at a glance

THE USE OF PROFILING IN
MYANMAR
SITTWE TOWNSHIP - RAKHINE STATE
2017

JIPS
Joint
IDP
Profiling
Service

It
was not
just about
providing human-
itarian partners with
data, but also guiding them
through the process of **trans-
forming the data into
action**.

Stephanie Matti,
Sittwe Profiling
Coordinator

Why a profiling?

Rakhine State, located in western Myanmar, is home to roughly 3.2 million people. Compared to the rest of the country, it is relatively underdeveloped. The majority of the population is Buddhist from the Rakhine ethnic group, and nearly three in ten people are Muslim. In 2012, two waves of inter-communal violence between Buddhists and Muslims in Rakhine State left dozens dead and tens of thousands of people displaced. **As of the beginning of 2017, about 121,000 people, most of whom lived in Sittwe Township, were still residing in camps**.

While a significant number of assessments and data collection activities had been conducted since the onset of the crisis, the methodologies used made it difficult to compare the situation between different camps and across sectors. In this context, the humanitarian community acknowledged the need for solid and comparable evidence on the displacement situation, including information on preferences in regard to eventual solutions to displacement and related needs.
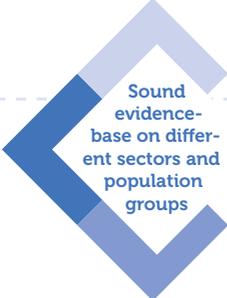
In order to **establish a common evidence-base to inform a comprehensive response by the Government and humanitarian and development actors**, a profiling exercise of internally displaced persons (IDPs) in Sittwe was launched by the Camp Coordination and Camp Management (CCCM) Cluster, the Danish Refugee Council (DRC), and the UN High Commissioner for Refugees (UNHCR), in coordination with the Rakhine State Government.

DART

Explore the data from the Sittwe camp profiling on **dart.jips.org** for your own analysis!

What difference did the profiling make?

Shortly after the publication of the Sittwe camp profiling report mid-2017, large-scale violence broke out against Muslim populations in Rakhine State leading to a vast displacement crisis across the border to Bangladesh. Although this greatly affected the initially planned use of the profiling results, a clear impact was determined. The below are based on feedback received through interviews with the Profiling Coordinator and representatives from DRC and UNHCR in country.

