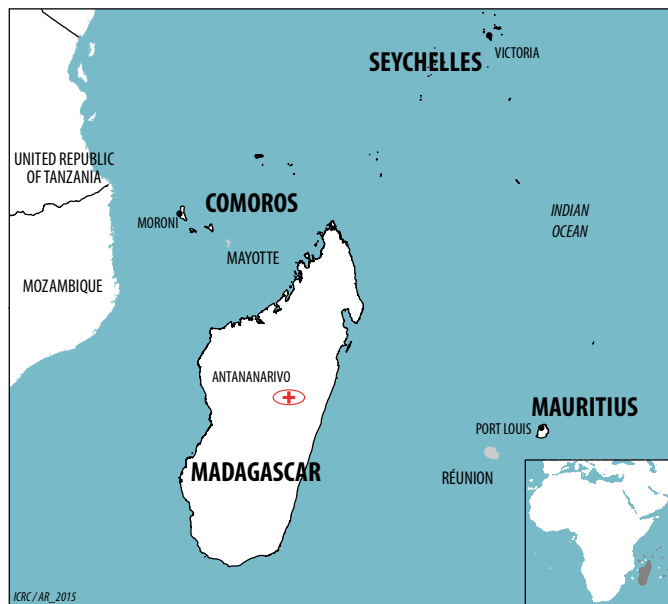


ANTANANARIVO (regional)

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 2015

- ▶ Malagasy authorities, aided by the ICRC, looked into various solutions to prison overcrowding and proposed further measures. They followed up pending cases, which led to the release of some inmates.
- ▶ Detainees in the Comoros and Madagascar had better living conditions after detention facilities were constructed/upgraded and prison cells disinfected, with ICRC support.
- ▶ More than 8,000 detainees in Madagascar, some severely malnourished, met their immediate nutritional needs through supplementary meals distributed by a local partner and the ICRC.
- ▶ The Malagasy *gendarmerie* and the ICRC formalized an agreement to bring the former's policies, operating procedures and training into line with international human rights law and humanitarian principles.
- ▶ With encouragement from their national IHL committees/ National Societies and the ICRC: Mauritius and the Seychelles ratified the Arms Trade Treaty; Madagascar declared support for the Montreux Document.
- ▶ Support for the family-links services provided by a branch of the Comoros Red Crescent Society for Comoran returnees was temporarily suspended, pending the resolution of administrative issues.

EXPENDITURE IN KCHF

Protection	1,124
Assistance	1,800
Prevention	403
Cooperation with National Societies	365
General	15
Total	3,707
<i>Of which: Overheads</i>	226

IMPLEMENTATION RATE

Expenditure/yearly budget	93%
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PERSONNEL

Mobile staff	9
Resident staff (daily workers not included)	30

YEARLY RESULTS

Level of achievement of ICRC yearly objectives/plans of action

HIGH

PROTECTION	Total
CIVILIANS (residents, IDPs, returnees, etc.)	
Restoring family links	
RCMs collected	62
RCMs distributed	143
PEOPLE DEPRIVED OF THEIR FREEDOM (All categories/all statuses)	
ICRC visits	
Detainees visited	17,013
Detainees visited and monitored individually	131
Number of visits carried out	64
Number of places of detention visited	28
Restoring family links	
RCMs collected	218
RCMs distributed	41
Phone calls made to families to inform them of the whereabouts of a detained relative	270

CONTEXT

In Madagascar, the political situation remained fragile for most of the year. Limited economic growth resulted in budget cuts that aggravated long-term deficiencies in the delivery of basic services, including in prisons. The country was struck by natural disasters at the beginning of the year: flooding in the central regions – which caused the displacement of thousands, including within the capital of Antananarivo – and prolonged drought in the south. Communal and criminal violence occasionally flared up in the south. Demonstrations here and in the Comoros, related to political and/or social issues, sometimes turned violent.

The Comoros prepared for presidential elections in 2016. Comoran migrants continued to be deported from the island of Mayotte.

