

# 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.

## YEARLY RESULTS

Level of achievement of ICRC yearly objectives/plans of action

**HIGH**

## KEY RESULTS/CONSTRAINTS

### In 2014:

- ▶ detainees in the Comoros and Madagascar had better hygiene/living conditions after the authorities concerned, with ICRC support, took measures such as vector-control campaigns/infrastructural repairs
- ▶ in Madagascar, some 3,800 malnourished detainees in underserved prisons recovered their health through an ICRC-supported nutritional programme implemented with a local partner
- ▶ over 300 officers from the police and the *gendarmierie* in the Comoros and Madagascar learnt more, during ICRC dissemination sessions, about human rights norms applicable to law enforcement
- ▶ the region's national IHL committees discussed IHL-related treaties at workshops organized by the ICRC at their request
- ▶ the Comoros Red Crescent and the Malagasy Red Cross Society assisted victims of violence and natural disaster, as well as vulnerable migrants, with ICRC support

PROTECTION	Total
<b>CIVILIANS (residents, IDPs, returnees, etc.)</b>	
<b>Red Cross messages (RCMs)</b>	
RCMs collected	5
RCMs distributed	33
People located (tracing cases closed positively)	3
<b>PEOPLE DEPRIVED OF THEIR FREEDOM (All categories/all statuses)</b>	
<b>ICRC visits</b>	
Detainees visited	14,681
Detainees visited and monitored individually	69
Number of visits carried out	84
Number of places of detention visited	26
<b>Restoring family links</b>	
RCMs collected	82
RCMs distributed	12
Phone calls made to families to inform them of the whereabouts of a detained relative	111

## EXPENDITURE (in KCHF)

Protection	1,069
Assistance	1,522
Prevention	390
Cooperation with National Societies	425
General	-

**3,406**

of which: Overheads 208

## IMPLEMENTATION RATE

Expenditure/yearly budget	<b>98%</b>
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## PERSONNEL

Mobile staff	7
Resident staff (daily workers not included)	26

## CONTEXT

Madagascar's newly elected president took office in January, the prime minister and the cabinet in April. These events marked the end of the country's transitional government, and led gradually to the return of international recognition and external aid. Madagascar was also readmitted to the African Union. However, long-standing deficiencies in the delivery of basic services, including in prisons, remained. In the south, intercommunal and crime-related violence displaced over a thousand people. As part of the effort towards national reconciliation, a number of people detained for their alleged involvement in previous attempts to destabilize the government were released under an amnesty by the president.

In the Comoros, the postponement of legislative and municipal elections created tensions, leading to demonstrations that sometimes turned violent. The expulsion of Comoran migrants from the French department of Mayotte, and their return to Comoros, continued.

Natural disasters of varying scale affected the region: tropical storms and floods displaced thousands of people in the Comoros and northern Madagascar.

## ICRC ACTION AND RESULTS

The regional delegation in Antananarivo continued to focus on assisting detainees in the Comoros and Madagascar, and on supporting the efforts of the region's National Societies to strengthen their emergency preparedness/disaster-management capacities and their ability to promote IHL/other relevant norms and humanitarian principles.

The ICRC visited detainees in prisons under the Malagasy Justice Ministry's authority, and others held at the Koki and Moroni detention centres in the Comoros, to monitor their treatment and living conditions. Security detainees and other vulnerable inmates were paid special attention. Findings from these visits were communicated to the newly elected president; this also enabled the ICRC to draw more attention to detainees' needs. The Comoran authorities and the ICRC signed an agreement formalizing visits to detainees.

With ICRC support, the Comoran and Malagasy authorities endeavoured to advance longer-term penitentiary reform. In Madagascar, technical committees working on health issues in detention and on ensuring respect for detainees' judicial guarantees relied on ICRC expertise for advising the pertinent authorities. The health committee sought to improve detainees' access to health care through follow-up work on the national prison health charter. During a workshop organized at the recommendation of the committee on ensuring respect for judicial guarantees, prosecutors and judges from across the country explored various proposals to reduce prison overcrowding and to streamline the management of detainees' cases, including alternatives to pre-trial detention.

