



# JIPS Mission to Myanmar - MARCH-APRIL 2013

**Participants:** JIPS' Profiling / Information Management Advisor & Information Management Specialist

**Dates:** 4<sup>th</sup> March to 12<sup>th</sup> April 2013

**Locations:** Yangon, Myitkyina (Kachin state), Dawei, Palaw and Myeik (Tanintharyi region), and Loikaw and Shadaw (Kayah state).

## GENERAL/BACKGROUND

JIPS' support to the operation in Myanmar was initiated by a request from DRC and UNHCR to support profiling activities and review profiling opportunities in Kachin and Northern Shan states – with a particular focus on camp profiling activities that had been initiated by partners. This request was joined by an invitation to undertake a scoping mission from UNHCR, NRC, UNICEF and DRC to assess the desirability and feasibility of a profiling exercise of the internal displacement situation in the southeast of the country. A 'double' JIPS support mission was therefore planned.

The JIPS support mission to Kachin was undertaken in collaboration with the Global CCCM Cluster and was hosted by DRC. The southeast scoping mission was hosted by UNHCR in close collaboration with NRC. Due to the 'divided' nature of the mission between Kachin and the southeast, this document reports briefly on the mission in general and contains separate more detailed annexes (containing analysis and tools developed) for support to Kachin and the southeast.

## MISSION OBJECTIVES

The objectives of the JIPS mission were identified in the TORs (***Annex: JIPS Myanmar Mission General Annexes - Terms of Reference***). Overall, they aimed at profiling support for the two of the country's three operations, in Kachin and the southeast.

More specifically, in **Kachin** the JIPS-CCCM support mission aimed to review existing IDP data collection practices and information gaps; work with partners to revise the tools and process of recently initiated camp profiling exercise; and explore other profiling opportunities that could complement the camp level profiles.

For the **southeast**, the JIPS support was requested at an earlier stage than is normally done. The mission aimed at assessing the need and desirability of profiling from the perspective of different actors and, depending on findings, to assess its feasibility and outline a 'profiling roadmap' for partners to follow based on JIPS experience and mission findings.

For both operations, the JIPS mission also aimed to support the development and implementation of tools, methodologies and training as appropriate.

## MISSION ACTIVITIES AND OUTPUTS

For **Kachin support**, meetings were held with the Relief and Resettlement Department (RRD), UN Agencies (UNHCR, WFP, OCHA and MIMU), international NGOs (DRC, MDM, MSF), national NGOs and camp management organisations (KMSS, KBC, Shalom and RANIR). Field visits were conducted to four camps – two medium-sized camps run by KBC and KMSS and two smaller ones assisted mainly by Shalom. Based on this exposure, the JIPS mission was provided with a good understanding of the information needs of the operation and the data collection/management environment in which it must function.

The mission focused mainly on the ongoing camp profiling exercise initiated by partners under the CCCM cluster in Kachin. After collecting lessons learnt from the pilot exercise and reviewing the tools and profiling system developed, two workshops were held to refine the process. The first focused on the scope of the exercise, its objectives and primary data collection tool (the camp level questionnaire) which were revised collaboratively during the workshop. The questionnaire and workshop outcomes were then shared widely amongst clusters and sector specialists in Yangon for input. The second workshop was then able to finalise the questionnaire and outline the different phases of the process (from data collection to reporting), reach agreement on roles and responsibilities, and outline a timeline for the first implementation of the process. (***Annex: JIPS support mission to Kachin Zip File – workshop materials, agendas and participant lists, camp profiling methodology and implementation plan, questionnaire, responses to questionnaire input, draft data collection manual, data entry template, Yangon debriefing presentation***)<sup>1</sup>.

Since working with partners to refine the camp profiling process naturally entailed a clarification of the scope of the exercise, the JIPS support mission also assessed the interest and need for other complementary profiling activities in Kachin including profiling to analyse the situation of IDPs outside of camps. A ‘profiling options’ document was therefore drafted to facilitate these discussions amongst partners in Kachin. (***Annex: JIPS support mission to Kachin Zip File – Profiling challenges and options document***).

