“The Worst Has Yet to Come”

Briefing:

Rohingya & Muslim

Human Rights, Humanitarian Findings

Observations, Analysis and Recommendations

2013 Missions to Sittwe, Rakhine State, Myanmar

Nora E. Rowley MD MPH
rowley.nora@gmail.com
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**Author's Background** Nora E. Rowley MD MPH is a United States (US) physician and public health specialist. She has been following the Rakhine situation since doing a 6-month relief mission in 2006-7, has been a human rights advocate for Burma specializing in Rohingya and currently works with trauma survivors. In February and March 2013, she completed two missions into Sittwe Rohingya internally displaced persons (IDP) areas and conducted IDP family, adult and children's interviews on their experiences of having to leave their homes since the beginning of June 2012.

**Sources** “The Worst Has Yet to Come” report is drawn from interviews with June-October 2012 violence survivors, other Muslims in and from Rakhine and Rakhine. For the individual’s and their family's safety, further identification of references within the report has been withheld.

**Rohingya Background** Myanmar and Rakhine Township Maps Annex A, B and C
Starting under Burma military authoritarian rule in 1962, Rohingya, Muslims in Rakhine State, have been one of the minorities targeted with violence, other human rights abuses and brutal persecution by the ruling military. Rohingya were citizens until the 1982 law that declared they were not a national race and took away their citizenship.
NaSaKa is a military border security branch in North Rakhine, where the majority of Rohingya have lived. NaSaKa have been implicated as the perpetrator of the majority of violence, human rights abuses and brutal persecution toward Rohingya. Rohingya elsewhere in Rakhine State have suffered less severe restrictions and persecution than North Rakhine Rohingya but enjoyed much fewer freedoms than Rakhine Buddhists, who have suffered from oppressive military rule.
Rakhine-Rohingya relationships have ranged from mutual respect and acceptance, including close friendship and marriage, to varying degrees of Rakhine discrimination against Rohingya and varying degrees of resentment towards Rakhine for this discrimination to Rakhine violent intolerance of Rohingya. Resentments regarding civilian casualties when the communities fought on opposite sides during WWII range from none, anger about the past and justification for June anti-Muslim attacks by Rakhine since June 2013.

**Myanmar national security forces** Since the 1962 beginning of military authoritarian rule, the Myanmar military, mainly the army, has been active in Rakhine State. Since 1988, the army has had a progressive build up of forces.
In 1992, the military established the NaSaKa security force branch in response to Rohingya repatriation from Bangladesh, who fled the 1991 campaign of violence and other brutal persecution against Rohingya by the military. Currently, NaSaKa is administered under the Ministry of Immigration and Population. The Immigration and Population Minister Khin Yi previously served as the Chief of the Myanmar Police Force and is a retired Brigadier General.
The Myanmar Police Force, aka Hlun Htin, is administered under the Ministry of Home Affairs. Lieutenant General Ko Ko is the Minister of Home Affairs and is actively serving in the Myanmar Army.¹

Before June 2012, NaSaKa and other military forces were implicated in having perpetrated the majority Rohingya’s brutal persecution.

**June to October Violence Incident Locations Maps Annex F and G  Testimonies Annex H**

After Rakhine mobs killed 10 Muslims in south Rakhine State on June 3, movement restrictions and curfews were imposed upon Rohingya.

**Rohingya movement restriction** violations were met with many deadly attacks by Rakhine civilians where Hlun Htin prevented rescue or did not intervene. Many Rohingya who were captured and killed before local mass attacks were teenage males. Before the teenage Rohingya males were killed, photos were taken with them posed holding matches and petrol then distributed labeled as killers of Rakhine. At least one of the teenager’s remains were returned mutilated in bags and the family was denied viewing other than the father’s initial identification.

Many villages and wards suffered food and income insecurity.

Initially, some Rohingya areas received warnings from various officials not to leave or they could not be protected. Then preceding attacks, these Rohingya were told they could not be protected if they stayed.

Rohingya found out that their homes were looted of valuables, legal documents and other possessions soon after they fled before and during attacks. Then, boats and trucks were loaded with loot as the homes were burned.

**Security Forces were primary attackers.** Many Muslim IDPs now in Sittwe, originally from Sittwe, Pauk Taw and Kyauk Pyu reported that Hlun Htin, i.e. national police force, Rakhine civilians and monks, were their initial attackers who had conducted killings and arson since June 8. Many monks were identified to have killed Muslims, but less often than Rakhine civilians and security forces.

In the Pauk Taw city and Kyauk Phyu Muslim areas attacked in October, military and NaSaKa were also initial attackers.

Since June, NaSaKa and Hlun Htin police have refused Rohingya families viewings, funerals, burials and/or release of their slain relatives remains. Security forces were seen burying Muslims en masse in Rakhine cemeteries, along railroad tracks and other non-sacred ground.

Hlun Htin, military, NaSaKa and Rakhine created deadly and extortionist obstacles to Muslim’s journeys trying to escape from initial mass attacks through their attempts to register as IDPs in Sittwe. This included live electric wire strung across Than Taw Li Sittwe Village’s river edge escape route.

