

# ANTANANARIVO (regional)

COVERING: Comoros, Madagascar, Mauritius, Seychelles



ICRC regional delegation

Having worked in Madagascar intermittently during the 1990s, the ICRC has been permanently present in the country since 2002. In 2011, it opened its regional delegation for the Indian Ocean in Antananarivo. The ICRC visits detainees in the Comoros and Madagascar, working closely with the authorities to help improve conditions in prisons. It raises awareness of IHL and international human rights law among the authorities and armed and security forces. It supports the activities of the region's National Societies, while helping them strengthen their capacities.

## KEY RESULTS/CONSTRAINTS IN 2016

- ▶ Malnourished detainees in Madagascar covered their nutritional needs with meals distributed by the ICRC and a local partner; beneficiaries diagnosed with TB and/or HIV started their treatment through an ICRC pilot project.
- ▶ Detainees in the Comoros and Madagascar had better living conditions partly because the authorities and the ICRC renovated basic prison infrastructure; the ICRC also donated medical supplies and equipment.
- ▶ The Malagasy police and the ICRC extended their cooperation agreement for two more years; the agreement covered training and the incorporation of pertinent standards in law enforcement operations.
- ▶ Mauritius incorporated key provisions of the Convention on Cluster Munitions and the Anti-Personnel Mine Ban Convention in a new law, and Madagascar ratified the Arms Trade Treaty – both with ICRC assistance.
- ▶ In Madagascar, police and *gendarmerie* personnel, justice ministry officials, hospital staff and other pertinent actors learnt more about managing human remains at a workshop organized by the ICRC and a Movement partner.

## EXPENDITURE IN KCHF

Protection	1,132
Assistance	1,691
Prevention	468
Cooperation with National Societies	347
General	31
<b>Total</b>	<b>3,668</b>
<i>Of which: Overheads</i>	224

## IMPLEMENTATION RATE

Expenditure/yearly budget	98%
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## PERSONNEL

Mobile staff	9
Resident staff (daily workers not included)	32

## YEARLY RESULT

Level of achievement of ICRC yearly objectives/plans of action

**HIGH**

PROTECTION	Total
<b>CIVILIANS (residents, IDPs, returnees, etc.)</b>	
Restoring family links	
RCMs collected	19
RCMs distributed	73
Tracing cases closed positively (subject located or fate established)	6
<b>PEOPLE DEPRIVED OF THEIR FREEDOM (All categories/all statuses)</b>	
ICRC visits	
Detainees visited	17,406
Detainees visited and monitored individually	141
Number of visits carried out	86
Number of places of detention visited	33
Restoring family links	
RCMs collected	136
RCMs distributed	16
Phone calls made to families to inform them of the whereabouts of a detained relative	370

## CONTEXT

Political tensions persisted in Madagascar, and occasionally caused violence. In the Comoros, elections took place in April 2016; the country remained vulnerable to social and political unrest. Economic difficulties in both countries hindered the provision of basic services, including in prisons. In Madagascar, detainees in most prisons had less food, owing to budget cuts.

Mauritius remained politically stable. In the Seychelles, the president stepped down after his party lost the parliamentary elections, and the vice-president took over.

Comoran migrants continued to be deported from the French department of Mayotte.

The region was affected by natural disasters of varying scale. Drought in southern Madagascar caused food insecurity that affected thousands of people.

## ICRC ACTION AND RESULTS

The ICRC's regional delegation in Antananarivo continued to support the authorities in the Comoros and Madagascar in improving detainees' treatment and living conditions. It fostered awareness of and support for the Movement and IHL throughout the region, and urged respect for international policing standards, especially in Madagascar. Whenever possible, it worked with the National Societies in the region and gave them support for responding to emergencies in line with the Safer Access Framework.

The ICRC visited detainees in the Comoros and Madagascar, according to its standard procedures, to monitor their treatment and living conditions. Afterwards, the ICRC communicated its findings and recommendations confidentially to the authorities, and supported them in addressing issues such as overcrowding and ensuring respect for judicial guarantees. For example, it provided prison staff with material and technical assistance for managing detainees' case files and explored alternatives to detention with the authorities. Detainees maintained contact with their relatives through family-links services such as RCMs and phone calls. At the request of foreign detainees, the ICRC sent notifications of detention to the pertinent embassies. It also covered transport costs for detainees returning home after their release.

