities, while over 140,000 newly arrived Rohingya were biometrically identified and linked to life-saving assistance.

Access to essential assistance and services, including health, nutrition, WASH, protection (including Gender-Based Violence and Child Protection), and education, was maintained despite considerable operational challenges. Livelihoods and Skills Development initiatives, the rollout of temporary safer shelters, and a range of community-based interventions strengthened resilience, promoted self-reliance, and enhanced the ability of refugees and vulnerable host community members to cope with ongoing humanitarian challenges. Vulnerable host communities also benefited from livelihood opportunities, agricultural support, disaster risk reduction activities, natural resource management initiatives, and social cohesion programming.

At the same time, 2025 accelerated the transformation of the Rohingya response. Partners expanded multi-sectoral approaches to deliver essential services more efficiently through the integration and consolidation of facilities, standardization of service packages and expansion of community-based approaches, in line with the global Humanitarian Reset. Progress was also made on business efficiency measures, including common fleet arrangements, warehouse management, office rationalization, and operational streamlining. Across UN agencies alone, a combination of cost cuts and efficiencies reduced over USD 30 million from the response, while sectors pursued harmonization, standardization, integration and rationalization initiatives to preserve critical services amidst declining resources.

The year also saw continued progress towards a more integrated “one-camp” approach, promoting greater consistency, equity and efficiency in the delivery of assistance and services across the camps.

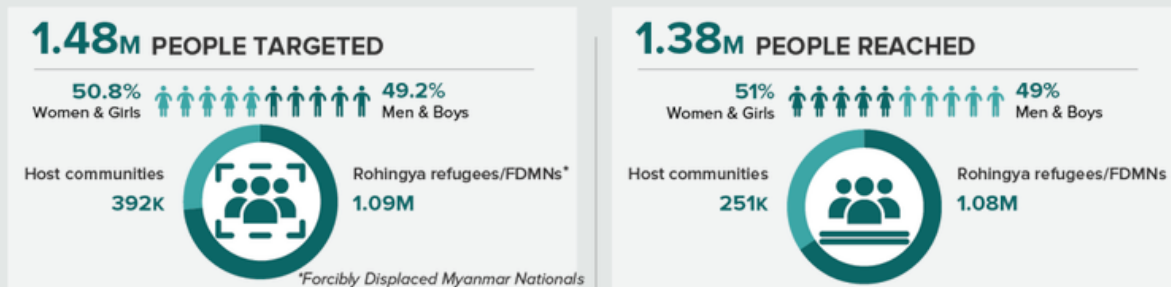
Closer integration of cross-sectoral activities expanded in areas such as Health and Nutrition and Child Protection and Gender-Based Violence programming, while operational collaboration between Livelihoods and Skills Development, WASH and other sectors generated efficiencies and strengthened service delivery. Efforts also continued to simplify referral pathways, consolidate community feedback mechanisms, and strengthen accountability to affected populations.

Localization gained further momentum through enabling mechanisms such as pooled funds, capacity building initiatives, and an expanded role for Government departments, national and local NGOs, local civil society organizations and Rohingya communities in the delivery of frontline services. Strengthening local partnerships and increasing the engagement of local actors adhered to global commitments, as important pathways toward greater sustainability, accountability and cost-effectiveness in a resource-constrained environment.

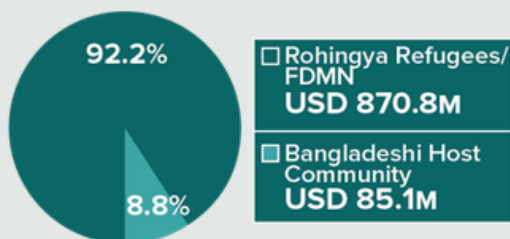
These collective efforts, combined with donor flexibility and the relatively limited impact of major natural disasters during the year, helped avert large-scale humanitarian deterioration and preserve essential services for refugees and host communities alike.