Mauritius and the Seychelles remained politically stable; presidential elections in the latter concluded peacefully in 2015.

ICRC ACTION AND RESULTS

The ICRC's regional delegation in Antananarivo continued to support the authorities in the Comoros and Madagascar in improving the treatment and living conditions of detainees. It also encouraged respect for norms applicable to the law enforcement practices of both countries and, in the region, fostered understanding of and support for IHL and the Movement. Where possible, it coordinated with other organizations and/or worked with the National Society concerned in order to maximize the impact of its activities.

In the Comoros and Madagascar, the ICRC visited detainees in accordance with its standard procedures, paying special attention to vulnerable inmates, and helped them restore contact with their families. It provided the authorities with confidential feedback based on these visits, supplemented by technical and other support. In Madagascar, the ICRC's dialogue with the authorities centred on ensuring respect for detainees' judicial guarantees and on the effects of overcrowding and resource constraints on detainees' living conditions. To help in the development of long-term solutions, particularly for reducing the prison population, the ICRC supported the authorities in studying alternatives to detention and in improving the management of detainees' cases. At one workshop, Malagasy judicial and penitentiary authorities reviewed previous ICRC recommendations and proposed additional measures, including updates to legislation. Several detainees' cases were expedited after ICRC technical and material assistance made it possible to update prison registries and, thus, to follow up pending cases; some inmates were released after Malagasy authorities acted on individual cases brought to their attention.

ICRC reports apprised the authorities of urgent concerns, particularly after further cuts to the Malagasy prison administration's budget in 2015 led to a sharp rise in the rate of malnutrition – compared to 2014 – among detainees visited; the authorities responded by releasing additional funds to replenish part of the food stocks. In the meantime, supplementary meals distributed with a local partner helped malnourished detainees meet urgent nutritional needs. In the Comoros and Madagascar, coordination with the authorities and/or other organizations working in places of detention, and provision of direct assistance to help address needs not covered by the prison administration's resources – funds for the purchase of essential medicines, for instance – helped detainees benefit from better access to medical care and from upgraded prison facilities and sanitation.

The National Societies in the region and the ICRC worked together to bolster understanding of international norms governing law enforcement, for instance, among security forces personnel in the Comoros and Madagascar. The ICRC and the Malagasy *gendarmérie* agreed to cooperate in bringing the latter's policies, operations and training into line with international human rights law and humanitarian principles. The National Societies/ICRC also supported national IHL committees in the region in highlighting the importance of implementing IHL, which contributed to the ratification of the Arms Trade Treaty by Mauritius and the Seychelles and of the Convention on Cluster Munitions by the former, and to Madagascar's declaration of support for the Montreux Document.

Together with the ICRC, the National Societies in the region held various events to raise awareness of the Movement and the Fundamental Principles among students, journalists and the general public. They also strengthened their emergency response with ICRC support, including through the Indian Ocean Regional Intervention Platform (PIROI). ICRC support for the Comoros Red Crescent Society's family-links services for Comoran migrants returning from Mayotte was, however, suspended until administrative issues at the branch handling these services were resolved.

PEOPLE DEPRIVED OF THEIR FREEDOM

Detainees in Madagascar held under the authority of the justice ministry and detainees at the Koki and Moroni detention centres in the Comoros were regularly visited by the ICRC, in accordance with the organization's standard procedures. Vulnerable inmates – such as security detainees, women and minors – were given particular attention; those who had no personal belongings were provided with mats, clothes and footwear. Detainees exchanged news with their relatives through RCMs, phone calls or short oral messages relayed via ICRC delegates; upon their release, some detainees travelled home with ICRC assistance. Foreigners requested the ICRC to notify their consular representatives of their situation. Malagasy nationals detained abroad used Movement family-links services to stay in touch with their families.

