

# 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 latter's authorities to 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 2013:

- ▶ thousands of malnourished detainees in Madagascar, including inmates of 16 prisons no longer receiving external aid, recovered their health through direct food assistance, medical care and regular nutrition monitoring
- ▶ detainees at selected Malagasy prisons had access to sufficient quantities of water and better hygiene/living conditions following the renovation of infrastructure, vector-control campaigns, and distributions of hygiene items
- ▶ in Madagascar, the efforts of a technical committee to enhance respect for detainees' judicial guarantees, and ICRC support for the authorities, led to the review of individual case files and the release of 95 inmates
- ▶ Malagasy security units learnt more about rules applicable to law enforcement through briefings/training, with the Interior Security Ministry committing to updating security policies/manuals to ensure compliance with such rules
- ▶ in the Comoros, drawing on ICRC expertise, the authorities concerned worked towards establishing a national penitentiary administration
- ▶ the region's National Societies, with ICRC support, strengthened their emergency preparedness/response and IHL-promotion capacities, with over 1,000 first-aiders in Madagascar undergoing training ahead of the elections

EXPENDITURE (in KCHF)	
Protection	798
Assistance	1,417
Prevention	417
Cooperation with National Societies	558
General	-

**3,190**

of which: Overheads 195

IMPLEMENTATION RATE	
Expenditure/yearly budget	<b>100%</b>

PERSONNEL	
Mobile staff	7
Resident staff (daily workers not included)	23

## YEARLY RESULT

Level of achievement of ICRC yearly objectives/plans of action

**HIGH**

PROTECTION	Total
<b>CIVILIANS (residents, IDPs, returnees, etc.)</b>	
Red Cross messages (RCMs)	
RCMs collected	7
RCMs distributed	36
<b>PEOPLE DEPRIVED OF THEIR FREEDOM (All categories/all statuses)</b>	
ICRC visits	
Detainees visited	14,081
Detainees visited and monitored individually	65
Number of visits carried out	70
Number of places of detention visited	26
Restoring family links	
RCMs collected	49
RCMs distributed	7
Phone calls made to families to inform them of the whereabouts of a detained relative	22

## CONTEXT

The political crisis in Madagascar remained unresolved until presidential and legislative elections at year's end. The elections were the culmination of multilateral efforts, including those of the Southern African Development Community, to implement a road map agreed upon by the transitional government and the opposition in 2011. They passed off without major incident.

Economic difficulties continued to exacerbate poverty, already chronic, in Madagascar, which affected delivery of basic services, including in prisons. A widespread locust invasion, which had a devastating impact on food production, added to the country's difficulties. Direct financial support from main international donors remained frozen until the completion of the electoral process.

In the Comoros, an alleged attempt in April to overthrow the president led to arrests. The forced return of Comoran migrants from Mayotte Island drew international attention.

Natural disasters of varying scale affected the region.

## ICRC ACTION AND RESULTS

The Antananarivo regional delegation continued to focus on: supporting the penitentiary authorities in Madagascar – and, on a smaller scale, in the Comoros – in making structural improvements and responding to detainees' urgent needs; promoting IHL/ other relevant norms; and assisting the region's National Societies in reinforcing their emergency services.

The ICRC visited detainees in the Comoros and Madagascar, including those detained for security reasons, to monitor their treatment and living conditions. In Madagascar, it began to visit prisons in the north no longer receiving support from other organizations. Confidential feedback and recommendations shared with the authorities after the visits, complemented by sessions for prison staff on detainees' rights, improved the treatment of detainees in certain prisons.

As the Malagasy authorities lacked the resources to address detainees' urgent needs and the penitentiary administration's budget was cut again, the ICRC, with a local partner, regularly distributed supplementary high-energy food rations to malnourished detainees in selected prisons and extended its coverage to 16 other prisons no longer receiving external aid. This led to a rapid improvement in detainees' nutritional status in the prisons concerned. Following

the renovation of water/sanitation and other infrastructure, the implementation of vector-control campaigns and distributions of hygiene and other essential items in some prisons, inmates had better access to safe drinking water and better hygiene/living conditions. To ensure lasting results, some prison staff learnt how to control/prevent plague outbreaks and became public health promoters, as it were, for the further dissemination and implementation of such techniques.

The ICRC supported efforts by the Comoran and Malagasy authorities to advance penitentiary reform. In Madagascar, it lent its expertise to the two technical committees dealing with health issues and respect for judicial guarantees. The health committee monitored the implementation of a national prison health charter and helped maintain efforts to improve TB management in two prisons. Detainees had better access to health care following the authorities' appointment of at least one health worker to each of Madagascar's central prisons. A nutrition monitoring system ensured regular follow-up for malnourished inmates. The committee on respect for judicial guarantees worked to reduce overcrowding in prisons by advocating detainees' rights and the timely resolution of their cases. This contributed to speeding up the judicial process; the authorities acted on individual cases brought up by the ICRC, which led to the release of a number of detainees. In the Comoros, the authorities, with guidance from the ICRC, worked towards establishing a national penitentiary administration; training, including in applicable human rights principles, helped build their capacities in prison management. On the ICRC's recommendation, the Justice Ministry and Caritas signed an agreement to improve detainees' access to health care.