**Rakhine civilians blockaded buildings**, neighborhoods and entire villages by attacking any Muslim’s attempts to leave. This created food and water insecurity. One village’s initial attack survivors were driven to hide in their mosque. After weeks of no food, eating grass and tree stems, four fathers were killed while getting food for their starving families.

Rakhine cut off all market access from Anarang, a remote Kaladan riverside Pauk Taw Rohingya village, where many survivors of attacks from several townships sought refuge. Food and water resources rapidly declined causing additional deaths. Soon, attack survivors had no choice but to leave. Most sought refuge in Sittwe, where they heard that IDP relief operations had started.

Rohingya formally applied to the military for permission to dock at the Sittwe Kaladan River jetties in order to avoid the known dangers of a sea approach. The military denied permission and refused any protection. In July 2012, a boat bringing IDPs from Anarang to Sittwe capsized when attempting to dock from the sea at Thae Chaung village's jetty, killing 42 of the 56 passengers. Forced sea approaches of Muslim boats caused many small children’s deaths from falling overboard.

**Navy and NaSaKa held IDP Muslim boats** at gunpoint in the Kaladan River and offshore Sittwe for one to several days. Extortion included gunpoint ransom demands, which included money, other valuables, identification cards and legal documents. Some boats were released when large money transfers were arranged via phone from Yangon to Pauk Taw to the captures.

On the Kaladan River, many Rakhine in boats threatened, robbed or attacked Muslim IDP boats crossing to Sittwe.

In early October, a group of 100 Rohingya set out from their Pauk Taw Ward for Sittwe soon after local government told them to leave but before the mass attack. There was no navy patrol boat, which was usually present, when they reached the Kaladan River intersection. At that unpatrolled intersection, a large Rakhine boat rammed and capsized all 4 Rohingya boats. Additional Rakhine boats came and attacked the Rohingya in the water, killing 97 of the 100.

In another incident, a Rakhine boat nearly rammed a boat with Rohingya IDP adults and children compelling many to jump into the deep water. A small child drowned.

Primarily NaSaKa forces delayed, blocked and turned away numerous boats from landing in Sittwe. An older Sittwe IDP boy saw an onshore NaSaKa soldier shoot at a boat with Kyauk Phyu IDPs who were attempting to dock, causing it to sink and all passengers to die. NaSaKa denied Sittwe landing to thousands of Kyauk Phyu Muslim IDPs, who had been at sea for several days without food and water. Initially, NaSaKa told Kyauk Phyu IDP boats that they could get refuge in
Maungdaw Township, northwest of Sittwe. Maungdaw-based INGO and UN staff responded when close to 1000 of these Kyauk Phyu IDPs seeking refuge came close to shore off Maungdaw South, with some women and children already dead. After the 2-3 hour drive, when INGO and UN trucks arrived ready with food, shelter and medical relief, NaSaKa forbade all contact with these IDPs and had already pushed most IDP boats back to sea without relief. NaSaKa took photos of them giving assistance to the remaining few boats then pushed these boats to sea.

NaSaKa held Muslim IDP boats before allowing final docking and unloading in Sittwe. Frequently, NaSaKa and Hlun Htin boarded and looted some to all valuables, identification and legal documents and other possessions of passengers.

See Sittwe Incidents MAP (Annex F and G) IDPs landed in Sittwe through official locations and by evading authorities when access was refused. Upon landing, IDPs received variable amounts of food, water, and shelter from relief agencies and/or other Muslims. The government denied several thousand IDPs registration status and relief in Sittwe. Security forces told many non-Sittwe IDPs to return to where they came from. Survivors from June 9 Than Taw Li Sittwe and late October Pauk Taw Ward attacks that delayed presentation to Sittwe for refuge were denied registration. Kyauk Phyu IDPs were denied Sittwe registration and when still in their boats, were first told to go to Maungdaw or Rathidaung, then advised to go to Sin Ta Maw, Pauk Taw IDP area. Some Nga We Chaung, Pauk Taw IDPs were incorrectly listed as being from Than Taw Li, Sittwe. Therefore, they have been denied registering for IDP status and relief. Some Muslim men in Than Taw Li, Pauk Taw Wards, Nga We Chaung and Kyauk Phyu fought back when intruding Rakhine and security forces attacked their villagers.

**Forced Identification as Bengali through President’s Census**

In June 2012, some multilingual Rohingya assisted military in listing Rohingya in the Sittwe IDP area. The military in charge directed the assistants to write “Bengali” for Race even though all identified themselves as Rohingya. When the assistants continued to mark Rohingya for Race, the military had them leave that section blank. Subsequently, the assistants left Race blank and saw “Bengali” written on final forms.