Food rations in most Malagasy prisons decreased, owing to budget cuts. As a consequence, the Aumônerie Catholique des Prisons (ACP) and the ICRC had to provide meals for more detainees than planned. The ACP and the ICRC also renovated food storage facilities to help prison authorities manage food stocks more efficiently. ICRC training helped the ACP strengthen its ability to implement the nutrition programme with the ICRC. To make the programme more effective, the ICRC set up a pilot project in two prisons to test malnourished detainees for TB and/or HIV; those who tested positive began receiving treatment. ICRC health staff urged the justice and health ministries to work together to improve health care in prisons. For instance, the ministries began to explore possibilities for building a pharmacy to supply medicines to 41 prisons in Madagascar. The ICRC also mitigated risks to detainees' health by renovating and disinfecting prison infrastructure.

The ICRC pursued contact and dialogue with influential parties throughout the region – authorities, police forces, members of civil society and others – to broaden awareness of and support for IHL,

international human rights law, the Movement's neutral, impartial and independent humanitarian action and the ICRC's mandate. For instance, in Madagascar, it renewed its agreement with the police to cooperate in training and in incorporating pertinent standards in law enforcement operations. With ICRC technical assistance, Mauritius passed a law that incorporated key provisions of the Convention on Cluster Munitions and the Anti-Personnel Mine Ban Convention, and Madagascar ratified the Arms Trade Treaty. IHL committees in the region organized their first meeting in the Seychelles; this led to the creation of a regional platform for exchanging best practices in promoting and implementing IHL. Articles or reports published by journalists after attending ICRC press conferences helped raise public awareness of humanitarian concerns.

The region's National Societies were given support for responding to emergencies and for promoting IHL and the Movement. The ICRC and the Indian Ocean Regional Intervention Platform (PIROI), a mechanism led by the French Red Cross, conducted a joint workshop on the management of human remains for police and *gendarmerie* personnel, justice ministry officials, hospital staff and other pertinent actors in Madagascar. Owing to administrative issues, the Comoros Red Crescent remained unable to provide family-links services for Comoran migrants deported from the island of Mayotte. The ICRC coordinated its efforts with Movement partners to maximize the impact of activities and avoid duplication.

## PEOPLE DEPRIVED OF THEIR FREEDOM

### Detainees in the Comoros and Madagascar receive ICRC visits

A total of 17,153 detainees held in 31 prisons under the authority of the justice ministry in Madagascar, and 253 detainees at the Koki and Moroni detention centres in the Comoros, were visited in accordance with standard ICRC procedures. ICRC delegates monitored the treatment and living conditions of all detainees, paying particular attention to vulnerable women, children, elderly people and foreigners. Following these visits, ICRC delegates discussed their findings and recommendations confidentially with the authorities.

Detainees maintained contact with their relatives through family-links services such as RCMs or phone calls. At the request of foreign detainees, the ICRC sent notifications of detention to the pertinent embassies. It also covered transport costs for three detainees who returned home after their release.

### Malagasy authorities take steps to foster respect for detainees' judicial guarantees

The ICRC worked with various Malagasy actors operating in places of detention, with a view to supporting penitentiary reform to address the causes and effects of overcrowding. During dialogue with judicial authorities, the ICRC emphasized the importance of sharing best legal practices and urged cooperation between judicial and penitentiary authorities. The justice ministry, a French organization and the ICRC drafted a set of rules and regulations for Malagasy prisons, which included a section on the special needs of detained minors; the draft was presented to the authorities concerned.

Students of the national prison administration school and prison staff learnt more about detainees' rights, internationally recognized standards for detention, judicial guarantees, ICRC activities and other related matters during ICRC training sessions and other events. The director-general of the penitentiary administration could not attend a course on prison management held abroad, owing to a government reshuffle.

The Malagasy technical committee on respect for judicial guarantees – which was established by the justice ministry – and the ICRC conducted a workshop on judicial guarantees and overcrowding in prisons for pertinent parties. With a view to expediting the sentencing of detainees, members of the committee – together with justice ministry officials and ICRC representatives – visited a prison where large numbers of people were being held in pre-trial detention; and a magistrate from the justice ministry, with ICRC financial support, conducted research on detainees' cases awaiting the Supreme Court's attention. Malagasy prison authorities enhanced their handling of prison registries and detainees' case files with technical and material assistance from the ICRC. The staff of two detention facilities in the Comoros received similar support.

The National School of Magistrates and Registrars in Madagascar and the ICRC organized a debate for lawyers, students, professors and other members of civil society on alternatives to detention. The Commission on the Reform of the Penal System drew on ICRC expertise to prepare a draft law on community service as an alternative to detention.