For southeast support, bilateral discussions were held with a wide range of actors in Yangon, Tanintharyi Region and Kayah State including the Government’s Myanmar Peace Centre (MPC), UN Agencies, national and international NGOs who are either present in the southeast or currently in the process of establishing their operations in the region. Multiple field visits were undertaken to displaced communities and returnee locations in both Tanintharyi region and Kayah state.

The scoping mission in the southeast found a clear need for profiling in the region and a strong desire by many actors to embark on (or at least support) such an activity. It also explored the feasibility of implementing a profiling process in a challenging environment, concluding it to be possible if appropriate advocacy is undertaken, strategic partnerships are built/strengthened, access is secured and a sensitive methodology is developed that explores synergies with other planned initiatives. A debriefing with the identified Senior ProCap Officer who will follow up on some of these mission’s recommendations was also held in Bangkok at the end of the mission. The JIPS mission found that profiling the IDP situation in the southeast of Myanmar is not only possible, but could be a highly impactful profiling exercise if planned and undertaken well in

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<sup>1</sup> The camp profiling tools included in this annex are dated from the JIPS mission. According to the profiling process, changes to some tools may be made by partners during the training and roll out of the exercise (e.g. completion of the data collection manual and translation into local languages).

accordance with the over-arching peace-building agenda. (*Annex: JIPS scoping mission to Southeast Zip File – Profiling Roadmap and Draft concept note and Yangon debriefing*).

A full mission schedule is attached as an annex to this report including all partners the mission engaged with and activities undertaken (*Annex: JIPS Myanmar Mission General Annexes - Schedule*).

## **GENERAL OBSERVATIONS/ RECOMMENDATIONS**

Since the support missions to Kachin and the southeast were to a large extent separate missions, the detailed mission observations and outcomes are provided in separate annexes. Some general observations and recommendations targeted at both operations are included here, however they should be considered alongside the annexes attached.

- **Restricted access** is a major limitation for actors in Kachin and the southeast, posing specific challenges to information collection and analysis. These challenges affect the operations ability to collect and analyse data with appropriate levels of accuracy, detail and scope. They include: security concerns for data collection staff; increased dependence on local partners with limited verification possibilities; over-reliance on key informants; operational reliance on self-administered questionnaires (in Kachin for example) or on “paperless” forms whereby assessment staff cannot fill forms directly during data collection field visits (in some parts of the southeast).
- **Technical capacity** for data collection, processing and analysis is limited and spread across different actors, therefore any profiling or data collection/management process needs to be designed with available capacities in mind to ensure the desired impact and sustainability. Especially important here is the need to pay closer attention to training requirements when revising forms or introducing new data collection processes.
- **Definitions of key terminology** – such as “IDP”, “IDP returnee”, “refugee returnee”, “lost/hidden/invisible/remote village” and “camp/settlement” - are not always consistently defined and/or implemented which has a huge impact on the reliability of data collected and its potential for analysis. It is also crucial for the design of any profiling methodology to reach consensus on target groups and locations. Key terms should be consistently defined and applied in accordance with international legal and operational frameworks and disseminated through appropriate channels.
- **Identification of displacement:** Population movements occur in Myanmar for multiple reasons and forced displacement only explains part of these patterns. Forced displacement itself has multiple causes – conflict, insecurity, natural disasters and development – which often have different implications for the families and communities who suffer from it. In the southeast, efforts to identify causes of displacement has been restricted for historical and political reasons; during the relatively recent displacement crisis in Kachin the nature of forced displacement has been assumed based on local knowledge and place of origin information. From an information management perspective, it is important to be systematic in distinguishing these multiple causes – especially as emergency operations transition into more protracted displacement - in order to be able to analyse the information collected appropriately and prioritise response based on evidence. In some data systems the

identification of causes of displacement is taking place, but these efforts should be made more comprehensive and systematic in accordance with international frameworks to be able to more fully analyse the displacement situation and compare data collected by different organisations.