The ICRC discussed findings from its visits, and recommendations, confidentially with the authorities. It submitted reports to inform them of urgent concerns (see below) and to help them develop long-term solutions. In Madagascar, dialogue centred on ensuring respect for detainees' judicial guarantees and on the effects of overcrowding/resource constraints on detainees' living conditions. Judicial and penitentiary officials studied the causes and consequences of overcrowding at a workshop jointly organized by the justice ministry, the French embassy and the ICRC. They also reviewed the ICRC's recommendations for reducing the prison population – such as the creation of a service specifically for managing probation orders – and proposed additional measures, including updates to legislation.

Malagasy authorities expedite the resolution of several pending cases

Legal offices in Comoran and Malagasy prisons updated their registries and managed detainees' case files more efficiently with ICRC material/technical assistance. In the Comoros, this, together with dialogue on issues related to pre-trial detention and the right of detainees to be judged within a reasonable period of time, contributed to a decline in the number of people held in the Moroni prison, from over 200 to about 110 detainees by year's end. In Madagascar, court administration services at 15 prisons managed

some 8,920 detainees' cases more effectively with ICRC training and donations of office equipment/supplies: 95 cases of temporary detention were followed up, resulting in 17 detainees being charged formally; 8 inmates were released after the authorities acted on individual cases brought to their attention. The Malagasy technical committee on respect for judicial guarantees continued to work with judicial and penitentiary authorities to streamline the management of detainees' cases and/or develop alternatives to detention, with a view to easing prison overcrowding.

The administrators of nine Malagasy prisons reviewed their rules and regulations, with the ICRC's help, to ensure that detainees were treated in compliance with domestic law and other applicable norms. During training sessions held at the national prison administration school and in prisons in Madagascar, some 380 students and 240 prison staff learnt more about detainees' rights, internationally recognized detention standards and the ICRC's activities for detainees.

Severely malnourished detainees in Madagascar receive emergency food rations

Further cuts to the Malagasy prison administration's budget (see *Context*) led to reduced food rations for detainees in most prisons; an ICRC report in March alerted the authorities to an increase in the incidence of malnutrition – compared to 2014 – in prisons visited by the organization; the authorities responded by releasing, in September, additional funds for replenishing part of prisons' food stocks.

In the meantime, more than 8,000 inmates, at 19 Malagasy prisons where malnutrition rates were particularly high, met their urgent nutritional needs with supplementary meals distributed by a local partner and the ICRC; severely malnourished inmates were also provided with high-energy food supplements. Donations of plates, spoons and ladles helped ensure standardized rations; fuel-efficient kitchens were built in four prisons where lack of firewood and poor cooking facilities had hampered the preparation of meals. Prison staff also received the equipment necessary to closely monitor inmates' health, for instance to measure their body mass index. Training and hands-on experience helped the ICRC's local partner strengthen its ability to carry out similar programmes independently. These efforts contributed to keeping the rate of mortality due to malnutrition low, according to data provided by the authorities and obtained in part through the national nutritional monitoring system, covering 42 central prisons, maintained with ICRC technical support.

With a view to improving the management of food stocks, the ICRC recommended that the supply chain be more closely supervised, particularly after a justice ministry/ICRC study on the impact of prison farms revealed that – even with an increase in productivity – the farms' output would not ensure an adequate supply of food, given the recurrence of food/malnutrition crises.

Detainees receive suitable medical care

Detainees in Madagascar had better access to medical care, through the ICRC's direct support for and coordination with the authorities, at times with the help of other organizations working in places of detention. For example, penitentiary authorities used ICRC financial/material support to overcome a shortage of essential medicines for some 12,000 detainees in 34 Malagasy prisons; prison clinics were also given medical supplies and equipment. Detainees who required specialized care were referred to civilian health facilities, through ICRC-facilitated coordination between local health and penitentiary authorities. Thus, over 120 detainees received suitable treatment; 30 of them were individually followed up by ICRC health staff and some had their treatment costs covered by the ICRC.

In the Comoros, penitentiary authorities and the Red Crescent Society of the Islamic Republic of Iran, with encouragement from the ICRC, initiated cooperation in medical activities in specific instances.