Nevertheless, significant funding gaps persisted across Priority 2, Priority 3 and Resilience and Solutions activities. Reduced service levels, postponed investments, constrained technical and monitoring capacity and the de-prioritization of critical interventions contributed to worsening living conditions and heightened vulnerabilities across the camps and surrounding communities. Underinvestment in resilience, infrastructure, protection and community-based services further increased future humanitarian costs and risks, underscoring the importance of sustained international support and continued efforts toward a voluntary, safe and sustainable solution to the Rohingya crisis.

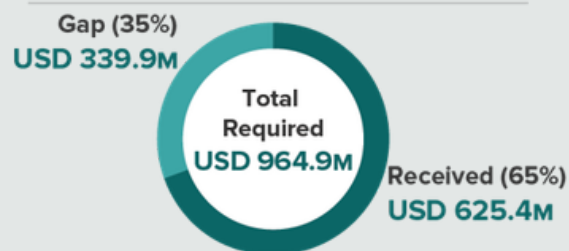
KEY FIGURES: JANUARY–DECEMBER 2025



USD 964.9M TOTAL REQUIRED



USD 625.4M TOTAL FUNDED



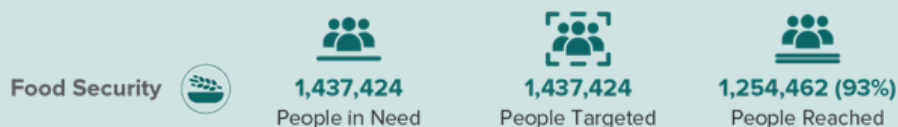
SECTORAL RESPONSES AND REMAINING GAPS



Food Security Sector

Food Security Sector maintained life-saving assistance throughout 2025, ensuring that approximately 1.1 million Rohingya refugees continued to receive General Food Assistance (GFA) through the e-voucher system despite a highly constrained funding environment. Additional support was provided to extremely vulnerable individuals (EVIs) through fresh food voucher assistance, while resilience-building activities reached more than 104,000 refugee households through crop agriculture production, natural resource management, cash-for-work and capacity-strengthening initiatives. Support was also extended to more than 41,000 host community households through livelihood, crop agriculture, disaster risk reduction and resilience-building activities.

While life-saving food assistance was safeguarded, significant funding gaps affected resilience, agricultural and self-reliance interventions. Reduced investment in disaster resilience, food production and livelihood support limited opportunities to strengthen household resilience and reduce aid dependency among both refugees and host communities. These gaps risk undermining longer-term food security outcomes and increasing future humanitarian needs.





Shelter, Camp Coordination and Camp Management Sector

The Sector continued to play a critical role in maintaining safe and dignified living conditions across the camps. Emergency funding reallocations and donor support enabled the continuation of LPG assistance with 1.8 million LPG refills throughout the year, helping to mitigate protection risks, reduce environmental degradation and prevent increased reliance on firewood collection. Site management and community engagement activities continued to support camp governance, service coordination and disaster preparedness. Sector partners rolled out over 2,466 Temporary Safer Shelters (TSS) including the installation of firebreaks, with six TSS models approved by the Government of Bangladesh.

However, the Sector faced some of the largest funding gaps across the response. Underfunding limited investments in disaster risk management, site development, non-food item distributions and shelter maintenance. Thousands of households affected by fires, monsoon rains and other hazards were unable to receive comprehensive support. Reduced investments in slope stabilization and drainage works increased risks for refugee communities while also contributing to environmental pressures and spillover effects affecting surrounding host communities. Due to the lack of land, most new arrivals were not provided with shelter, further exacerbating overcrowding and related protection risks in the camps.

Shelter-CCCM




1,215,786
People in Need


1,087,921
People Targeted


1,063,070 (98%)
People Reached



Health Sector

Health partners continued providing essential healthcare services throughout 2025, ensuring access to primary and secondary healthcare and maintaining critical services across the camps. On average, around 420,000 outpatient consultations were conducted each month, supporting the health needs of refugees while strengthening preparedness for disease outbreaks and public health emergencies. Maternal health outcomes remained positive, with 90% of births attended by skilled personnel, surpassing the ≥80% target.