In November 2012, government and security forces launched an investigation entitled “President’s Census” to find illegal Rohingya.² The census started in Anarang, Pauk Taw where Muslim IDPs from multiple townships had fled to from attacks since June 2012. A severe food and clean water insecurity developed due to overcrowding and Rakhine blockade of market access. The team, included members of the Rakhine National Development Party (RNDP), government,

immigration, NaSaKa and Hlun Htin police offered Rohingya Anarang IDPs resettlement to another Pauk Taw village if they signed “Bengali” for Race in the census. All Rohingya refused the offer but filled out registration forms. The team refused for Rohingya to write in Rohingya under race and told them to write “Bengali”. Team members would erase Rohingya or have Rohingya leave race blank and then team members wrote in “Bengali”.

Census teams received the same refusals to sign Bengali elsewhere in Pauk Taw and some other Rakhine townships. NaSaKa and police beat, arrested and tortured many Rohingya who refused to sign Bengali. Census team efforts continued into December and harassment for refusing to sign continued into January 2013. There were many reports that officials collected numerous Bengali designations by force or falsification.

On April 26, 2013, President’s census operation teams, including immigration, military, NaSaKa, police and village administrators started Presidents census operation in Rohingya IDP and village communities.

April 24 in Yangon, the Myanmar Immigration and Population Ministry held a press conference to announce the intent of the census was to determine, "Actual numbers of Bengali in Rakhine as well as illegal migrant Bengali there,” Hla Thein, Rakhine State Attorney General, said.³

Census teams visited Aungmingelar, BuMay, Thae Chaung and Da Paing. All Rohingya refused mark Bengali. School children in multiple communities chanted, “Rohingya, Rohingya.”

In The Kae Pyin the team met with the same blanket refusal to sign Bengali and children chanting.

An immigration officer slapped a child. Some other children responded by throwing rocks at officers. Officers suffered bleeding wounds from the rocks or falling while evading the rocks. Groups of children were taken for questioning then released.

In Khaung Dokkar near Baw Du Pha IDP camp, all Rohingya refused to register and mark Bengali and children chanted. After the children had been chanting for a while, a police vehicle drove up and at least one policeman shot into the air then into the crowd of children chanting. Two boys, 15 and 10 year old, were shot but their wounds were not serious. Rohingya surrounded and started hitting the policeman who fired the shots. Police started arrested adults that day accusing them of organizing and influencing other Rohingya to refuse to sign Bengali.

Starting April 26 Rakhine traders were not allowed into the Rohingya restricted zone. One week later 10 Rohingya adults had been arrested, 7 from The Kae Pyin and 3 from Baw Du Paw. There is a trend toward the most educated Rohingya being listed for police questioning and arrest.

In Sittwe and Maundaw, security forces, commanded Rohingya attendance at meetings that insisted they declare and sign they are Bengali or they would be immediately put in prison for 10 years. Sittwe police video taped the group of about 100 Rohingya shouting “I am Bengali.” May 4, the son of the Rohingya Baw Du Pha village administrator was released from arrest. He was tortured with electrocution, beatings and forced to stand in a cell with thorn like spears imbedded in the wall. After several days of torture he agreed to sign that he was Bengali, pay a bribe of 1,100,000 Myanmar Kyat mmk (~1000 mmk = $1 US), and agreed to turn in his father and 9 other Rohingya for arrest. He had no intention of turning anyone in and only agreed to stop the torture. Amidst bad publicity for Census-related aggression on the part of the security force, on May 4 the Rakhine govt minister said the reason why they are asking IDPs their identity is to get an accurate number of people who need aid.

“Rakhine state government spokesman Win Myaing said authorities need an accurate list of the displaced population to improve their living conditions and allow them to return to their villages. Yet the exercise requires the displaced Rohingya to identify themselves as “Bengalis” a term that they reject but one that Rakhines and the government use to argue that they are illegal immigrants from Bangladesh and should not be in Myanmar. Violence broke out in Thetkepyin village on April 26 after officials started compiling the list. Stones were thrown and
arrests were made.”

Baw Du Paw IDP camp has a population of 14,791, most of which are registered, whose distributed rations ran out April 30. Rations were not distributed until May 10. Thae Chaung and Da Paing camps received ration distribution on time. TKP and Ohn Daw Gyi ration distributions were delayed; delivery date is uncertain.

By the end of April, the census was officially suspended after widespread news of the aggression. At a May 10, 2013 press briefing in London, Andrew Heyn, British Ambassador to Myanmar stated that he saw the census data collection forms and they only had a place to mark Bengali and no place to mark Rohingya or Muslim. British Embassy officials in Yangon stated that the central government response to British officials’ concern about the April 26 aggressive census-related incidents was that the population did not understand the procedure. Therefore, educating the population about census procedure was the government’s response to the incidents.

Security officials in Maungdaw Township have continued violent tactics in response to refusals and to force or falsify Bengali designations from Rohingya. As of May 28, 44 Sittwe Rohingya had been arrested and 22 of those released. All released had to pay a bribe of at least 1,000,000 mmk.

There are numerous reports of Rakhine threatening that they will not tolerate illegal Bengali’s living in Rakhine State.

More Sittwe Muslim Displacement Since February 2013, three Rohingya Sittwe villages or wards have been told they must leave. In February, the Sittwe military commander met with the village administrator from Hla Me Shwe, located northwest of Than Taw Li, and told him that all inhabitants must leave the village. The commander said there would be compensation but did not mention the amount. Also, no deadline for leaving was given.