Prison health personnel in both the Comoros and Madagascar reinforced their capacity to manage health issues through joint visits to detention facilities with ICRC health staff and/or coaching from them. At a regional seminar organized by the ICRC (see *Rwanda*), one Malagasy penitentiary official added to his knowledge of best practices for handling health-related issues in detention.

A technical committee on detainee health in Madagascar continued to work on improving detainees' access to medical care, with the ICRC facilitating discussions between the health and penitentiary authorities. This contributed to improvement in the handling of communicable diseases – malaria, HIV infections and TB, for example – in 22 prisons. The committee also continued to follow up the implementation of the national prison health charter by seeking to have its policies and guidelines approved by the health and justice ministries.

PEOPLE DEPRIVED OF THEIR FREEDOM	Comoros	Madagascar
ICRC visits		
Detainees visited	267	16,746
<i>of whom women</i>	8	748
<i>of whom minors</i>	31	598
Detainees visited and monitored individually	17	114
<i>of whom women</i>		6
<i>of whom girls</i>		2
<i>of whom boys</i>	1	8
Detainees newly registered	9	90
<i>of whom women</i>		6
<i>of whom girls</i>		2
<i>of whom boys</i>	1	5
Number of visits carried out	3	61
Number of places of detention visited	2	26
Restoring family links		
RCMs collected	13	205
RCMs distributed	1	40
Phone calls made to families to inform them of the whereabouts of a detained relative	11	259

Detained minors at one Malagasy prison have quarters that separate them from adult inmates

Detainees at 10 places of detention in the Comoros and Madagascar had better living conditions after water/sanitation systems, sleeping quarters and other facilities were constructed/upgraded by the ICRC with, in some instances, the authorities and/or the National Society concerned. At the Mahajanga prison in Madagascar, newly constructed quarters enabled up to 54 minors to be housed separately from adults, reducing their vulnerability to abuse. Projects to lower expenses and free up resources for other needs were also undertaken: a newly constructed biogas production system helped reduce fuel costs at the Tsiafahy prison; work on chlorine-production projects at other prisons was in progress. In the Comoros, the ICRC stood ready to provide the authorities with technical advice for the planned construction of a new prison in Moroni.

Over 7,400 inmates in 14 prisons avoided the spread of disease with ICRC-supplied soap/cleaning materials and good hygiene practices learnt at awareness-raising sessions and/or promoted by hygiene committees. Health hazards were further reduced by the disinfection of prison cells during vector-control campaigns conducted by the authorities with support from the ICRC and the Pasteur Institute in Madagascar, and the National Society in the Comoros. Some 20 Malagasy prison personnel honed their ability to effectively conduct these campaigns through training.

ACTORS OF INFLUENCE

Malagasy gendarmerie takes steps to incorporate humanitarian principles in training and operations

Members of the Comoran and Malagasy security forces furthered their understanding of international norms and standards applicable to law enforcement, through a series of workshops organized by the ICRC with their respective National Societies and, in the Comoros, the National Human Rights Commission. Senior officers of the Malagasy armed and security forces, and several civil servants, learnt more about these matters during an ICRC presentation at a seminar in Antananarivo.

The Malagasy *gendarmerie* and the ICRC agreed to cooperate in bringing the former's policies, operating procedures and training into line with international human rights law and humanitarian principles. This agreement was patterned after a similar agreement signed with the interior security ministry in 2013, concerning the national police. Although the progress of the sub-committees tasked with reviewing the doctrine and training of the national police continued to be hampered by the reassignment of officers on the committees and other factors, discussions were ongoing and the ICRC maintained its provision of technical and other support.

A Malagasy military officer reinforced his understanding of IHL at an advanced course in San Remo.

Mauritius and the Seychelles ratify the Arms Trade Treaty

In Madagascar, the national IHL committee and the Malagasy Red Cross Society drew on ICRC financial and technical support to hold a workshop for drafting a law ensuring respect for and regulating the use of the emblems protected under IHL. The draft bill was deposited in the parliament.

Members of national IHL committees in the region and their peers discussed the challenges to implementing IHL during a seminar abroad (see *Pretoria*), and drafted a regional pledge on compliance with IHL that was signed at the 32nd International Conference.