Despite these achievements, funding constraints affected specialized healthcare services, referral systems, essential medicines and medical equipment, as well as infrastructure investments. Reduced resources limited opportunities to strengthen quality of care and address growing health needs. The continued pressure on the health system highlighted the importance of sustained investments to prevent deterioration in health outcomes among vulnerable refugee populations.

Health




1,613,596
People in Need


1,187,398
People Targeted


1,187,398 (100%)
People Reached



Nutrition Sector

Nutrition partners maintained essential prevention and treatment services for malnutrition throughout the year. More than 100,000 children aged 6–23 months and pregnant and lactating women were enrolled in blanket supplementary feeding programmes, while targeted interventions continued to address acute malnutrition and promote improved nutrition practices.

At the same time, increased needs resulting from population growth, continued arrivals and broader food security concerns placed additional pressure on nutrition services. Funding constraints limited opportunities to expand services, strengthen outreach and invest in longer-term nutrition outcomes. Maintaining adequate coverage remained a challenge as partners prioritized the most vulnerable groups.

Nutrition



509,408

People in Need



424,256

People Targeted



411,551 (97%)

People Reached



Protection Sector

Protection partners continued to provide essential services aimed at safeguarding the rights, safety and dignity of Rohingya refugees. More than one million refugees benefited from individual registration and documentation activities, while protection actors delivered counselling, referrals and support services to almost 50,000 individuals. Community-based protection activities, protection monitoring and advocacy remained central components of the response.

However, significant funding gaps affected protection monitoring, legal assistance, documentation support and community outreach. Continued insecurity, heightened protection concerns and increasing vulnerabilities placed additional demands on protection services at a time when resources were under pressure. Reduced funding constrained efforts to maintain comprehensive protection coverage across all camps.

Child Protection Sub-Sector

Child Protection partners continued to support vulnerable children through case management, psychosocial support and community-based child protection interventions. Case management systems supported 20,639 at-risk children through individualized, survivor-centred assistance, enabling timely protection responses, access to essential services, and mitigation of risks related to violence, abuse, exploitation, neglect, and family separation.

Despite these achievements, funding limitations affected the scale and reach of child protection services. Growing needs and reduced resources required partners to prioritize the most vulnerable children, while concerns relating to child protection risks, psychosocial wellbeing and access to services remained significant challenges throughout the year.

Gender-Based Violence Sub-Sector

GBV partners continued to provide life-saving prevention and response services for women and girls throughout 2025. Structured prevention activities designed to transform harmful social norms reached nearly 140,000 individuals, while specialized services for survivors remained available across the camps and surrounding host communities.



Community engagement and awareness initiatives also contributed to strengthening protection outcomes and promoting safer environments.

Funding gaps nonetheless affected prevention activities, community outreach and specialized support services. Reduced resources limited the ability to expand programming and respond to increasing needs. Partners continued to pursue integrated service models and collaborative approaches to maximize impact and preserve essential services despite funding challenges.

Protection incl.
CPSS/GBVSS



1,435,274

People in Need



1,392,118

People Targeted



1,296,633 (93%)

People Reached



Water, Sanitation and Hygiene Sector

WASH partners maintained critical services throughout the year, ensuring a daily safe water supply of approximately 24 litres per person and maintaining high levels of service functionality across the camps. Water quality remained strong, with 95 per cent of samples free from E. coli contamination, while 98 per cent of sanitation facilities remained functional. Waste management and hygiene promotion activities continued to support public health outcomes, and most households maintained access to essential hygiene items.

However, funding shortfalls affected infrastructure upgrades, maintenance, sanitation improvements and the provision of hygiene materials. Soap distribution cycles were reduced, investments in long-term infrastructure were postponed and support to host communities was scaled back. Acute watery diarrhoea cases increased during the year, underscoring the continued importance of sustained WASH investments for both refugee and host populations.