On April 19 and 20, the national defense minister and team of government and security authorities held meetings with Rohingya communities living in Sittwe Township. The team told representatives from the downtown Sittwe Aungmingelar Quarter that they would have to vacate the quarter. The team met with representatives from Thet Kar Pyin Village and announced that

4 http://www.trust.org/item/20130503102041-xz4hn/?source=shtw Disease fears stalk displaced Muslims in western Myanmar Source: Thomson Reuters Foundation - Fri, 3 May 2013 10:20 AM Author: Thomson Reuters Foundation Correspondent

they would have to leave their village. The team assured the representatives from both communities that they would get IDP status and full relief provisions in the official IDP camp areas. Thet Kar Pyin Village was previously located farther north but was forced to move in the 1990’s.

**Permanent Resettlement Announcement** On April 19, the defense minister’s team held a joint meeting with Rakhine and Rohingya where Rakhine declared they refused to live peacefully with Rohingya. At a separate meeting, Muslim IDPs displaced from their Sittwe wards and villagers were told that they would never be able to return to their original home areas. The team told representatives of Muslim IDPs displaced from Pauk Taw and Kyauk Phyu that they should return to their original villages and wards. Questions from the IDPs about government security provisions were never answered. Many knew that Rohingya remaining in Pauk Taw wards still faced Rakhine aggression and blockade of market access and no protection from government or security forces. When the IDPs asked about support the team told them they would get 6 months of food and income support and housing would be built. Separately, Pauk Taw IDPs were told that had to leave in one week.

**Relief Housing**

All Sittwe Rakhine IDPs have received full relief and live in temporary housing, which has been mostly schools and monasteries. Their permanent housing has been constructed adjacent to downtown Sittwe and a cement bridge has been built connecting this neighborhood to downtown Sittwe. 669 houses with dimension 40’X60’ were built at a cost of 6,000,000 mmk/house.

In contrast, the 50,000 Muslim IDPs, 40,000 registered and 10,000 denied registration, who do not have solid temporary housing and are living in tents and makeshift huts. More Sittwe Muslims will become displaced from Hla Me Shwe, Aungmingelar and Thet Kae Pyin. In Summer 2012, Muslim temporary barracks camps was built in Thet Kae Pyin and Baw Du Paw. A third barracks camp was built January-April 2013 in Ohn Daw Gyi, west of the Baw Du Paw Camp. In April 2013, construction started on two more barracks camps west of the Ohn Daw Gyi Camp.

As of April 2013, there were no plans to furnish unregistered IDPs with temporary housing relief. The government’s building plans for Sittwe Muslim IDPs permanent houses were published July 30, 2012 and shared with diplomats. The government proposed House Plans and 1000 Household Layout plans are on p. 11 and New Sittwe Town Plan on Annex D.

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The current locations of the 5 temporary barracks camps are where the proposed permanent 1000 Households are located on the Sittwe Town Plan Map (5 blue squares). The Myanmar government’s “Current condition around Sittwe” Map (Annex C) shows the Thekepyinzay, aka Thae Kae Pyin, (furthest right red circle) and Bawduba, aka Baw Du Pa (second from left red circle) temporary barracks camps in the locations of proposed permanent 1000 household blocks shown in “Sittwe Town Plan” Map (Annex D). Both maps were published in the same July 30, 2012 slide presentation report, apparently directed toward foreign diplomats.\(^7\)

### Sittwe Muslim IDP Permanent Housing Relief Plans

**SHORT COLUMNED HOUSE (24'x18'x9'-6'')**

PAE - 378 Sqft  
Cost Estimated 294,000 Kyats (Exclusion of Alluzinc Roofing)
**Proposed Layout for Sittwe Muslim IDP Permanent Housing**

![](image)

**Table Comparison of Sittwe Relief Housing for Rakhine and Muslim IDPs**.

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<thead>
<tr>
<th>Sittwe IDP Relief Shelter</th>
<th>Rakhine.IDP’s</th>
<th>Rohingya/Kaman IDP's</th>
</tr>
</thead>
<tbody>
<tr>
<td># of Households or Families</td>
<td>669</td>
<td>12,000</td>
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<tr>
<td>Temporary Location</td>
<td>Sittwe City</td>
<td>Sittwe South Restricted Area</td>
</tr>
<tr>
<td>Temporary Housing</td>
<td>Monasteries, Schools</td>
<td>Sittwe South Restricted Area</td>
</tr>
<tr>
<td>Temporary shelter</td>
<td>None needed</td>
<td>Barracks</td>
</tr>
<tr>
<td># People not in Temporary Housing</td>
<td>0</td>
<td>50,000</td>
</tr>
<tr>
<td># Denied Relief Shelter</td>
<td>0</td>
<td>&gt;10,000</td>
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<tr>
<td>Permanent House Dimensions</td>
<td>40’ X 60’</td>
<td>24’ X 18’</td>
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<tr>
<td>Government Approved Cost per House Materials and Labor</td>
<td>6,000,000 kyat/house</td>
<td>2,300,000 kyat/house</td>
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<tr>
<td>Permanent Location</td>
<td>Sat Yoe Kya</td>
<td></td>
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<tr>
<td># Permanent Houses Built</td>
<td>669</td>
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<tr>
<td>Associated Infrastructure</td>
<td>Bridge to Downtown</td>
<td>Road upgrades</td>
</tr>
</tbody>
</table>