### **Malnourished detainees in Madagascar meet their nutritional needs**

Food rations in most Malagasy prisons decreased, owing to budget cuts, and the ICRC had to assist more malnourished detainees through its nutrition programme than planned. A total of 9,057 malnourished detainees in 19 prisons met their nutritional needs with the help of meals distributed by the ICRC and its implementing partner, the ACP; 838 detainees with acute malnutrition were given high-energy food supplements. The ACP and the ICRC renovated food storage facilities to help prison authorities manage food stocks more efficiently; energy-saving stoves were also constructed. Through ICRC training, the ACP bolstered its capacities in implementing the nutrition programme with the ICRC.

The ICRC-supported nutritional monitoring system in 42 prisons made data on detainees' malnutrition and other health-related information accessible to the pertinent authorities. The ACP and the ICRC assisted prison staff in responding to medical emergencies; this helped reduce malnutrition and mortality rates among detainees.

### **Detainees in Madagascar obtain treatment for TB and/or HIV**

In Madagascar, ICRC health staff urged the justice and health ministries to work together to improve health services, including the management of diseases such as TB and malaria in 19 prisons. The ministries began to explore possibilities for building a pharmacy to supply medicines to 41 prisons in Madagascar. The Malagasy technical committee tackling health care in prisons continued to seek to improve detainees' access to medical care. For example, with ICRC assistance, the committee and the health ministry established an interministerial committee to ensure health care for detainees in hospitals outside prisons. The interministerial committee began to work on a draft law to include prisoners in the Malagasy health code.

To make the nutrition programme mentioned above more effective, the ICRC set up a pilot project in two prisons to test malnourished detainees for TB and/or HIV; those who tested positive began receiving treatment. With ICRC support, 28 sick detainees in 19 Malagasy prisons obtained proper medical care; ICRC health staff followed up some of them individually. The Malagasy prison administration's chief medical officer and the ICRC provided

prison health personnel with guidance for the monitoring of health issues within the prison system during their joint prison visits. Partly because of the ICRC's efforts, the justice ministry allocated a budget for medicines in prisons. However, since the budget was inadequate, the ICRC continued to provide financial assistance for the detention authorities to buy essential medicines to treat about 12,000 detainees. A total of 11 prisons obtained medical supplies and equipment from the ICRC for the treatment of 5,447 inmates.

In the Comoros, prison health staff bolstered their capacities in collecting, managing and reporting detainees' health-related information to health and prison authorities. The ICRC helped foster cooperation between the detention authorities and other pertinent actors working to improve detainees' access to health care. At the Koki prison, 40 detainees affected by a beriberi epidemic obtained medical treatment through the ICRC.

### **Detained minors at two Malagasy prisons have separate quarters**

In the Comoros and Madagascar, about 5,800 inmates in seven detention facilities had better living conditions after the authorities and the ICRC renovated water and sanitation infrastructure and other basic facilities. For instance, the provision of bunk beds expanded detainees' living space. In Madagascar, the ICRC also installed biogas systems in two prisons, and a solar-powered heater – to run a section of the kitchen – in one prison. Quarters constructed by the ICRC in two prisons enabled minors to be housed separately from adult detainees.

About 10,200 inmates in 15 prisons – including some of the beneficiaries mentioned above – minimized the spread of diseases with the help of ICRC-supplied soap and cleaning materials, and through good hygiene practices learnt at ICRC workshops. Disinfection of prison cells – carried out by the authorities with support from the Pasteur Institute, the health ministry and the ICRC – lowered detainees' risk of illness and disease. An ICRC-initiated chlorine production project helped one Malagasy prison reduce its sanitation costs.

### **ACTORS OF INFLUENCE**

The ICRC pursued contact and dialogue with influential parties throughout the region – authorities, police forces, members of civil society and others – to broaden awareness of and support for IHL, international human rights law, the Movement's neutral, impartial and independent humanitarian action and the ICRC's mandate.

### **The Malagasy police and the ICRC renew cooperation agreement**

In Madagascar, the police and the ICRC extended, for two years, their 2013 agreement to cooperate in training and in incorporating pertinent standards in law enforcement operations. Police and *gendarmérie* personnel learnt more about international human rights law, international policing standards and/or internationally recognized standards for detention at ICRC workshops. Senior officers from the *gendarmérie* expanded their capacities at an ICRC train-the-trainer session. The ICRC continued to engage in discussions with private security forces and units in mining areas in the country, with a view to raising their awareness of international human rights law.

A total of 600 new recruits to the Mauritian police, prison services and coastguard learnt more about IHL and/or international human rights law during ICRC training.