Water, Sanitation,
and Hygiene



1,262,557

People in Need



1,219,106

People Targeted



1,082,271 (89%)

People Reached



Education Sector

Education partners continued to provide learning opportunities for more than 300,000 Rohingya children across the camps, supporting access to learning facilities and implementation of the Myanmar Curriculum. Education remained a critical investment in the wellbeing, development and future prospects of refugee children and adolescents.

At the same time, the sector faced substantial funding shortfalls that affected infrastructure improvements, learning materials, teacher support and educational continuity. Reduced resources increased the risk of interruptions to learning and limited the sector's ability to expand access to education services. Concerns regarding out-of-school children and reduced opportunities for adolescent learners remained significant challenges throughout the year.

Education



677,163

People in Need



493,556

People Targeted



315,707 (64%)

People Reached



Livelihoods and Skills Development Sector

Livelihoods and Skills Development partners continued to support resilience and self-reliance among refugees and host communities through vocational training, literacy programmes, income-generation activities and skills development initiatives. More than 9,000 refugees participated in skills development and vocational training programmes, while over 34,000 host community members benefited from livelihood-related interventions. Innovative approaches, including refugee-led production of menstrual hygiene management kits and soap, generated significant cost savings while creating opportunities for skills development and community engagement.

Despite these achievements, the sector remained among the most underfunded components of the response. Thousands of refugees and host community members could not access planned training, livelihoods and income-generation opportunities. Reduced investment in resilience programming increased the risk of aid dependency and limited opportunities to promote self-reliance and economic inclusion.

Livelihoods &
Skills Development




781,508
People in Need


65,711
People Targeted


34,822 (53%)
People Reached

Bhasan Char

Humanitarian partners continued to provide multi-sectoral assistance to approximately 30,000 Rohingya refugees residing on Bhasan Char throughout 2025. Food assistance and WASH services maintained near-universal coverage, while health, nutrition, education, protection, livelihoods and site management services continued despite increasing financial pressures. The response remained focused on preserving access to essential services while adapting to the unique operational context of the island.

The year also saw progress in implementing transformational initiatives in Bhasan Char through greater standardization of service delivery, strengthened inter-agency coordination and efforts to improve operational efficiency. These initiatives helped preserve essential assistance despite declining resources and contributed to greater consistency across sectors.

Nevertheless, funding constraints affected livelihood opportunities, resilience-building activities, youth engagement and skills development programmes. Challenges relating to specialized healthcare, protection, accessibility, economic opportunities and social services persisted. The isolated nature of Bhasan Char continued to create additional operational challenges, underscoring the importance of sustained support to ensure that refugees residing on the island can access assistance and services comparable to those available elsewhere in the response.

Cross-Cutting Themes

Throughout 2025, cross-cutting thematic working groups continued to support a more accountable, inclusive and integrated response despite significant funding constraints and reduced operational capacity. As partners accelerated efforts to transform the response through standardization, harmonization, integration and rationalization, cross-cutting priorities remained central to ensuring that assistance and services continued to reach those most in need while strengthening community participation, protection and resilience.

Accountability to Affected Populations (AAP)

remained a core component of the response. Partners continued to strengthen communication and engagement with refugee communities while advancing efforts to simplify referral pathways and consolidate community feedback mechanisms. These initiatives contributed to greater accountability to affected populations while supporting broader efforts to improve efficiency and reduce operational costs. Community participation remained central to programme design, implementation and monitoring despite reductions in staffing and resources.

Access continued to be a key consideration across all sectors. Through the emerging one-camp approach, partners worked to promote more equitable access to assistance and services across all camps, ensuring that individuals with similar needs received comparable levels of support despite funding constraints and operational rationalization. Particular attention was given to vulnerable groups facing barriers to accessing assistance and protection services.