In Madagascar, the prison administration's lack of resources directly affected inmates' living conditions, and the ICRC stepped in at selected prisons to meet the urgent health, sanitation and dietary needs of detainees. Malnourished detainees recovered their health with the help of an ICRC-supported nutritional programme, implemented with a local partner, which provided supplementary food rations and monitored their nutritional status. Upgrades to water/sanitation systems and prison infrastructure resulted in better access to safe drinking water and cleaner living

quarters for inmates. With assistance from the Pasteur Institute and the ICRC, the authorities strove to improve prison hygiene, including through pest-control campaigns and support for newly established hygiene committees in certain prisons; this helped stave off disease. In the Comoros, the authorities drew on ICRC support to find solutions for two pressing issues: overcrowding in prisons and deteriorating prison infrastructure.

Dissemination sessions furthered understanding, among Malagasy and Comoran police/*gendarmierie*, of international human rights norms applicable to law enforcement; a representative from Seychelles attended a meeting on the Arms Trade Treaty abroad. Members of national IHL committees, and other officials in the four countries covered, discussed IHL-related treaties of pertinence to their countries and enhanced their knowledge of IHL during ICRC-organized workshops and seminars, some of which took place abroad. Events such as photo exhibits, press conferences and information sessions for community members and journalists added to the public's knowledge of humanitarian principles and broadened acceptance for the Movement.

With ICRC technical/material support, the region's National Societies boosted their emergency preparedness and response capacities, assisted people affected by violence or natural disasters and promoted Movement principles. At a workshop organized by the Indian Ocean Regional Intervention Platform, to which the ICRC is a member, disaster management teams from the region's National Societies learnt more about human remains management in situations of violence and natural disasters. The Malagasy Red Cross Society aided people displaced/wounded during violence, and the Comoros Red Crescent helped vulnerable returnees deported from Mayotte and people affected by heavy floods.

Throughout the year, the ICRC coordinated its activities with those of Movement partners and other humanitarian actors in order to maximize impact and prevent duplication.

### PEOPLE DEPRIVED OF THEIR FREEDOM

Detainees in Madagascar held under the authority of the Justice Ministry – including people in prisons no longer benefiting from external support – and detainees at the Koki and Moroni detention centres in the Comoros were visited regularly, in accordance with the ICRC's standard procedures. Delegates monitored their treatment and living conditions, paying particular attention to vulnerable inmates such as security detainees, women, children, the elderly and foreigners. Inmates exchanged news with their relatives through RCMs, letters, phone calls or short oral messages relayed by the ICRC.

#### Comoran authorities and the ICRC sign agreement formalizing visits to detainees

After their visits, delegates discussed their findings and recommendations confidentially with the authorities concerned. Following an ICRC review of their rules and regulations, 11 prisons in Madagascar were better prepared to ensure that detainees' rights were respected. Dialogue with the pertinent authorities in Madagascar tackled detainees' judicial guarantees and the prison administration's lack of resources, which directly affected detainees' food supply and living conditions (see below). The ICRC's findings on the state of Madagascar's prisons and to the need to allocate sufficient resources were shared with the Malagasy authorities, including the President. In the Comoros, the authorities and the ICRC signed an agreement formalizing visits to detainees.

### Detainees in Madagascar reduce their risk of malnutrition and receive suitable medical care

Detainees at 19 underserved prisons met their dietary needs through supplementary high-energy food rations, distributed directly and via a local partner organization. Some 3,800 malnourished inmates who received a daily ration of rice, beans, oil and salt through this programme, including some 800 who received food rations directly from the ICRC, improved their nutritional status, which reduced the mortality rate in the facilities covered. ICRC training for prison health staff and members of the partner organization helped ensure efficient food distributions and proper monitoring of the detainees' nutritional status.