Sound evidence-base on different sectors and population groups

Providing comprehensive information on different sectors and four different population groups, the profiling findings were useful for advocacy and programming alike. This also enhanced a deeper understanding of the situation of both displaced and displacement-affected populations, including their different characteristics and needs.
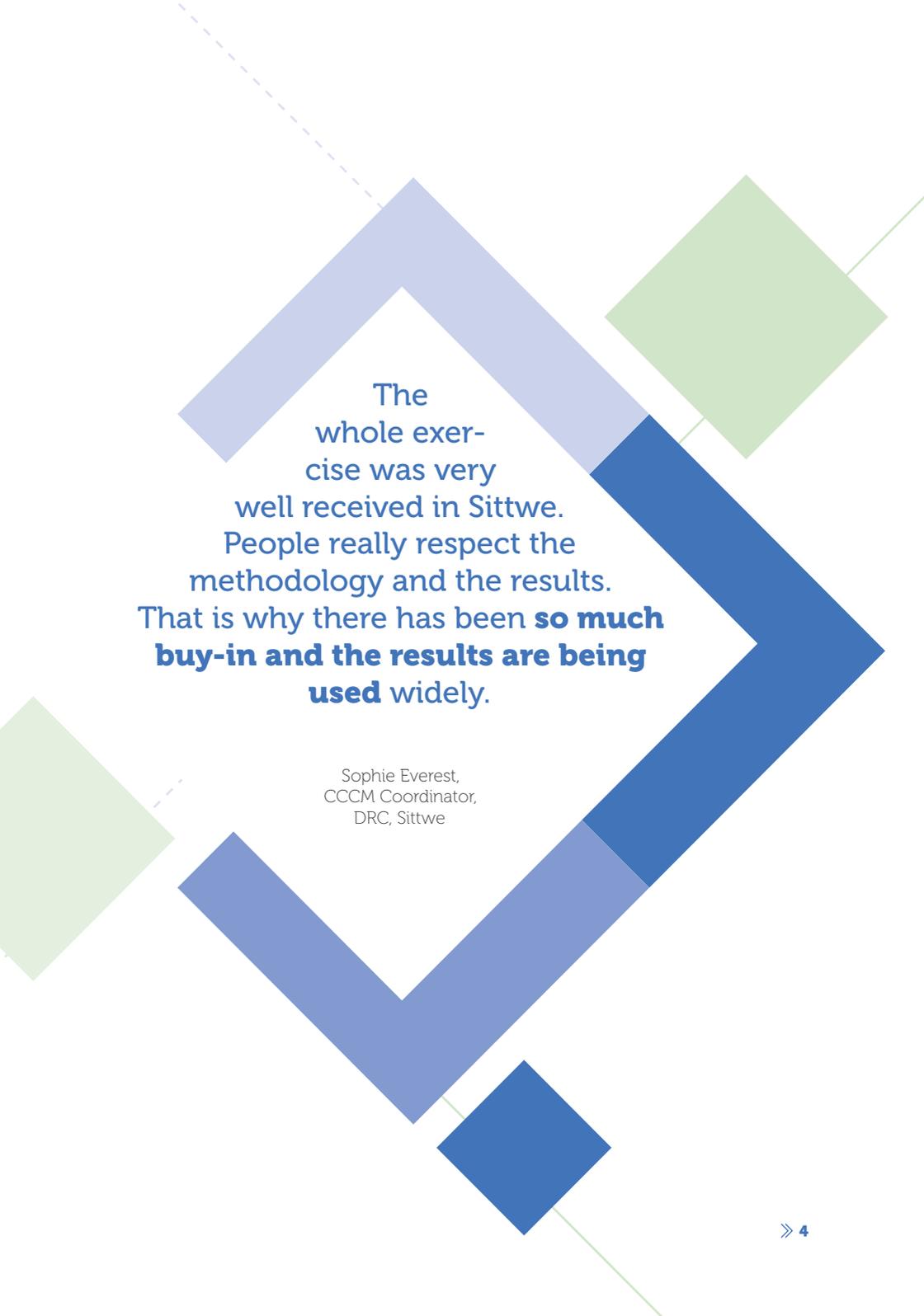
The profiling findings were shared back with IDP communities through a film produced for and by IDPs. This provided them for the first time with comprehensive data on their own situation with the aim of allowing them to act on the evidence-base.