- **Information sharing:** Historically there has been little culture of information sharing between actors responding to displacement and other related issues. As the political landscape in Myanmar changes, it is an opportune time to promote and strengthen coordination and information sharing amongst relevant actors in a manner sensitive to socio-political dynamics and the on-going peace processes in different parts of the country. Information sharing, undertaken with these sensitivities and including an assessment of the comparability of available information (i.e. definitions and methodology used) could facilitate a more comprehensive analysis of the situation in a cost efficient way.
- **Information needs at different stages of response:** With very different displacement contexts in different parts of the country mixing emergency, transition and protracted displacement contexts, different information needs arise (e.g. the careful identification of causes of displacement becomes more significant as operations move out of and emergency phase). With varied levels of security and a range of peace processes taking place across the country, these information needs are also arising in different data collection environments, however best practices and lessons learnt can still be shared between the different operations in Myanmar as long as systems/processes are appropriately adapted to each context. Developing 'displacement location' lists (camp lists, site lists, villages lists) is one clear example of this, as is the implementation of different types of profiling processes such as camp profiling, village profiling and focus group discussions and household surveys.
- **Level/unit of analysis:** The majority of data collection and analysis concerning displacement in Myanmar undertaken by humanitarian and development actors, is happening at the community (as opposed to the individual or household) levels. Whilst effective in many ways if the appropriate information sources are identified, this practice by definition introduces certain limitations regarding the possibilities of analysis (for example in relation to livelihoods information, displacement causes/patterns and intentions for durable solutions). Information systems need to be revised/designed in order for different information requirements to be addressed to the appropriate information sources.

### **JIPS CONTINUED SUPPORT**

In addition to support undertaken during this 'double' mission in Myanmar, JIPS can provide the following continued support if required by partners in Kachin, the southeast and Rakhine. Each point was discussed with relevant partners in country.

- **Kachin Camp Profiling:** outcome of current mission includes methodology document, final camp level questionnaire, database template, enumerator manual and implementation plan. Remote support can be provided to finalise work on the training development, data entry manual, and analysis and reporting plans initiated during mission's second workshop. A second support mission to implement the ToT could also be discussed in case this is deemed necessary by JIPS and CCCM.

- **Rakhine Camp Profiling:** remote support to camp profiling activities based on lessons learnt in Kachin. More comprehensive support would depend upon a collaborative request for JIPS support received and accepted by JIPS Steering Committee.
- **Kachin other profiling activities:** Comprehensive support depending upon a collaborative request for JIPS support received and accepted by JIPS Steering Committee.
- **Southeast profiling process:** outcome of current mission includes draft profiling concept note and “roadmap” guidance for partners. Comprehensive support to the profiling process in the southeast depending upon a collaborative request for JIPS support received and accepted by JIPS Steering Committee (e.g. a request from the UNCT or the Government of Myanmar’s MPC and other partners).

NB – the next deadline to request JIPS support is 15<sup>th</sup> June 2013 although requests are accepted throughout the year.

## ACKNOWLEDGMENTS

JIPS mission is grateful to:

- The engagement of all stakeholders who participated in mission activities
- Hosting and logistics arrangement and support from DRC, UNHCR and NRC in Myanmar
- Coordination and flexibility of staff at field level from the above mentioned agencies and others
- JIPS staff in Geneva for their remote support during the mission

**ANNEXES** (NB - annexes date from the end of the JIPS mission. Some profiling tools may have been updated/revised at a later stage)

- **Annex: JIPS Myanmar Mission TORs**
- **Annex: JIPS Myanmar Mission Schedule**
- **Annex: JIPS Support Mission to Kachin Zip file**
  - *Profiling challenges and options document for Kachin and northern Shan states*
  - *Camp profiling workshop Myitkyina (report, agenda and participant list)*
  - *Camp profiling workshop Yangon (report, agenda and participant list)*
  - *Camp profiling concept note and methodology (including implementation plan)*
  - *Camp profiling questionnaire*
  - *Camp profiling questionnaire – Feedback to input received*
  - *Camp profiling data collection manual (draft)*
  - *Camp profiling data entry form (draft)*
  - *JIPS Kachin mission debriefing in Yangon (presentation and participant list)*
- **Annex: JIPS scoping mission to Southeast Zip File**
  - *Southeast profiling roadmap*
  - *Southeast profiling draft concept note*
  - *JIPS southeast debriefing in Yangon PPT (presentation and participant list)*