

ANTANANARIVO (REGIONAL)

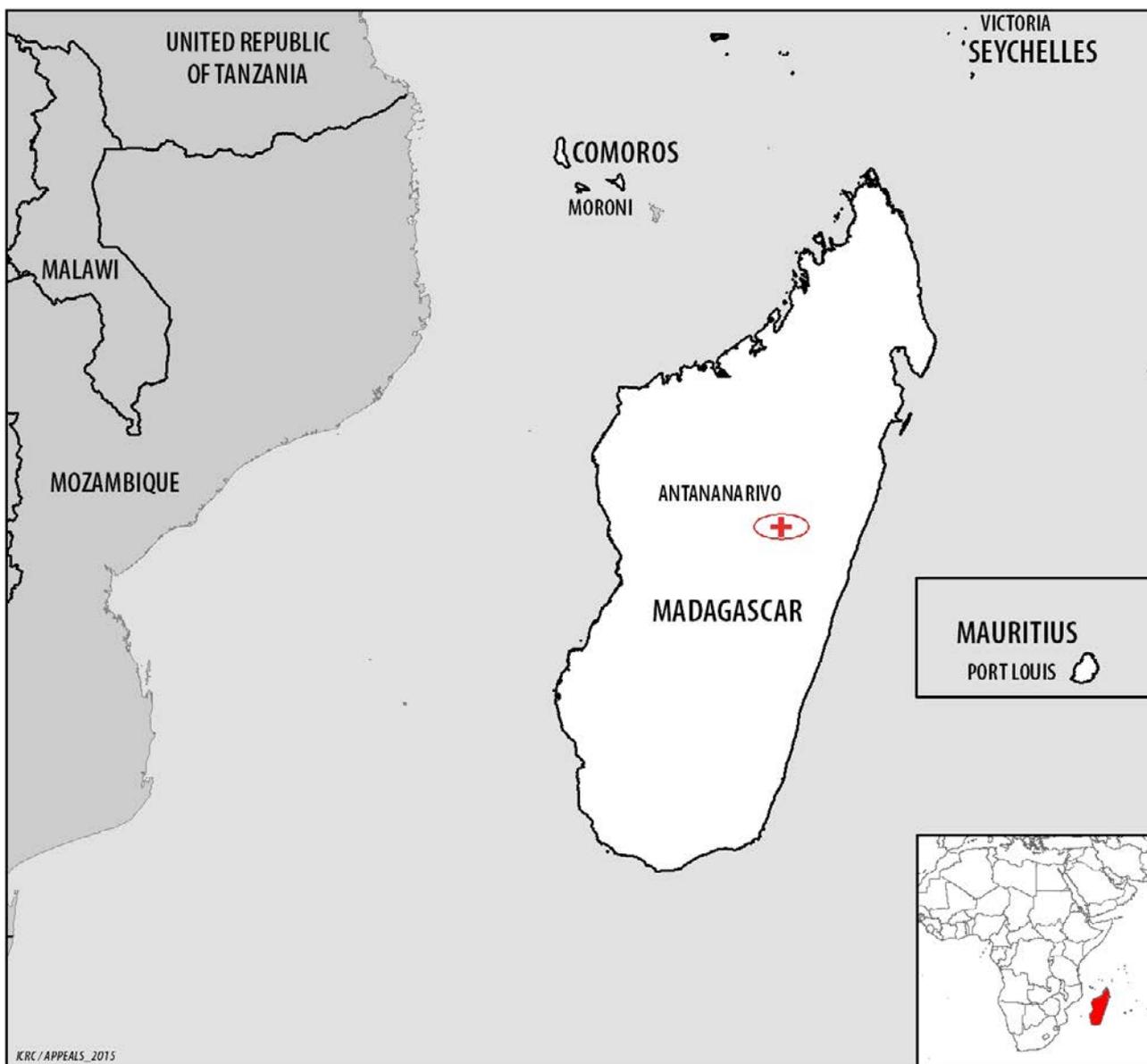
COVERING: Comoros, Madagascar, Mauritius, Seychelles

The objectives and plans of action are valid for two years, while the budget presented applies to one year only.