Age and Disability Inclusion remained a key cross-cutting priority throughout the year, with partners strengthening inclusive humanitarian action across sectors. To improve disability data and support evidence-based programming, a door-to-door disability identification exercise was completed, while a centralized Disability Inclusion Resource Hub website was established to consolidate guidance, tools, and resources developed across the Cox's Bazar Rohingya Response. Assessments were conducted to identify sector-specific barriers and enablers to disability inclusion, and capacity-building initiatives strengthened mainstream

humanitarian actors' ability to deliver more inclusive services. To promote sustainable, community-led disability inclusion, Disability Inclusion Focal Points were established across the Rohingya camps to empower persons with disabilities to lead self-advocacy and promote their rights. Partners continued to enhance the identification, referral, and inclusion of older persons and persons with disabilities in protection and service delivery. However, funding reductions continued to constrain outreach, rehabilitation, and other specialized services, limiting support for some of the most vulnerable refugees.

Emergency Preparedness and Response (EPR)

remained a critical life-saving pillar as Rohingya refugee camps and surrounding host communities faced increasingly frequent climate-induced hazards. Between 2018 and 2026, more than 16,146 incidents—including windstorms (52.1%), landslides (21.2%), and fires (17.7%)—affected over 1.25 million people and displaced nearly 197,000, while, in 2025 alone, more than 24,000 households were impacted, underscoring the need for sustained risk reduction investments. During the reporting period, the response advanced a strategic shift from reactive response to anticipatory action through strengthened EPR Working Group coordination from camp to national levels under the UNRCO. A major achievement was the institutionalization of coordination through the operationalization of the Emergency Operations Cell (EOC) and the formalization of the Rohingya Coordination Platform (RCP) as a member of the District Disaster Management Committee, strengthening alignment with the Standing Orders on Disasters (SOD 2019). The EPR WG also developed key preparedness tools, including a Fire Risk Mitigation Strategy, Cyclone EPR SOP, Emergency Communal Relocation Protocol, updated Camp Disaster Management Committee Guidelines, joint vulnerability and landslide early warning systems, and a multi-hazard risk communication guide, significantly enhancing community-based preparedness and resilience.

Gender in Humanitarian Action (GiHA)

with technical and strategic support from UN Women and the Rohingya Coordination Platform (RCP), significantly advanced gender integration across the Rohingya response in 2025. The GiHA WG provided comprehensive technical inputs to all sectors during the development of the JRP 2025–2026, ensuring the consistent application of Gender and Age Marker (GAM) standards across 129 selected projects. Sustained advisory support, the GiHA Dashboard, and gender guidelines strengthened gender-responsive planning and monitoring, while advocacy improved sex-disaggregated data collection and informed enhanced gender indicators in ISNA 2025. Key analytical and knowledge products included finalized Gender Tip Sheets, the GAM Report for the JRP 2025, and the ISNA 2025 gender analysis, strengthening evidence-based programming and accountability. Despite funding constraints, the GiHA WG maintained strong coordination and capacity-building efforts, reaching over 250 humanitarian actors through GAM orientations and targeted trainings. Engagement with women-led organizations (WLOs) was strengthened, promoting leadership and inclusion in decision-making processes. The GiHA WG also led the observance of International Women's Day and the 16 Days of Activism, mobilizing multi-stakeholder engagement across the camps. Overall, the GiHA WG's contributions enhanced gender mainstreaming, strengthened WLO leadership, and reinforced accountability to women, girls, and gender-diverse populations across the response.

Energy and Environment

remained an important area of focus throughout 2025. Continued provision of LPG for cooking, along with research into energy diversification, helped prevent increased firewood collection and reduced associated risks of deforestation, fire and gender-based violence. Environmental rehabilitation through plantation, natural resource management and disaster resilience using nature-based solutions continued where funding permitted. However, reduced investment in environmental restoration and resilience-building interventions limited opportunities to address longer-term environmental pressures affecting both refugee and host communities.