The Malagasy prison administration, with ICRC training/technical support, refined its nutrition monitoring system, which covered the country's 42 central prisons. Better data on the prevalence of malnutrition, and on mortality rates and prison food stocks, enabled the authorities to monitor/detect acute malnutrition among inmates more effectively.

ICRC health staff followed the management of TB at 17 prisons, and facilitated dialogue between local health and prison authorities, with a view to enabling ailing detainees to be referred to external health facilities for treatment unavailable at their prisons. ICRC support made it possible for 50 detainees to receive emergency medical care. Seven prisons received donations of medical drugs/supplies/equipment for treating some 3,780 inmates, including malnourished detainees.

Joint visits with the central prison administration's chief medical officer enhanced the coaching of prison health personnel and the monitoring of health issues within the prison system.

A technical committee tackling the issue of health in detention continued to work on improving detainees' access to medical care; the ICRC facilitated coordination/discussions between the prison administration and the health sector.

### Detainees in the Comoros and Madagascar have better access to water and sanitary conditions

About 11,000 inmates in the Comoros and Madagascar enjoyed improved conditions and avoided the spread of disease, thanks to ICRC-supplied soap and cleaning materials, infrastructure rehabilitation, hygiene awareness-raising sessions, vector-control campaigns or other measures taken by the authorities with ICRC support.

In Madagascar, 4,675 inmates at six detention facilities had better living conditions after the renovation of water/sanitation infrastructure, and of kitchens, food storage rooms and sleeping quarters; this was carried out in coordination with the authorities. At the country's biggest prison, the daily water rations for about half of the male inmates increased from 8 to 40 litres – double the recommended amount – and some 300 women benefited from refurbished dormitories, kitchen areas, showers and latrines.

Health risks were mitigated by the disinfection of prison cells, which took place during vector-control campaigns carried out by the authorities with support from the Pasteur Institute and the ICRC. Recognizing the need for hygiene promotion in prisons, local prison authorities set up hygiene committees, in line with a national decree passed in 2013. Fifteen prison personnel from five prisons in the Analamanga region in central Madagascar, mainly nurses and specialist staff, were trained on their responsibilities as committee focal points with the support of the ICRC and technical staff from the central prison's administration.

In the Comoros, government officials, technical personnel and members of civil society attended a round-table organized by the Justice Ministry and the ICRC; there they tackled issues related to overcrowding and deteriorating prison infrastructure, and discussed internationally recognized standards for detention and recommendations for the construction of detention facilities.

PEOPLE DEPRIVED OF THEIR FREEDOM		COMOROS	MADAGASCAR
<b>ICRC visits</b>			
Detainees visited		340	14,341
	<i>of whom women</i>	17	757
	<i>of whom minors</i>	13	512
Detainees visited and monitored individually		15	54
	<i>of whom women</i>		1
	<i>of whom boys</i>		3
Detainees newly registered		3	27
	<i>of whom women</i>		1
	<i>of whom boys</i>		3
Number of visits carried out		6	78
Number of places of detention visited		2	24
<b>Restoring family links</b>			
RCMs collected		4	78
RCMs distributed		1	11
Phone calls made to families to inform them of the whereabouts of a detained relative		2	109

PEOPLE DEPRIVED OF THEIR FREEDOM		COMOROS	MADAGASCAR
<b>Economic security, water and habitat</b>			
Food commodities	Beneficiaries		884
Essential household items	Beneficiaries	343	10,820
Cash	Beneficiaries		2,969
Water and habitat activities	Beneficiaries	283	10,890
<b>Health</b>			
Number of visits carried out by health staff			45
Number of places of detention visited by health staff			17

At the Koki and Moroni detention centres, detainees had better sanitary conditions and access to water following urgently needed renovations, and distributions of hygiene items, undertaken by the ICRC in cooperation with the Comoros Red Crescent. A newly built visiting room enabled detainees and their families to meet in a more comfortable setting. The centres also received donations of medical supplies and equipment.