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.

BUDGET IN KCHF	
Protection	1,192
Assistance	1,795
Prevention	508
Cooperation with National Societies	479
General	23
Total	3,997
<i>Of which: Overheads</i>	244

PERSONNEL	
Mobile staff	8
Resident staff (daily workers not included)	30



KRC/APPEALS_2015

 ICRC regional delegation

MAIN TARGETS FOR 2015–16

- ▶ the Comorian and Malagasy prison authorities, with technical and material ICRC support, institute measures and establish systems to address structural deficiencies that affect detainees' treatment and living conditions
- ▶ malnourished Malagasy detainees recover their health, with the help of food rations and medical care, while all detainees benefit from the authorities' enhanced capacity to deliver medical care and monitor nutrition conditions
- ▶ detainees in up to 17 prisons in Madagascar increase their supply of clean water for drinking/sanitation purposes, and benefit from reduced fuel costs through biogas and chlorine production projects
- ▶ public/private security forces show restraint during law enforcement operations in the Comoros and Madagascar, following training in international human rights norms applicable to the use of force
- ▶ with training/financial support from the ICRC, the region's National Societies, particularly those of the Comoros and Madagascar, reinforce their emergency preparedness

CONTEXT

The formal appointment of a new government in 2014, after a five-year political crisis, is facilitating the return of international recognition to Madagascar's leadership, as reflected by pledges of external aid and the country's reintegration into the African Union. Amid these developments, long-term deficiencies in the delivery of basic services remain, including in prisons. Intercommunal and criminal violence occasionally trouble the peace in southern Madagascar.

In the Comoros, the 2014 year-end elections are the focus of growing attention. Demonstrations related to social issues sometimes turn violent. The expulsion of Comorian migrants from the island of Mayotte continues.

Mauritius and the Seychelles are politically stable. Natural disasters of varying scale affect the region.

HUMANITARIAN RESPONSE

In 2015–16, the ICRC's regional delegation in Antananarivo will focus on: helping the authorities improve detainees' conditions, mainly in Madagascar; supporting the incorporation of internationally recognized standards related to law enforcement in the training and operations of the armed/police forces and the *gendarmerie*; fostering understanding of and support for IHL and the Movement; and helping the region's National Societies strengthen their ability to respond to emergencies.

Delegates will visit detainees in the Comoros and Madagascar to monitor their treatment and living conditions. Afterwards, the ICRC will provide the authorities with confidential feedback. It will take the opportunity to urge them to comprehensively address the prison system's structural deficiencies and offer them support in doing so. In Madagascar, this will include providing continuous assistance to two technical committees working to enhance respect for judicial guarantees and to improve detainees' health.

Given the significant consequences of overcrowding, and the budget cuts faced by the Malagasy penitentiary services, the ICRC will keep up its structural support for the prison authorities to improve detainees' conditions. It will maintain regular activities at up to 12 of the most under-resourced prisons, where it will work with local teams to rehabilitate water, sanitation, cooking and/or other facilities, enhance hygiene and ensure health-care services for detainees.

Delegates will continue to work with the prison administration to monitor detainees' nutritional status in Madagascar's 41 central prisons. Along with local partners, the ICRC

will step in to provide supplementary food for severely malnourished detainees. Its health team will continue to help the Health Ministry bolster prison health-care services. Its engineers will, together with the prison service, set maintenance and infrastructure standards; planned biogas and chlorine production projects aim at increasing the financial and environmental sustainability of the prison system.

In the Comoros, the ICRC will support the prison authorities in improving detainees' access to health care, and join the Comoros Red Crescent in mitigating health risks by rehabilitating and disinfecting prison infrastructure.

The ICRC will continue to organize training sessions, briefings, workshops and/or seminars jointly with the armed/police forces and the *gendarmerie* in the Comoros and Madagascar, to raise awareness of humanitarian principles, international human rights law and other internationally recognized standards applicable to law enforcement and to encourage the incorporation of these in their training and operations.