**Muslim Temporary Housing Barracks** Thae Kae Pyin temporary barracks have 10 rooms per building giving one family one 9’ X 9’ room. (Plans and 6 month old barracks photo, below)

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8 Ibid P. 219.
Temporary tent and makeshift shelters  Remaining temporary shelter for about 50,000 IDPs include UNHCR distributed tents to makeshift huts of tarp, cloth and grass, photos below. A Sin Ta Maw Gyi, near Ohn Daw Gyi, tent fire killed a boy and NaSaKa arrested the father for fire code violation. A spark from a cooking fire landed on a small grass hut with a one-year-old girl sleeping inside. Her mother was quick to rescue her, yet she sustained severe scalp, arm and leg burns that will leave her mostly bald and with less than full use of her left leg.

Relief Access and Staff
Military, NaSaKa and Hlun Htin police forces, i.e. the government’s enforcers, have checkpoints that control the entrances to the Muslim-restricted zone in Southern Sittwe Township. UN and INGO vehicles have to have government pre-authorization to travel into the Sittwe Muslim-restricted zone. Sittwe relief agencies and organizations’ offices are outside the restricted zone. Therefore, national management and delivery staff have been Rakhine or Burmese, including Rakhine that organized and/or participated in mass anti-Muslim violence.

Food  The food rations provided to Sittwe registered Muslim IDPs have been rice, chickpeas and oil, also salt, when available.

Diversion of Donated Food Large portions of donated food rations have been diverted first by the government and military then by Rakhine before the remainder is distributed to Muslim IDPs. An INGO distribution partner’s staff manager said that 10% of Islamic Relief’s Fall 2012 food-ration
donations reached Muslims IDPs in Northern Rakhine Townships. In January 2013, Yangon Muslims made a large food donation and announced the various food items, including potatoes and chickpeas. Sittwe Rohingya IDPs received only rice.

**Distribution** should be 15 days of rations every 15 days. Delays have been common. One camp of 4000 IDPs from Pauk Taw continuously received 15 days of rations every 30 days from the WFP distribution delivery trucks. In May 2013, these IDPs and IDP’s from Kyauk Phyu have started to receive 15 day WFP ration allotments every 15 days.

Baw Du Paw IDP rice rations are allotted two 6 ounce pots per person per day but one pot of rice per person’s 15-day allotment is withheld as an administrative fee. April 2013, 48 WFP-EU large rice (Photo below) bags were on sale at the Sittwe downtown market.

Many IDPs sell their rations in order to buy fish, vegetables, spices, medicine, clothing or other essential items. IDPs also sell their Family Kit9 items, for food and other essential items. Female lead households, especially with young children, have been most likely to sell rations. As much as 30% of allotted family rations have been sold.

**Denied Food Relief** At least 10,000 Sittwe Muslim IDPs were denied government registration and, therefore, regular food rations. These unregistered IDPs have existed on inadequate, irregular and undependable private donations. For 3-4 months, at least 3 makeshift camps with about 7000 IDPs received rice donations from Ulama, a Yangon-based Islam union. The last distribution was mid-February. In early March, Ulama refused further donations to these 3 makeshift camps’ leaders.

Muslim IDP camps have been erected on confiscated Rohingya farmland. All camps are overcrowded and have insufficient room for kitchen or communal gardens to meet full consumption needs. Increasing numbers of IDPs are raising chickens and goats.

Baw Du Paw camp rations ran out April 30 and were finally distributed May 10. This occurred during the mass hunt and arrests in Baw Du Paw following the April 26 census-related aggression.

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9 Registered IDP families receive one Family Kit with household items including cooking pots and blankets.
Healthcare
The government **Ministry of Health** (MOH) runs most of healthcare for Sittwe Muslim IDPs. There are MOH tent clinics (Photo above) at registered IDP camps that have posted one doctor one hour per day. The MOH Da Paing Emergency Hospital is in the Muslim-restricted area and open to anyone. The services include a 12-bed inpatient area, doctor hours for 1 hour per day, antenatal care and health education. Since the partner NGO pulled all Da Paing Emergency Hospital support in March, services have decreased in quality and there are few medications and other supplies. MOH facilities have not maintained posted hours.

Sittwe Hospital is the highest level of care in Sittwe Township but is outside the restricted zone. Only MOH Da Paing Hospital doctors can refer Muslims to Sittwe Hospital. These referrals are rare. International Committee for the Red Cross (ICRC) has been responsible for escorting referred Muslim patients to, from and within Sittwe Hospital. ICRC works with the Myanmar Red Cross, which is administered from NayPiDaw, the government capital. Sittwe Hospital has designated a small room for Muslims far away from the general Rakhine patient population, with the excuse that it is for Muslim patients’ protection. Sittwe Hospital has refused Muslims referrals and Muslims have frequently complained of poor medical and inhumane personal treatment by doctors and nurses. This reported health-related mistreatment is consistent with past Rohingya’s experiences with MOH healthcare in North Rakhine.