Communities own their data
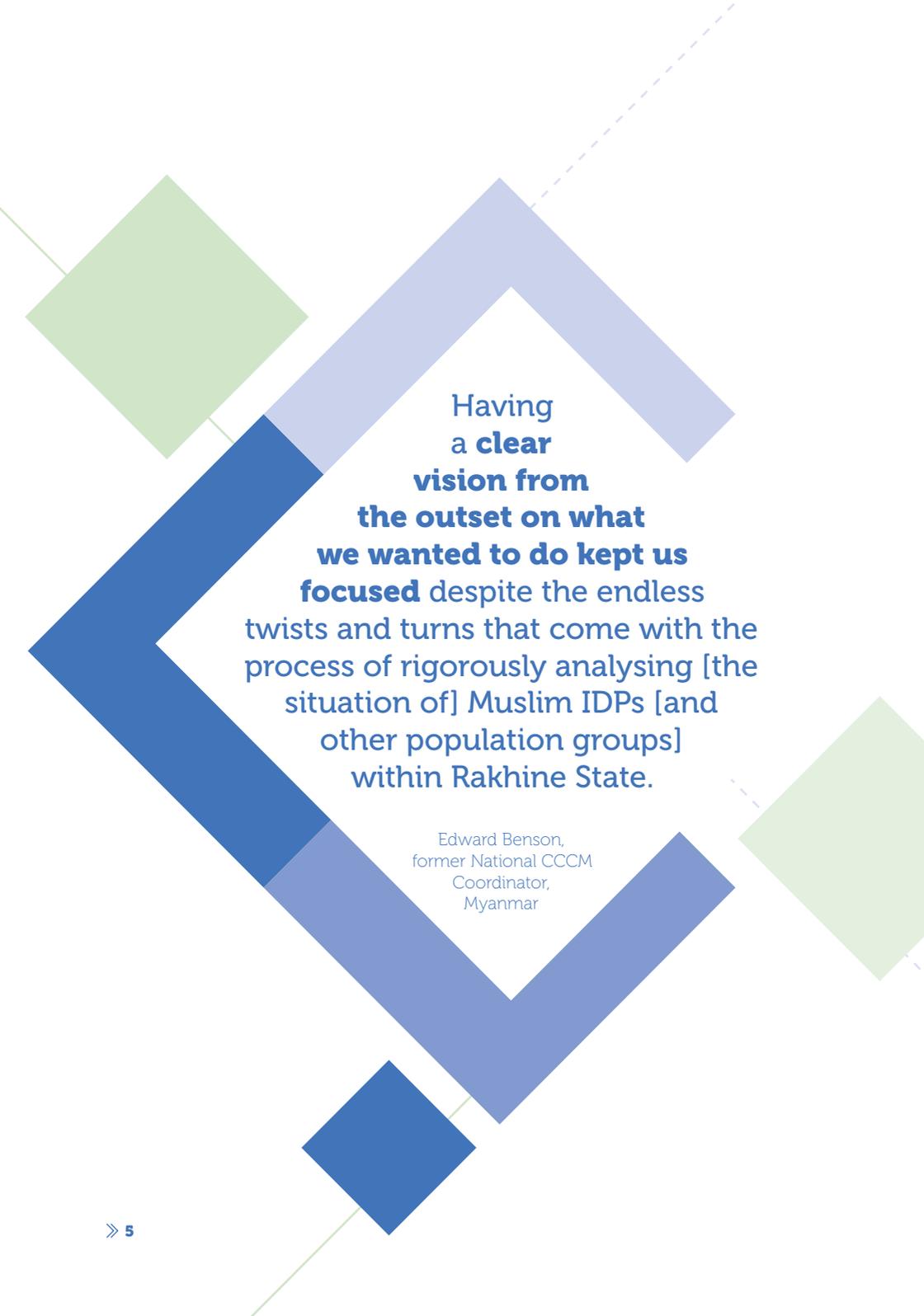
Usefulness of the data for the Bangladesh response

Some of the information collected through the profiling exercise proved useful for the humanitarian response in Bangladesh, especially against the lack of baseline data during the initial phase of the displacement crisis. This included information on population and household characteristics, as well as on former camp structures.

The whole exercise was very well received in Sittwe. People really respect the methodology and the results. That is why there has been **so much buy-in and the results are being used** widely.

Sophie Everest,
CCCM Coordinator,
DRC, Sittwe

Having a **clear vision from the outset on what we wanted to do kept us focused** despite the endless twists and turns that come with the process of rigorously analysing [the situation of] Muslim IDPs [and other population groups] within Rakhine State.

Edward Benson,
former National CCCM
Coordinator,
Myanmar

How was the process shaped?

The profiling exercise, jointly funded by ECHO and UNHCR, was a collaborative process conducted by the members of the CCCM Cluster. It was co-led by the DRC and UNHCR, and coordinated with the Rakhine State Government. The profiling coordination structure included:

> **A Technical Working Group** (TWG) composed of the Danish Refugee Council (DRC), International Rescue Committee (IRC), International Organization for Migration (IOM), Lutheran World Federation (LWF), Norwegian Refugee Council (NRC), PLAN International and Relief International; and

> **A Protection Working Group** led by UN OCHA and UNHCR.

JIPS provided technical support throughout the exercise, and worked with Statistics Norway via the NORCAP roster to support the data analysis phase.

Preliminary findings were shared and validated through workshops with various Clusters and other coordination mechanisms. These workshops represented an opportunity to draw on the technical expertise and thematic knowledge of key personnel from the Government as well as the humanitarian and development community.

In addition, capacity building activities were undertaken with local and international partners, including a training on data collection and information management and workshops to develop site maps for each of the camps in Sittwe.

How was **data collected?**

A comprehensive analysis of the displacement situation in Sittwe required investigating the situation of four main population groups covering **displaced as well as non-displaced Muslim and Rakhine communities living in camps and villages** respectively. The analysis process furthermore explored differences specifically among Muslim camps.