The National Societies and the ICRC will maintain contact with national authorities to raise their awareness of the organizations' respective roles and activities and of the Fundamental Principles.

Meetings and events organized locally or abroad will aim to advance the domestic implementation of IHL and to support government officials and national IHL committees in doing so. In the Comoros and Madagascar, relations with leaders of political groups, student associations and the media will be maintained in order to increase their understanding of and support for the National Society/ICRC.

The region's National Societies will receive financial, material and technical ICRC support to enhance their governance, managerial skills and communication capacities. In the Comoros and Madagascar, the National Societies will be provided with the means to strengthen their emergency preparedness, with a focus on branches in violence/disaster-prone areas; the Comoros Red Crescent will offer family-links services to Comorian migrants expelled from the island of Mayotte.

The ICRC will coordinate with Movement partners, UN agencies and other humanitarian actors in areas of common interest to maximize impact, identify unmet needs and avoid duplication.

HUMANITARIAN ISSUES AND ICRC OBJECTIVES

PEOPLE DEPRIVED OF THEIR FREEDOM

In Madagascar, the situation in prisons reflects the socio-economic situation of the country: poor and exacerbated by repeated budget cuts. Several organizations running support and assistance programmes in prisons have ceased their activities primarily because of lack of funding.

With the number of arrests increasing, and more than half of all inmates still awaiting trial owing to lengthy judicial processes, overcrowding remains a major issue. Because of the limited means at its disposal, the prison administration is unable to address deficiencies in food quantity and quality; this has given rise to acute nutritional problems in some prisons. Owing to dysfunctional distribution systems, detainees do not always have access to sufficient clean water. Sanitation and sewage facilities are inadequate and poorly maintained. The prisons are infested with disease-carrying pests. Health services lack qualified staff and/or drugs and other medical supplies. Often, minors are not accommodated in separate quarters.

Two technical committees are working to enhance respect for judicial guarantees and to improve health care for detainees. They have been strengthening coordination between the various bodies involved. Measures taken by the first committee have been helpful in accelerating the judicial process. As a result of the second committee's work, health staff are now available in all prisons; measures are being taken to gradually improve the quality of health services.

In the Comoros, the authorities are still without the resources to improve detainees' health care and hygiene conditions. Construction of an additional detention facility – in response to the growing number of detainees – is planned.

Some of the foreign detainees in the Comoros, Madagascar and the Seychelles need help to contact their embassies and/or relatives.

Objective

All detainees benefit from treatment and living conditions, including respect for their judicial guarantees, that meet internationally recognized standards.

Plan of action and indicators

Protection

- ▶ visit Comorian and Malagasy detainees in accordance with standard ICRC procedures to monitor their treatment and living conditions, following up security inmates individually; provide the authorities with confidential feedback, particularly on detainees' treatment – including that of people held in prolonged pre-trial detention – and on the needs of minors, women, the elderly, foreigners and other vulnerable inmates; encourage and support the authorities' efforts to improve detainees' conditions (see below)
- ▶ seek to build understanding of and support for the ICRC's work for people deprived of their freedom; draw attention to the importance of addressing particular concerns, such as overcrowding and malnutrition; to this end, organize events, such as dissemination sessions, and provide brochures, leaflets and other informational material for prison guards/staff in both countries; hold

a workshop for the Comorian armed/police forces and *gendarmerie*

Madagascar

- ▶ help the authorities institute measures/put systems in place to address deficiencies in detainees' conditions by:
 - aiding the penitentiary authorities and the government ministries concerned in their efforts to establish a monitoring committee for following up on the recommendations of a 2014 report on overcrowding in Malagasy prisons
 - providing material and technical support for the development of prison registries; organizing a technical workshop for magistrates; and lending expertise to the technical committee on respect for judicial guarantees to help it improve the management of detainees' case files and identify new regulations or alternative sentencing options
 - providing support for developing rules of procedure and for their dissemination by prison staff, as well as for establishing a supervisory committee on ill-treatment in up to 2 prisons
 - briefing students of Madagascar's national prison administration school on detainees' rights, internationally recognized standards related to detention and ICRC activities; exploring the possibility of sponsoring attendance for up to 2 prison directors at a course abroad, run by the International Centre for Prison Studies
- ▶ with the authorities' agreement, mobilize international stakeholders to support penitentiary reform; coordinate with the various actors working in places of detention