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

In Madagascar, ICRC support enabled the local authorities to manage detainee registers and individual case files more efficiently; the ICRC drew their attention to 40 cases of irregular detention observed during visits. ICRC material/technical support also helped legal officers at 13 prisons to manage the cases of over 10,200 detainees.

Following the recommendations of a technical committee working on ensuring respect for judicial guarantees, 40 prosecutors and judges from across Madagascar discussed how to reduce prison overcrowding, and streamline the management of detainees' cases, at a workshop organized by the Justice Ministry and the ICRC. Participants presented alternatives to pre-trial detention, including the use of probation orders.

At the national prison administration school, 70 students and 140 prison guards learnt more about detainees' rights, internationally recognized standards for detention and the ICRC's activities.

### **ACTORS OF INFLUENCE**

#### **Police and *gendarmerie* further their understanding of the rules applicable to law enforcement**

In preparation for the forthcoming elections (see *Context*), 92 members of the Comoran police and *gendarmerie* added to their knowledge of international human rights norms applicable to law enforcement, and learnt more about best practices in the use of force and firearms, at training sessions organized by the national human rights committee and the ICRC at the authorities' request. In Madagascar, over 200 members of the *gendarmerie* and police participated in similar sessions conducted by the ICRC at their training establishments.

The working group charged with implementing an agreement between the Malagasy Interior Security Ministry and the ICRC – to update security policies/manuals and train various forces – set up two sub-committees to review doctrine and training issues. Owing to the replacement of officers on the committees and other factors, some activities under the agreement progressed slowly. Preparations continued for concluding a similar agreement with the *gendarmerie*.

Over 2,000 people learnt more about IHL through a photo exhibit on “150 years of humanitarian action” organized in cooperation with the University of Fianarantsoa and the Swiss embassy in Antananarivo. Some 100 law students from two universities, one in Antananarivo and the other in Fianarantsoa, attended lectures and debates on IHL; one university professor attended a training course abroad for IHL teachers (see *Dakar*).

Media coverage of an ICRC film on pest-control campaigns in Malagasy prisons raised awareness among the wider public of humanitarian issues in prisons. Journalists in the four countries covered drew on ICRC-provided materials to produce several

news items for print and broadcast media, which helped raise the public's awareness of IHL and the ICRC's activities. At a workshop organized with Movement partners, 10 Malagasy journalists discussed regional humanitarian issues.

### **National IHL committees in the region promote IHL and the Arms Trade Treaty**

In the Seychelles, members of the Humanitarian Affairs Committee and other parties concerned discussed the pertinence of the Arms Trade Treaty, and its implementation, including the steps needed to comply with its obligations; this took place during a workshop facilitated by the ICRC at the government's request. At a meeting on the Arms Trade Treaty (see *Nairobi*), an official from the Seychelles police learnt more about regional efforts to regulate the proliferation of small arms and light weapons. In Mauritius, over 70 people – government officials, police officers, teachers and young people – discussed new weapons and their pertinence to the African context, as well as ways to sensitize various audiences to the relevance of IHL, at a workshop organized by the national IHL committee in which the ICRC participated. Using ICRC materials, the committee also put together a travelling photo exhibit to draw attention throughout the country to the importance of IHL. Members of the Comoran and Malagasy national IHL committees furthered their knowledge of IHL at workshops; two officers from the Comoran and Malagasy armed forces did the same at advanced seminars abroad. Members of the national IHL committees also exchanged experiences during an IHL seminar abroad (see *Pretoria*).

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

The region's National Societies continued, with ICRC support, to reinforce their emergency preparedness and response capacities. At a workshop organized by the Indian Ocean Regional Intervention Platform, that featured presentations by a local forensics expert and the ICRC, disaster-management specialists from the region's National Societies furthered their understanding of human remains management – its importance and the challenges it presented – during natural disasters and situations of violence.