The profiling exercise combined quantitative and qualitative methods, including:

> A **desk review**[2] of existing socio-economic and humanitarian information, combined with **key informant interviews** to inform the methodology development;

> **Camp-mapping** activities (see map 1 as an example) to fill data gaps on the number of shelters in certain camps. This information was useful to guide the enumeration of these areas and ensure all households were covered;

> A short **enumeration** carried out among Muslim communities to obtain the overall figures of households living within them and to inform the sampling strategy;

> A **sample-based household survey** conducted by Government enumerators in Rakhine areas and by camp management staff in Muslim areas in order to gain in-depth information on the situation of these populations;

> **Focus group discussions** with members of the four target population groups to provide additional information on topics such as intra- and inter-communal relations, social cohesion, and future preferences.

2 | Available at www.sheltercluster.org/ rakhine/library/ camp-profiling-2016-2017-jips.

Map 1: Baw Da Pha 2 Camp

Madrasa

Child friendly space

Modular house

Temporary learning space

Unidentified building

Video space

Young and infant feeding centre

CMC office

Mosque

Clinic

8 unit temporary shelter

10 unit temporary shelter

How did JIPS support?

JIPS provided technical support throughout the process, from the identification of data needs and definition of common objectives to data analysis, reporting and dissemination. This also included continuous remote support, as well as two field missions, one of which took place together with Statistics Norway / NORCAP.

The renewed displacement crisis in 2017 did not allow for an additional profiling exercise in other townships in Rakhine State, as initially requested from the partners in Myanmar.

At a snapshot

DESIGNING THE METHODOLOGY

– Supported the development of indicators, as well as the qualitative data collection methods and tools.

INITIATING THE PROFILING EXERCISE

– Identified data needs and feasibility for the exercise with partners.

ESTABLISHING A COLLABORATIVE PROCESS

– Organised two workshops to agree on objectives and methodological elements (incl. themes, indicators);
– Facilitated partner buy-in and consensus;
– Helped set up the coordination mechanism.

Profiling lessons learned:

> Establishing a **strong coordination structure from the beginning** of the profiling helps to create appropriate linkages with Government and other partners, as well as ensure shared ownership of the process and the analysis. This is particularly important when working in sensitive contexts.

> **Rigorous and neutral analysis of the data** through collaborative workshops with all Clusters/Sectors helps establishing a common ground and securing credibility across an array of stakeholders with differing readings of the situation.

> **Flexibility on the use of data** allows findings to remain relevant and useful, even in the occurrence of a dramatic change of the displacement situation.

> **Engaging with communities** proves effective to share profiling results back with them in a meaningful way and to foster two-way communication whereby communities can react to findings.

PROCESSING AND ANALYSING THE DATA

– Cleaned the survey data and conducted preliminary analysis working directly with the TWG and Statistics Norway;
– Supported the analysis of the qualitative data.

IMPLEMENTING DATA COLLECTION

– Developed training materials for enumerators;
– Provided remote support to the partners through continuous monitoring and trouble shooting.
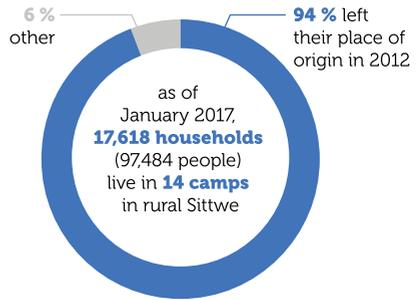
VALIDATING, REPORTING AND DISSEMINATING THE FINDINGS