The **UNFPA** works with the MOH and clinics to provide family planning and some maternal-child health care and education. Hours are not regularly kept.

**Medecins Sans Frontieres-Holland** (MSF-H), as of March 2013, had no MOU with the MOH for medical relief in the Muslim Restricted zone. MSF-H staffs the MOH registered Camp Clinics one day per week. MSF-H has been training Muslim community health workers. They provide healthcare for TB and HIV. MSF-H’s downtown Sittwe primary healthcare clinic has continued to provide full care.

**Closed Thet Kae Pyin Clinic** A few Yangon Muslim doctors staffed a small health clinic in Thet Kae Pyin Village that many IDPs used for acute and primary health care. In early April, without notice to the community, the doctors returned to Yangon. When contacted they said were waiting for the Rakhine Investigation Commission Report. On April 20, Thet Kae Pyin villagers received notice that they had to leave. Later in April, the commission report was released. There has been no apparent move to re-open or relocate the clinic.
Action Contra Le Fame has provided nutrition-related services in the registered camps. This includes children-friendly buildings staffed with Rohingya.

**Schools**

The government has not allowed any MOU’s that provide schools or basic education for IDPs. On April 20, the defense minister told IDPs from Sittwe they would have to resettle where the IDP camps were and revealed there were no plans for schools.

Adults from the Baw Du Pha IDP camp wanted their children to have basic education but realized they had no trained teachers. A volunteer school committee has been formed and they have been teaching all primary grade levels. Enough money was raised to pay for chalkboard construction, paper and pencils for the children.

Leaders in unregistered camps were unable to attend to education needs amid severe food insecurity.

An ethnic Rakhine May 31, 2013 news article reported the State government plans to build 33 temporary schools for Muslim IDP children in Rakhine State. Fifteen schools are being built in Sittwe Township. The purpose of this plan has been, “...to enlighten them like other children across the country,” according to a Rakhine government spokesperson. Some educated Muslim individuals will also be appointed in these schools by the State education department, informed U Win Mying, an Arakan State government spokesperson.”

May 20, a Rakhine State Education Official announced plans to build basic education schools in Rakhine State with the donation from the Indonesian Government pledged in January 2013 to promote reconciliation in Rakhine State. Rakhine officials have designated three priority sites in Rakhine State. Sittwe’s priority site will be Thinbonetone, aka Thin Pone Tan, a Rakhine village in Western Sittwe Township.

**Rohingya Women Held Captive**

Since January 2013, discovery and investigation have found that about 20 young Rohingya women from 5 different areas of Rakhine, including Sittwe, Maungdaw and presumed Kyauk Phyu, have been held at Regimen 270 military camp northwest of the restricted zone. Upon the January discovery, the women’s statement included, “Our parents don’t know where we are.” “We want to be Muslim again.” “If we continue to live like this we will go to hell”. Several of the women were obviously pregnant. The women warned the IDP discoverer that they would be killed if their


12 http://khabarsoutheastasia.com/en_GB/articles/apwi/articles/features/2013/01/16/feature-03
captivity became widely known. Three children, a girl about 8 years-old girl and two younger children of unidentified gender, were with the captive women. It is not known if the children are related to the women.\textsuperscript{13} Local, international and UN investigators concluded that these women have been held captive for sex. In early April, the ILO sent the Myanmar government a report about the findings with a recommendation to investigate the allegations. In January, March and late April Rohingya villagers next to the military camp verified that the captive women were in the Regimen 270 camp.

**Cyclone Mahasen**

When NASA announced Tropical Storm Mahasen late May 10, the central storm was estimated to reach Sittwe May 14. As the storm approached and changed the estimated landing was East Bangladesh on May 16-17. Government storm warnings were announced in Sittwe City, in Burmese/Rakhine language and never in the Muslim restricted zone. May 12 and 13, security forces assisted the few Sittwe Rakhine IDPs that were not in solid buildings and south west coastal Sittwe Township Aung Dine and Pan Lin Pyin Rakhine villages evacuation into Sittwe City shelters Muslim villages in the same areas were never evacuated. 5% of registered Muslim IDPs in tents were moved into their nearby temporary barracks housing. About 40,000 registered IDPs did not have finished temporary housing but many were eventually moved to more secure shelters for the storm. About 10,000 unregistered IDPs lived in makeshift dwellings, many on lower land. Starting late May 14, the government, security forces, equipped with weapons and shields, and UN staff approached unregistered IDPs to move them by truck to military or other buildings, some closer to sea on lower land. Some registered IDPs complied with these evacuations. Many refused out of fear and mistrust of the government and security forces. One particular grass hut unregistered camp did not trust that they would be allowed to return to their camp or believed the government would destroy their camp. One IDP said that it was meaningless for the government and UN to protect them from the cyclone when no one was helping them get food when they were starving for nearly a year. An independent INGO convinced the government, security and UN people to leave and enabled the leaders into decided to let the INGO evacuate the women and children when the men stayed in the camp. On the days following the storm, government authorities said there must be leaders behind the grass hut camp who organized them to refuse storm evacuation. This raised concern that the authorities were trying to create grounds to arrest people.