Protection from Sexual Exploitation and Abuse (PSEA)

remained a collective priority, with continued efforts to strengthen accountability and community trust despite operational challenges and reduced resources. The Cox's Bazar and Bangladesh PSEA Networks conducted the first inter-agency SEA Risk Assessment, covering both the nationwide and Rohingya responses. The UN Victim Assistance Protocol was rolled out to support safe, victim-centred assistance. Capacity-building initiatives reached 1,300 Rohingya volunteers through sector-coordinated Training of Trainers (ToTs). The network also coordinated the IASC PSEA Mapping Exercise, the UN Annual PSEA Survey, and the Together We Say No 2.0 initiative. Coordination with government counterparts was strengthened, including engagement with the RRRC Office on PSEA.

Youth Engagement

continued to be promoted across sectors, recognizing that young people represent a significant proportion of the refugee population. Education, skills development and vocational training programmes provided important opportunities for learning, participation and future resilience. More than 9,000 refugees participated in skills development and vocational training programmes during the year. However, funding gaps significantly reduced opportunities for youth engagement, with planned vocational and technical training activities unable to reach thousands of targeted adolescents and young adults.



TRANSFORMATION, LOCALIZATION AND COORDINATION

The year 2025 marked a significant acceleration in the transformation of the Rohingya response. Faced with unprecedented funding pressures, partners intensified efforts to preserve essential assistance and services through more integrated, efficient and sustainable approaches. Multi-sectoral initiatives expanded through the integration and consolidation of facilities, standardization of service packages and increased use of community-based approaches. Closer collaboration between Health and Nutrition, Child Protection and Gender-Based Violence services, and Livelihoods and Skills Development and WASH generated efficiencies while strengthening service delivery.

Cost-efficiency measures were strengthened across the response through common fleet arrangements, warehouse management, office rationalization and streamlined operational structures. Partners also pursued harmonization and rationalization initiatives designed to reduce duplication and improve consistency across camps. These efforts contributed to preserving critical services despite declining resources and helped avert major disruptions to life-saving assistance.

Localization continued to gain momentum throughout 2025. Partners increasingly promoted the role of Government departments, national and local NGOs, local civil society organizations and Rohingya communities in delivering frontline services. Strengthening the role of local actors was recognized as a pathway toward greater sustainability, responsiveness and accountability while also contributing to improved cost-efficiency. Efforts to rationalize partnership structures and increase engagement with national actors further supported broader localization objectives.

Coordination mechanisms remained essential in guiding collective prioritization and decision-making during a particularly challenging year. Through close collaboration between humanitarian partners, Government authorities, donors and refugee communities, the response was able to adapt to rapidly changing circumstances while preserving a core package of life-saving and life-preserving interventions. Social cohesion initiatives, support to vulnerable host communities and continued engagement with development partners also contributed to maintaining peaceful coexistence and mitigating the wider impacts of the Rohingya crisis on Cox's Bazar.

CONCLUSION

Despite severe funding pressures, increasing needs and continued arrivals from Myanmar, humanitarian partners, donors, the Government of Bangladesh, local actors and refugee communities demonstrated remarkable resilience, adaptability and solidarity throughout 2025. Through collective prioritization, operational transformation, localization efforts and strengthened partnerships, life-saving assistance was preserved for the vast majority of refugees and vulnerable host communities.

The experience of 2025 demonstrated both the resilience and the fragility of the Rohingya response. While significant progress was achieved in protecting essential services and adapting operations to a more constrained financial environment, substantial funding gaps persisted across resilience, infrastructure, protection, livelihoods and community-based programming. Reduced service levels, postponed investments and constrained capacities contributed to worsening living conditions and heightened vulnerabilities in several sectors.

As the response moves forward, sustained humanitarian support, continued transformation efforts and strengthened localization will remain essential to preserve critical assistance, promote dignity and resilience among refugees and host communities, and support conditions conducive to voluntary, safe and sustainable return when circumstances allow. Humanitarian partners remain committed to working alongside the Government of Bangladesh, local actors, donors and refugee communities to ensure that the Rohingya crisis remains visible on the international agenda and that those affected continue to receive the assistance and protection they require.

Find more:

- [2025 JRP Plan](#)
- [2025 JRP Achievements and Gaps Overview](#)