– Co-organised a workshop with communities to identify best ways to feed back profiling results;
– Supported consolidation of key findings, report writing and graphic design;
– Jointly launched the report in Geneva with the global CCCM Cluster;
– Supported dissemination of findings among IDP communities through film screenings.
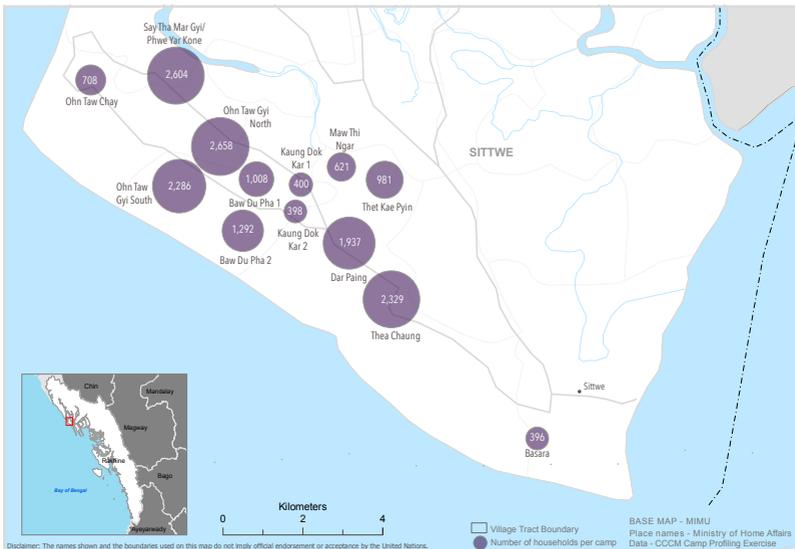
What were the key findings?

Partially filling the data gap on Muslim populations in Myanmar's national census, the profiling report found that there were 17,618 households. **94 % of them had left their places of origin, mostly urban areas, in 2012** (see figure 1 and map 2). Reportedly, the main reasons for leaving the place of origin were violence, insecurity and threats (93 % of respondents), but some 7 % also indicated the need to find work or lack of livelihood opportunities.

Figure 1: households living in camps and time of displacement (Jan 2017)

6 % other

94 % left their place of origin in 2012

as of January 2017, **17,618 households** (97,484 people) live in **14 camps** in rural Sittwe

Map 2: population of Sittwe rural camps (in households)

Say Tha Mar Gyi/ Phwe Yar Kone — 2,604

708 — Ohn Taw Chay

Ohn Taw Gyi North — 2,658

Maw Thi Ngar

SITTWE

Kaung Dok Kar 1 — 621

Ohn Taw Gyi South — 2,286

1,008

400

981

Baw Du Pha 1 — 398

Thet Kae Pyin

1,292

Kaung Dok Kar 2 — 1,937

Baw Du Pha 2

Dar Paing

2,329

Thea Chaung

Sittwe

396 — Basara

Chin

Mandalay

Magway

Rakhine

Bago

Bay of Bengal

Ayeyarwady

Kilometers
0   2   4

☐ Village Tract Boundary
● Number of households per camp

BASE MAP - MIMU
Place names - Ministry of Home Affairs
Data - CCCM Camp Profiling Exercise

Disclaimer: The names shown and the boundaries used on this map do not imply official endorsement or acceptance by the United Nations.

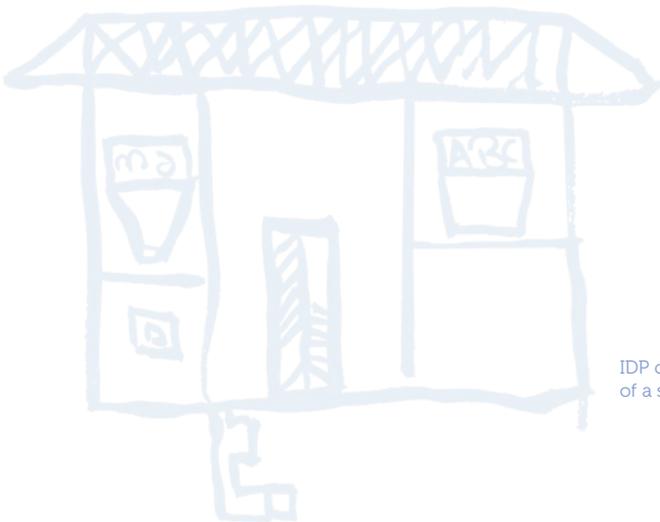Source: Sittwe camp profiling report 2017

Education

School attendance among Rakhine children was high for primary and middle school-aged girls and boys (over 94 %), but lower for high school-aged children (80 % in villages, 55 % in relocated sites).

While in Muslim camps, over 80 % of primary school-aged girls and boys were attending school or temporary learning spaces, **less than two-thirds of children from Muslim villages were attending school**.