Restoring family links

With the relevant National Society:

- ▶ offer family-links services to detainees, including foreigners and deported migrants, to enable them to communicate with relatives; facilitate contact between foreigners and their embassies, if they so wish
- ▶ on an ad hoc basis, provide newly released detainees with financial support for their transport home
- ▶ based on an evaluation conducted in 2014, establish a family-links programme with a local partner

Assistance

- ▶ stand ready to ease detainees' circumstances during emergencies by donating essential items, including soap, mats and blankets

Health

- ▶ engage with the Comorian and Malagasy authorities, and other partners/actors, to improve detainees' access to health care, including during emergencies; in Madagascar, organize events at which possible solutions for documented gaps in the prison health system can be formulated, and encourage the allocation of sufficient health staff and additional funds for prison dispensaries and the approval of the national prison health charter
- ▶ donate medical supplies to up to 3 prison dispensaries in the Comoros and to up to 12 places of detention in Madagascar; cover treatment costs for those in need of specialized medical treatment at the supported Malagasy facilities, and do the same on an ad hoc basis in the Comoros

Madagascar

- ▶ via training, technical/material and/or on-site assistance, help the authorities improve detainees' access to health care; specifically:
 - work with local partners to directly provide malnourished detainees in some 20 prisons with supplementary food for up to 12 months
 - facilitate the authorities' management of food stocks by providing support for analysing the prison food supply chain – including stockpiling, preparation and delivery – at the national, regional and local levels; provide support also for evaluating the impact of prison farms on the nutritional status of detainees in up to 3 prisons
 - offer training opportunities for monitoring detainees' nutritional status; provide support for nutritional recovery and other emergency medical programmes in all 41 central prisons and for collecting hygiene- and health-related data throughout the prison system
 - through training sessions carried out with the Justice Ministry, help prison health personnel enhance their ability to provide health care, particularly during epidemics

*Water and habitat**Comoros*

- ▶ encourage the authorities to improve the prison infrastructure; in particular, provide support for constructing a new prison facility that is in line with internationally recognized standards, by contributing technical advice and sponsoring officials to participate in local and regional events
- ▶ with the National Society, help mitigate health risks for some 300 inmates in up to 3 prisons by rehabilitating and disinfecting prison infrastructure

Madagascar

- ▶ work with local maintenance teams to rehabilitate water, sanitation, cooking and/or other facilities, benefiting up to 3,000 detainees in ICRC-visited prisons and, particularly, to build separate quarters for minors; disinfect prisons and provide up to 7,500 inmates with hygiene/leisure items
- ▶ help enhance the financial and environmental sustainability of detention facilities by training the prison authorities to carry out the following pilot projects:
 - a biogas production project to help decrease fuel expenses
 - a chlorine production project to help reduce sanitation costs
- ▶ help the prison authorities strengthen their capacities to deal with hygiene issues and to maintain infrastructure, through technical support, assistance in developing standards, and training for staff

ACTORS OF INFLUENCE

In the Comoros and Madagascar, the army is deployed alongside the police and/or *gendarmérie* during law enforcement operations. Private security forces have a presence in areas of Madagascar where large-scale mineral extraction is taking place. There are reports of excessive use of force resulting in human rights violations.

During rallies, strikes or other unrest, political organizations and students sometimes resort to violence. The media

(particularly radio), the academe and political and other groups influence public opinion, and can be vital for promoting humanitarian principles.

The region's States are at different stages of ratifying and/or implementing IHL instruments. All four countries have national IHL committees, but IHL-related issues are not high on the political agenda.