\textsuperscript{13} Testimony of Rohingya juvenile IDP who made discovery and reported to elders and local and international investigators.
**Two Child Limit**

Rohingya birth restrictions began in the 1990’s but became official in 2003 in Maungdaw and Buthidaung Townships. NaSaka officials have enforced the restriction. Rohingya couples applying for mandatory marriage permission have had to sign a contract to not have more than 3 children. In 2006, the limit changed to no more than 2 children.

Parents who violate the restriction have been punished repeatedly with fines, violence including rape, torture, detention and extortion. Punishment has also been imposed through the child never having legal status. NaSaKa keeps Rohingya Family Lists and Photos and checks that everyone living in a family household is on the list and in the photo. The Family List has been the document of legal status needed for all further permissions including travel outside of their villages. The illegal child will never be on the family list and the family always at risk for NaSaKa persecution and punishment.

NaSaKa arbitrary fines are a means of Rohingya economic insecurity. Arrest and detentions are made or threatened to extract bribes. Rohingya in detention are often tortured and used for forced labor.

Inability to pay has often lead to detention, violence and/or extortion. NaSaKa has used extortion to get informants within the Rohingya society.

Abortion is illegal in Myanmar and illegal unsafe abortions have been rampant throughout the country. Marriage and birth restrictions have been cited as one reason for rampant unsafe abortions with associated female illness and death among the Rohingya female community.

Government health services have been difficult for Rohingya to access except Depo Provera birth control shots.

Rohingya have viewed the government’s restrictions and family planning measures as population control.

On May 25, 2013, Rakhine State officials announced their intention to impose a 2-child limit on Rohingya in Maungdaw and Buthidaung Townships, where it had already been imposed.14

**Ethnic Rakhine**

**Traders**

The few Rakhine mini-truck drivers that have continued to do trade into the Muslim restricted zone have faced various forms of harassment from security officials, local government and civilians. They have lost most to all of their trade business with other Rakhine.

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On March 21, 2013, three Rakhine traders, who had been trading with Rohingya, were publicly beaten by other Rakhine then paraded wearing “Traitor” signs in the downtown Sittwe marketplace.

About April 18, Rakhine traders began to be verbally harassed by other Rakhine stationed approaching the main checkpoint into the Muslim restricted zone.

From April 26 into May, no Rakhine traders were allowed into the Muslim restricted zone. As of June 1, Rakhine traders were allowed into the Muslim restricted zone.

**Economic Oppression** of Rakhine civilians by various authorities continues. Businessmen and other civilians’ incomes have been reduced by military and police official taxation and widespread unofficial taxation.

**Rohingya Muslim Traumatization (Analysis)**

Muslim survivors have suffered psychological trauma in the June to October 2012 violence. Many suffer from unhealed psychological wounds as additional trauma is intentionally inflicted upon them.

Muslims of Rakhine’s wounds include the mass attacks started when Rohingya’s movements were restricted, local government officials told them to stay, then suddenly they were told to immediately go, after which they experienced a series of life-threatening events to them and their families, they were outnumbered by attackers intent upon killing them, with the security forces not protecting them, saw loved ones and others intentionally killed, betrayed Rakhine neighbors and supposedly friendly acquaintances who attacked them, and suffered the destruction and theft of personal property, as well as loss of livelihood. Danger continued into escape, temporary refuge and travel to Sittwe. Government decisions endangered rather than protected them.

IDPs in Sittwe suffer loss of freedoms, massive theft and loss of valuables and overcrowding contribute to reasonable doubts of obtaining self-sufficiency. Many IDPs have been denied relief. Rakhine relief workers have been commonly present in camps.

**Persecution by NaSaKa** Before June violence, it was known that NaSaKa forces were due to start operations in Sittwe in Mid-June, 2012. During the first weeks of Rakhine mass violence, NaSaKa soldiers committed post attack brutal persecution of Muslims IDP’s in Sittwe and Pauk Taw. As of February 2013, NaSaKa forces had began with the same arbitrary taxation, arrest and forced labor used in Northern Rakhine. Structure building has been heavily taxed with a new home tax of 50,000 mmk. A Sin Ta Maw Gyi IDP boy was killed in a tent fire and the father was arrested and sent to Sittwe Prison for fire code violation.
Aung Pin La villagers were forced to build a NaSaKa camp by forced labor using their own tools and building materials. The villagers have been forced to provide daily food including meat for the 30 NaSaKa soldiers at the camp. The village Administrator is now in debt due to providing food for NaSaKa.