Findings furthermore highlighted a **significant gender gap, particularly strong among Muslim communities**:

> Middle school-aged Muslim boys were reportedly nearly twice more likely to attend school than girls;

> High school-aged children showed that Muslim boys from camps were 31 % more likely to be attending school than girls.

The **inability to cover school expenses** and **cultural norms** were indicated as main reasons for not attending school.
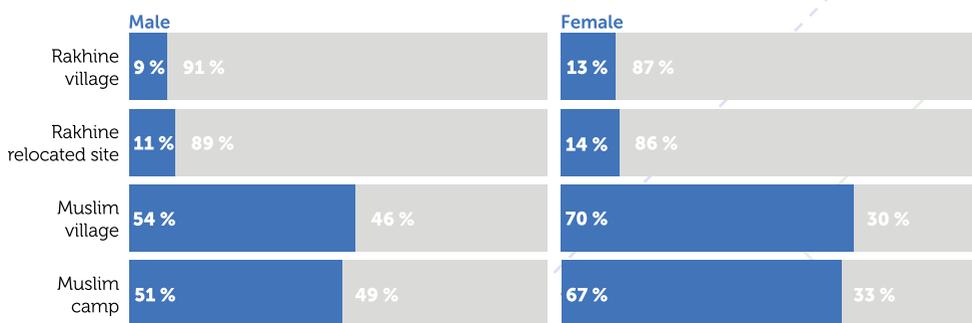
IDP children's drawing of a school.

Literacy rate

While among the Rakhine population more than 85 % of adults were reported to be literate, much lower rates were registered among Muslim populations : **less than a third of the women and half of the men from both Muslim camps and villages were able to read or write** a simple sentence in any language (see figure 2).

Results furthermore indicated a **clear correlation between literacy levels and more stable job opportunities** in the Muslim camps and villages. The majority of full or part-time salaried workers was literate, while literacy levels were much lower among daily-paid labourers and unpaid or in-kind daily labourers.

Figure 2: Adult literacy
by population group and location, as well as sex

	Male		Female	
Rakhine village	9 %	91 %	13 %	87 %
Rakhine relocated site	11 %	89 %	14 %	86 %
Muslim village	54 %	46 %	70 %	30 %
Muslim camp	51 %	49 %	67 %	33 %

Source: Sittwe camp profiling report 2017

Shelter

The profiling data revealed **critical living conditions** : of the 1,827 temporary shelters in the Sittwe rural camps provided by the Government and humanitarian partners as of February 2017, more than 1,400 collapsed following the damage caused by Cyclone Mora in May 2017, leaving about 8,000 people without housing. Around another 2,500 households were living in makeshift shelters.

The profiling found that **shelters were generally overcrowded**, with 68 % of people in rural camps living in less than 3.5 square meters per person.[3]

IDP children's drawing of their future home.

Health

Approximately 10 % of people from Rakhine villages and 14 % among the other population groups **reported having experienced a serious health issue in the past six months**. About half of these health issues were indicated to be chronic and the other half acute.

While consultations were free for both Muslims and Rakhine at healthcare facilities operated by the Government and the humanitarian community, households were found to have difficulties covering the additional costs associated with healthcare, including medication, caregivers, transportation, informal payments, communication costs and translator fees.

3 | See Sphere guidelines at http://www.sphere-handbook.org/en/1-shelter-and-settlement/

Community relations and vulnerability

Relations within all target communities were perceived to be generally positive. However, the profiling exercise showed **a striking lack of interaction between Rakhine and Muslim target populations**:

> 1% or less of the **Rakhine households surveyed** reported having had some interaction with Muslims in the past week (see figure 3).

> The proportion of **households from Muslim camps and villages** reporting to have interacted with the Rakhine population was higher (10-13%, see figure 4). However, this can be explained by the presence of Rakhine humanitarian staff working in the camps, rather than more exposure to inter-communal interactions.

While some participants in the Rakhine focus group discussions expressed fear and mistrust against the Muslims, others hoped to develop a better relationship. Muslims from the camps and villages also expressed desire for improved relations with the Rakhine population. However, the declining level of Rakhine language spoken in the camps may make it difficult to achieve this in the future.