### **Madagascar ratifies the Arms Trade Treaty**

The IHL committees of the Comoros, Madagascar, Mauritius and the Seychelles organized their first regional meeting in the Seychelles; this led to the creation of a regional platform for exchanging best practices in promoting and implementing IHL. Representatives from all four committees attended the universal meeting of IHL committees in Geneva, Switzerland and a regional IHL seminar abroad (see *International law and policy* and *Pretoria*). The Malagasy IHL committee and the Malagasy Red Cross Society maintained their joint efforts to lobby for the adoption of the emblem law. Key provisions of the Convention on Cluster Munitions and the Anti-Personnel Mine Ban Convention were incorporated in a new law in Mauritius, and Madagascar ratified the Arms Trade Treaty – both with ICRC technical assistance. The Institute for Judicial and Legal Studies in Mauritius and the ICRC provided IHL training for barristers; the institute also obtained IHL resource materials from the ICRC.

Over 200 law students in the Comoros learnt more about IHL through ICRC sessions on the subject.

### **Journalists raise awareness of humanitarian issues**

Youth officers of the Helvetia Youth Centre in Mauritius strengthened their ability to conduct IHL dissemination sessions for young people; they did so through a workshop organized by the national IHL committee with ICRC assistance. The Mauritian IHL committee used ICRC materials while promoting its travelling photo exhibit on the importance of respecting IHL among the general public in Mauritius, and among attendees of the above-mentioned regional IHL seminar in South Africa.

Articles, interviews and reports published by journalists after attending ICRC press conferences helped broaden awareness of humanitarian concerns among the authorities and members of civil society throughout the region. An ICRC-produced video about malnourished detainees in Madagascar helped draw attention to the issue of malnutrition.

## **RED CROSS AND RED CRESCENT MOVEMENT**

National Societies throughout the region continued to strengthen their capacities in emergency preparedness or response and to conduct dissemination and public-communication activities on the Movement and IHL, with the support of the ICRC and other Movement partners such as the PIROI, a mechanism led by the French Red Cross. For instance, the Comoros Red Crescent organized a workshop on the Safer Access Framework for its staff and volunteers, and set up first-aid stations during national elections, in case of socio-political unrest. With ICRC support, the Malagasy Red Cross Society produced newsletters to promote its activities among the public.

The PIROI and the ICRC organized a workshop on the management of human remains for the parties concerned in Madagascar: police and *gendarmerie* personnel, justice ministry officials, hospital staff and others. Owing to administrative issues, the Comoros Red Crescent remained unable to provide family-links services for Comoran migrants deported from the island of Mayotte.

All Movement components in the region met regularly to coordinate their efforts, with a view to maximizing impact and preventing duplication. The Malagasy Red Cross explored partnership possibilities with other Movement actors in Madagascar.

MAIN FIGURES AND INDICATORS: PROTECTION		Total			
<b>CIVILIANS (residents, IDPs, returnees, etc.)</b>					
<b>RCMs and other means of family contact</b>			UAMs/SC		
RCMs collected		19			
RCMs distributed		73			
<b>Tracing requests, including cases of missing persons</b>			Women	Girls	Boys
People for whom a tracing request was newly registered		14	6		
Tracing cases closed positively (subject located or fate established)		6			
Tracing cases still being handled at the end of the reporting period (people)		21	8	3	2
<b>PEOPLE DEPRIVED OF THEIR FREEDOM (All categories/all statuses)</b>					
<b>ICRC visits</b>			Women	Minors	
Detainees visited		17,406	780	824	
			Women	Girls	Boys
Detainees visited and monitored individually		141	9	1	5
Detainees newly registered		126	9	1	5
Number of visits carried out		86			
Number of places of detention visited		33			
<b>RCMs and other means of family contact</b>					
RCMs collected		136			
RCMs distributed		16			
Phone calls made to families to inform them of the whereabouts of a detained relative		370			

MAIN FIGURES AND INDICATORS: ASSISTANCE		Total	Women	Children
<b>PEOPLE DEPRIVED OF THEIR FREEDOM (All categories/all statuses)</b>				
<b>Economic security (in some cases provided within a protection programme)</b>				
Food commodities <sup>1</sup>	Beneficiaries	2,424	21	39
Essential household items	Beneficiaries	2,188	38	54
Productive inputs	Beneficiaries	2,399	38	44
Cash	Beneficiaries	2,465	37	57
<b>Water and habitat (in some cases provided within a protection or cooperation programme)</b>				
Water and habitat activities	Beneficiaries	12,187	853	4,875
<b>Health</b>				
Visits carried out by health staff		33		
Places of detention visited by health staff	Structures	26		
Health facilities supported in places of detention visited by health staff	Structures	13		

1. Owing to operational and management constraints, figures presented in this table and in the narrative part of this report may not reflect the extent of the activities carried out during the reporting period.