Many Muslim IDPs in Sittwe were fishermen before they were attacked in mass violence. Few still have their fishing boats. The active fishermen have docked at the Thae Chaung jetty. NaSaKa has been taxing Muslim fishing by charging a mandatory initial 80,000 kyat book fee then 6000 mmk per trip.

Since February 2013, Myanmar anti-Muslim aggression and violence outside Rakhine has retraumatized Muslim Rakhine attack survivors. Many Muslims believe they are being provoked into violently defending themselves against the apparent pattern of anti-Muslim protests and threats then attacks that end with Muslim IDPs in guarded camps under military rule. Many Rohingya expressed despair at the prospect of Muslims rising to defend themselves because, “We want peace!” Also, the have experienced the power of the military for decades and believe that any significant fighting from Muslims will trigger complete instant Muslim Genocide by Myanmar government forces.

Since April 26, the government and security forces’ renewed aggressive and violent behavior in trying to get Sittwe Rohingya to falsely self-identify as Bengali has caused Rohingya further trauma. Most IDPs no longer have their legal documents proving that they are legal residents and/or citizens. These documents left behind with Rohingya flight for their life, lost in escape or stolen by security forces. Their identity is being denied and they are accused of being illegal immigrants, which most can no longer prove is wrong. Rohingya have been beaten, hunted for arrest, tortured in prison, which has created a state of fear. Rakhine have repeatedly threatened that they will not tolerate living with illegal Bengali’s. The government census’ true purpose clearly appears to publish a official that most to all Rohingya are illegal Bengali’s. Rohingya fear further, worse and final deadly attacks upon them when the false census results are reported.

As Cyclone Mahasen approached, the refusal of many Sittwe Muslim IDPs to be evacuated by armed security forces into trucks reflects severe traumatization. Muslim IDPs and other survivors hear media, Non-Muslims in Myanmar and internationals describe Rakhine Crisis attacks as clashes, sectarian and communal and Rohingya relationships with Rakhine as smoldering conflict for decades, which have been contrary to their shared experiences. The Myanmar government has received international rewards and applause for ending violence and restoring calm in Rakhine while many Rohingya have been experiencing neither. Rohingya have been waiting decades and now more intense months for international protection bodies to protect and rescue them from this slow agonizing and obvious torture.

Many Rohingya have viewed the housing situation in which Rakhine IDP’s permanent housing was
almost finished while no Muslim IDP permanent housing site was designated, temporary barracks were still being built and 50,000 Sittwe Muslim IDPs were living in tents and makeshift huts as evidence that the majority if not all Rohingya will be forced out of Sittwe by worse attacks and persecution. Most Rakhine Muslims do not feel safe. Many have said, “The worst is yet to come!”

Recommendations

TO THE INTERNATIONAL COMMUNITY

• Immediately establish an international, independent investigation of the June-October 2012 Violence and subsequent violence, human rights violations and other persecution of Rohingya and other Muslims in Rakhine State as well as other sites of anti-Muslim violence.

• Members of the United Nations Human Rights Council should direct the Office of the High Commissioner for Human Rights to conduct this necessary investigation, including the overall system of impunity for human rights violations and other violations of international law. The Government of Burma should cooperate with any investigation and assist in implementing any recommendations from the investigators.

• Tie economic aid to and investment in Burma to the Burmese government’s allowing unfettered access to areas of violence to human rights investigators, journalists, and humanitarian aid workers and to the government’s progress in investigating and prosecuting perpetrators of the violence. Until the Burmese government has established full accountability for security forces and has undertaken significant steps toward structural reforms as outlined above, no security assistance should be provided.

• Reconsider suspension of financial relationships that directly or indirectly benefit stakeholders in offenses against Rohingya and other Muslims in Rakhine and Myanmar.

• Provide escort and monitoring of humanitarian aid distribution to Rohingya and Muslim IDPs in Rakhine and refugees in first countries of refuge.

• Provide exodus assistance for Rohingya IDPs and refugees.

• Provide resettlement and rehabilitation for Rohingya Refugees.

To the Government of Burma:
Senior officials, pro-democracy advocates, and religious leaders should publicly and repeatedly
condemn all ethnic and religious violence and intimidation, and should demonstrate by their words and actions that such discrimination and hateful rhetoric will not be tolerated. The Government of Burma should also:

• Immediately allow unfettered access by human rights investigators, journalists, and humanitarian aid workers to areas of Rakhine State, and other places where acts of anti-Muslim violence have occurred.

• Institutionalize protections for ethnic and religious minority groups by: (1) completely revising Burma’s citizenship law so that it reflects international norms; (2) reforming the structure of the military and police to establish accountability mechanisms; (3) bringing an end to ethnic discrimination in all sectors; and (4) encouraging full civil participation by minority groups.

• Provide mental health counseling and other appropriate health care for those affected by the violence, with a special focus on the particular needs of children.

• Collaborate with international humanitarian agencies, including the International Committee of the Red Cross and UNICEF, to trace missing children and reunite families separated by the violence.

• Promote the protection of children by adhering to the Minimum Standards for Child Protection in Humanitarian Action, promulgated by the Child Protection Working Group.