Objective

National authorities and armed, security and police forces, including the *gendarmérie*, know and respect IHL and other fundamental rules protecting people during unrest, and incorporate these into their decision-making processes. The media and academic circles help foster awareness of humanitarian issues and IHL among these actors and the wider public, thus achieving greater respect for human dignity. Such actors understand the ICRC's mandate and support the work of the Movement.

Plan of action and indicators

Prevention

With the relevant National Society:

- ▶ to raise awareness of and garner support for IHL, international human rights law, humanitarian principles and concerns, including issues encompassed by the Health Care in Danger project, the Movement's neutral, impartial and independent humanitarian action, and the ICRC's mandate:
 - seek to engage with the armed/police forces and *gendarmérie* in the Comoros and Madagascar by organizing briefings, seminars and/or workshops on topics of common concern, including the ICRC's detention-related activities (see *People deprived of their freedom*), and by distributing informational material to them; encourage them to relay key messages on these topics to the wider public – through their own communication fora, for instance
 - foster relations with leaders of civil society, political/religious groups and universities, including by providing training for academics teaching IHL and scholarly materials for 2 universities
 - mainly in Madagascar, encourage journalists to report regularly and accurately on priority humanitarian concerns by hosting a workshop and distributing National Society/ICRC informational materials on these topics
- ▶ in the Comoros and Madagascar, support the incorporation of international human rights norms and internationally recognized standards on law enforcement in the training and operations of armed/security forces; thus:
 - in Madagascar, through dissemination sessions and together with ICRC-trained instructors, help deepen understanding of applicable norms and humanitarian principles among commanders from the *gendarmérie*, special police squads, public and private security forces and regional mixed units deployed in mining areas; in the Comoros, conduct similar training for the Comorian armed/police forces, as well as a session following up the 2014 training courses
 - conduct briefings at the Malagasy military academy, including for troops to be deployed on peacekeeping missions, and provide training to help enhance the capacities of the Comorian armed forces' IHL office

- assist the various Malagasy forces in reviewing their policies, procedures, training curricula and manuals, including sanction measures, ensuring that these contain provisions and humanitarian principles applicable to law enforcement; to this end, establish a memorandum of understanding with the *gendarmerie*
- ▶ to promote the adoption of a law protecting the emblem in Madagascar, and the signature/ratification/accession of/to IHL treaties, particularly the Arms Trade Treaty and the Convention on Cluster Munitions, and their domestic implementation:
 - brief the pertinent authorities, including parliamentarians and national IHL committees, on the importance of incorporating IHL in domestic legislation; offer technical support for doing so
 - help the region's national IHL committees build their capacities by encouraging them to hold meetings regularly, keeping them up to date on IHL developments through information bulletins and fostering the exchange of expertise by sponsoring the participation of committee members in IHL-related events abroad, including a regional seminar (see *Pretoria*)

RED CROSS AND RED CRESCENT MOVEMENT

Working in a region prone to natural disasters, the National Societies, sometimes backed by Movement partners and the Indian Ocean Regional Intervention Platform (PIROI), encounter humanitarian challenges – including, in the Comoros, challenges linked to migration. They are pursuing

efforts to strengthen their internal structures and operational capacities to respond to people's needs and to form partnerships with the ICRC.

Objective

The region's National Societies have a strong legal basis for independent action. They are able to carry out their core activities effectively. The activities of all components of the Movement are coordinated.

Plan of action and indicators

Cooperation

- ▶ provide training and financial, material and technical support to help the National Societies:
 - promote IHL, international human rights law, and the Movement and its Fundamental Principles, including through specific events and publications (see *Actors of influence*)
 - in the Comoros and Madagascar, enhance their emergency response capacities by updating their contingency plans, ensuring that enough personnel are trained in line with the Safer Access Framework and that offices are adequately equipped, focusing on branches in violence/disaster-prone areas
 - enhance their capacities to deliver family-links services, particularly to migrants expelled from the island of Mayotte, and to manage human remains
 - reinforce their governance and managerial skills, including by participating in Movement training courses and coordination meetings abroad, particularly with the PIROI