Figure 3:
Rakhine interacting with Muslims
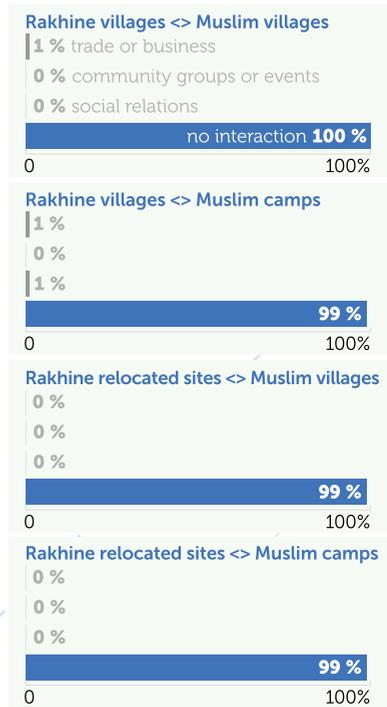in the past week, by type of location

Rakhine villages <> Muslim villages
- **1%** trade or business
- **0%** community groups or events
- **0%** social relations
- no interaction **100%**

0 — 100%

Rakhine villages <> Muslim camps
- **1%**
- **0%**
- **1%**
- **99%**

0 — 100%

Rakhine relocated sites <> Muslim villages
- **0%**
- **0%**
- **0%**
- **99%**

0 — 100%

Rakhine relocated sites <> Muslim camps
- **0%**
- **0%**
- **0%**
- **99%**

0 — 100%

Figure 4:
Muslims interacting with Rakhine
in the past week, by type of location

Muslim villages <> Rakhine
- **4%** trade or business
- **3%** community groups or events
- **10%** social relations
- no interaction **87%**

0 — 100%

Muslim camps <> Rakhine
- **4%**
- **2%**
- **5%**
- **90%**

0 — 100%

Source: Sittwe camp profiling report 2017

Perspectives for durable solutions

The vast majority of people living in Muslim camps (94 %) said they would **prefer to live in their pre-2012 place of residence**. The main reasons cited were better access to education, job opportunities, reconnecting with pre-displacement social networks, better access to healthcare and safer and more reliable housing. More than half of respondents said that, in order to return, they would first need housing and a plot of land.

Other prerequisites for return included access to employment opportunities and peaceful coexistence with the local community. This may however be hampered by the very low levels of interaction between Rakhine and Muslim populations, and language challenges. This points to a **need for a sustained effort to reduce tensions and improve inter-communal relations**.

No humanitarian community is homogeneous and some partners had different views and positions. **JIPS' neutral support was essential to foster collaboration** and common points among the partners.

Stephanie Matti,
Sittwe Profiling Coordinator

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Through the '**At a glance : the use of profiling**' series (or formerly 'Profiles at a Glance') we hope to spark an interest in both the specific impact of the exercises supported by JIPS in given contexts, and the value of profiling of displacement situations in general.

These publications also bring attention to how the collaborative process was shaped and how JIPS concretely contributed, while providing a brief overview of the profiling methodology and findings.

For more information about the profiling exercises, visit our country operations page.

www.jips.org/en/field-support/country-operations

The collaborative profiling exercise was conducted in Sittwe Township, Rakhine State (Myanmar) in 2016-2017. Although the displacement crisis from July 2017 greatly affected the initially planned use of the results, a clear impact was determined: a shared evidence-base on the situation of both displaced and non-displaced Muslim and Rakhine populations in camps as well as villages. Working with communities and involving a wide range of Clusters also allowed for the analysis to inform responses in multiple sectors.

The exercise was conducted by the Camp Coordination and Camp Management (CCCM Cluster) and co-led by the Danish Refugee Council (DRC) and the UN High Commissioner for Refugees (UNHCR), in coordination with the Rakhine State Government. JIPS provided technical support throughout the process.

CCCM CLUSTER

EUROPEAN COMMISSION
Humanitarian Aid and Civil Protection

DRC DANISH REFUGEE COUNCIL

UNHCR
The UN Refugee Agency

Check out the Sittwe camp profiling report for detailed findings, or visit www.jips.org.