The importance of implementing IHL was emphasized at other events/discussions organized by the national IHL committees and the National Societies/ICRC; this contributed to the ratification of the Arms Trade Treaty by Mauritius and the Seychelles and of the Convention on Cluster Munitions by the former, and to Madagascar's declaration of support for the Montreux Document.

Journalists help to draw attention to issues of urgent humanitarian concern in the region

Students, journalists and the general public throughout the region learnt about the Movement, the Fundamental Principles and the basic principles of IHL through dissemination sessions and other events held by the National Societies/ICRC. Notably, 10 journalists in Madagascar learnt more about reporting on humanitarian issues at a National Society/ICRC-organized workshop. Media coverage of these events – and, in Madagascar, ICRC activities for detainees – helped to highlight issues of urgent humanitarian concern in the region.

A university in the Comoros and another in Madagascar had more references on IHL after the ICRC donated publications for the library of their law department. In Mauritius, the national IHL committee continued to promote its travelling photo exhibit, with a view to raising awareness throughout the country of the importance of respecting IHL.

RED CROSS AND RED CRESCENT MOVEMENT

National Societies in the Comoros and the Seychelles learn to operate safely during emergencies

With ICRC support, including through the PIROI, National Societies in the region continued to strengthen their capacities, particularly in emergency preparedness/response. Such support helped Malagasy National Society teams assist local authorities in relief operations for flood victims, and helped the Comoran National Society and Seychelles Red Cross Society update their contingency plans in preparation for elections in their countries (see *Context*). The Comoran and Seychellois National Societies trained their staff and volunteers to provide first-aid and family-links services and to apply the Safer Access Framework. ICRC support for the Comoros Red Crescent's family-links services for Comoran migrants returning from Mayotte was, however, suspended until administrative issues, at the branch handling these services, were resolved. The Seychellois National Society also received training in financial management.

In Madagascar, an ICRC assessment of existing services in managing human remains was undertaken to find ways the Movement could supplement local expertise.

National Societies in the region also drew on ICRC support to broaden acceptance of the Movement among communities (see *Actors of influence*), and to take an active part in Movement workshops and statutory meetings, thereby strengthening coordination among the latter's components.

MAIN FIGURES AND INDICATORS: PROTECTION		Total		
CIVILIANS (residents, IDPs, returnees, etc.)				
Red Cross messages (RCMs)			UAMs/SC*	
RCMs collected		62	1	
RCMs distributed		143	1	
Tracing requests, including cases of missing persons			Women	Girls
People for whom a tracing request was newly registered		20	3	8
<i>including people for whom tracing requests were registered by another delegation</i>		9		
Tracing cases still being handled at the end of the reporting period (people)		24	3	10
<i>including people for whom tracing requests were registered by another delegation</i>		10		
PEOPLE DEPRIVED OF THEIR FREEDOM (All categories/all statuses)				
ICRC visits			Women	Minors
Detainees visited		17,013	756	629
			Women	Girls
Detainees visited and monitored individually		131	6	2
Detainees newly registered		99	6	2
Number of visits carried out		64		
Number of places of detention visited		28		
Restoring family links				
RCMs collected		218		
RCMs distributed		41		
Phone calls made to families to inform them of the whereabouts of a detained relative		270		

*Unaccompanied minors/separated children

MAIN FIGURES AND INDICATORS: ASSISTANCE		Total		
PEOPLE DEPRIVED OF THEIR FREEDOM (All categories/all statuses)				
Economic security (in some cases provided within a protection programme)¹				
Food commodities	Beneficiaries	1,212		
Essential household items	Beneficiaries	2,655		
Productive inputs	Beneficiaries	2,149		
Cash	Beneficiaries	4,143		
Water and habitat (in some cases provided within a protection or cooperation programme)				
Water and habitat activities	Beneficiaries	9,030		
Health				
Number of visits carried out by health staff		30		
Number of places of detention visited by health staff		23		
Number of health facilities supported in places of detention visited by health staff		9		