#### **National Societies aid victims of violence and natural disasters**

ICRC-trained Malagasy Red Cross Society teams evacuated around 50 people to hospital after they were injured by an explosion at the president's inauguration; the donation of a war-surgery kit supported the authorities' and first-aid providers' efforts to treat all the wounded. The National Society, with ICRC support, also provided over 1,600 people displaced by intercommunal and crime-related violence with relief kits containing shelter materials and hygiene/medical items, supplementing the aid provided by the authorities, and with food distributed in coordination with the WFP. Comoros Red Crescent emergency teams rescued and aided people after a tropical storm, including some 3,300 displaced by floods.

#### **Comoros Red Crescent assists returning migrants**

With ICRC support, the Comoros Red Crescent assisted – with food, water and clothes – over 1,500 vulnerable returnees deported from Mayotte. National Society family-links services enabled 849 returnees to re-establish contact with their families on arrival, and facilitated the return of 261 people to their villages. Public awareness campaigns on the island of Anjouan drew people's attention to the dangers of using unseaworthy vessels as a mean of transport on the open sea. The National Society, with the French Red Cross, also explored ways to improve health facilities in Comoros, to help check the flow, for medical purposes, of irregular migrants to Mayotte.

## National Societies strengthen their dissemination capacities and programmes

Through dissemination sessions on the Fundamental Principles in Comoros and Madagascar, and an induction course for newly elected council members in Mauritius, National Society volunteers, students and other members of the public learnt more about the Movement's humanitarian activities, which helped to increase acceptance for it. Activities on World Red Cross Red Crescent Day further supported these efforts: public television in the Comoros aired a feature programme on the Movement. In Madagascar, parliamentarians furthered their understanding of the importance of protecting – through legislation and other means – the Movement's emblems; some 4,000 people in remote areas did the same during 60 public awareness campaigns. The Seychelles Red Cross Society celebrated its 25th anniversary and promoted its activities, especially among young people.

Movement partners coordinated their activities, among each other and with other humanitarian actors working in the region, to maximize their impact and prevent duplication.

MAIN FIGURES AND INDICATORS: PROTECTION		Total			
<b>CIVILIANS (residents, IDPs, returnees, etc.)</b>					
<b>Red Cross messages (RCMs)</b>			UAMs/SCs*		
RCMs collected		5			
RCMs distributed		33			
<b>Tracing requests, including cases of missing persons</b>			Women	Girls	Boys
People for whom a tracing request was newly registered		7	2	3	1
People located (tracing cases closed positively)		3			
Tracing cases still being handled at the end of the reporting period (people)		3	2		
<b>PEOPLE DEPRIVED OF THEIR FREEDOM (All categories/all statuses)<sup>1</sup></b>					
<b>ICRC visits</b>			Women	Minors	
Detainees visited		14,681	774	525	
			Women	Girls	Boys
Detainees visited and monitored individually		69	1		3
Detainees newly registered		30	1		3
Number of visits carried out		84			
Number of places of detention visited		26			
<b>Restoring family links</b>					
RCMs collected		82			
RCMs distributed		12			
Phone calls made to families to inform them of the whereabouts of a detained relative		111			

\* Unaccompanied minors/separated children

1. Comoros, Madagascar

MAIN FIGURES AND INDICATORS: ASSISTANCE		Total	Women	Children
<b>PEOPLE DEPRIVED OF THEIR FREEDOM (All categories/all statuses)<sup>1</sup></b>				
<b>Economic security, water and habitat (in some cases provided within a protection programme)</b>				
Food commodities	Beneficiaries	884		
Essential household items	Beneficiaries	11,163		
Cash	Beneficiaries	2,969		
Water and habitat activities	Beneficiaries	11,173		
<b>Health</b>				
Number of visits carried out by health staff		45		
Number of places of detention visited by health staff		17		

1. Comoros, Madagascar