Briefings for security forces on rules applicable to law enforcement helped ensure respect for civilians in the event of unrest; Malagasy authorities committed to updating their security policies/manuals to ensure compliance with such rules. National Society/ICRC meetings with the region's national IHL committees contributed to the Seychelles signing the Arms Trade Treaty. In Madagascar, owing to the political situation, no progress was made in drafting a law protecting the emblem. Civil society learnt more about the Movement, IHL and humanitarian principles and concerns through specific events and media coverage of National Society/ICRC activities in the region.

The region's National Societies, with ICRC support, strengthened their emergency preparedness/response and IHL promotion/communication capacities, as well as their ability to apply the

PEOPLE DEPRIVED OF THEIR FREEDOM	COMOROS	MADAGASCAR
<b>ICRC visits</b>		
Detainees visited	246	13,835
<i>of whom women</i>	9	708
<i>of whom minors</i>	11	439
Detainees visited and monitored individually	22	43
<i>of whom minors</i>		1
Detainees newly registered	22	23
<i>of whom minors</i>		1
Number of visits carried out	5	65
Number of places of detention visited	1	25
<b>Restoring family links</b>		
RCMs collected	1	48
RCMs distributed	1	6
Phone calls made to families to inform them of the whereabouts of a detained relative	4	18
People to whom a detention attestation was issued	1	

Safer Access Framework. Malagasy Red Cross Society instructors trained around 1,000 people in first aid in preparation for the elections. Meetings among Movement partners facilitated coordination of activities.

## PEOPLE DEPRIVED OF THEIR FREEDOM

### More detainees in Madagascar visited by ICRC

In Madagascar, the ICRC expanded the scope of its detention visits to prisons in the north no longer receiving support from other organizations. Thus, over 75% of the prison population held under the authority of Madagascar's Ministry of Justice, and detainees at the Moroni prison in the Comoros – including those arrested in relation to an alleged coup attempt – received visits, conducted according to the ICRC's standard procedures. Delegates monitored their treatment and living conditions, including respect for their judicial guarantees. Security detainees were followed up individually and vulnerable inmates, such as women, children and foreigners, received special attention. Detainees contacted their families through RCMs/phone calls or notified their consular representatives of their situation via the ICRC.

After the visits, the ICRC gave the authorities confidential feedback and recommendations for improvements – for instance, in connection with overcrowding and detainees' treatment; this information sometimes took the form of written reports. In addition, information sessions on detainees' rights were often organized for prison staff (see below). The Malagasy authorities followed up some of the ICRC's recommendations, which led to improvements in detainees' treatment in certain prisons and/or the adoption of measures to ensure prison staff's compliance with pertinent norms/procedures.

### Malagasy prison authorities receive support to deal with emergencies and structural deficiencies

The Malagasy authorities often lacked the resources to address issues in the prison system; this was compounded by further cuts in their budgets, which affected, *inter alia*, detainees' diet and the maintenance of prison infrastructure. The ICRC provided support for meeting detainees' urgent needs and finding long-term solutions to structural deficiencies in the prison system (see below); it also helped the authorities boost their capacity to mobilize national and international support.

### Thousands more recover from malnutrition in Malagasy prisons

Within the framework of an emergency nutritional assistance programme implemented by a local NGO with financial/ in-kind/ technical ICRC support, 4,712 malnourished inmates of 27 detention facilities received supplementary high-energy food rations, distributed monthly in the form of a cooking pot containing rice, beans, oil and salt. They included 3,746 inmates of 16 prisons who started benefiting from the programme in 2013, in keeping with an agreement signed with the penitentiary administration and the

NGO to extend the programme to detention facilities no longer receiving aid from other organizations. The assistance contributed to a rapid improvement in detainees' nutritional status and a reduction in related mortality rates, and to maintaining the overall acute malnutrition rate at 10-13%. Malnourished inmates also received comprehensive care from prison health staff equipped with drugs/medical supplies distributed to prison dispensaries. Those in need of urgent medical attention were transferred to hospital, with ICRC support.

### Detainees in Madagascar have sufficient water and cleaner surroundings

In all, 4,344 inmates of nine detention facilities saw improvements in their conditions following the renovation of water/sanitation infrastructure and other facilities, such as kitchens, food storage rooms and sleeping cells for women. These repairs were carried out in coordination with the authorities and other relevant actors. One result was that 82% of these inmates had access to the recommended quantity of 20 litres – or more – of water per day.

Almost 11,200 inmates of 19 prisons enhanced their personal hygiene with soap, cleaning products and rubbish bins, and good hygiene practices learnt at awareness-raising sessions. Vector-control campaigns, which included the disinfection of prison cells, reduced health hazards for some of them – for instance, the 708 inmates of the Ambatondrazaka prison, which was situated in a region prone to bubonic plague. To help ensure lasting results, at a training session organized with the Health Ministry and the Pasteur Institute, 27 staff members of the Ambatondrazaka prison were trained to prevent/control bubonic plague and rodent infestations, and became public health promoters, as it were, for the further dissemination and implementation of such techniques. A film on the subject, developed in cooperation with local partners, was shown at the training sessions.

In November, with ICRC input, the relevant authorities drafted guidelines on hygiene in prisons, which called for the establishment of hygiene committees to monitor their implementation.

### Allocation of health staff to all Malagasy central prisons improves detainees' access to health care

The relevant authorities, with ICRC expertise and support, sought to advance penitentiary reform; they were encouraged to set up an interministerial steering committee and an executive body under the Justice Ministry to tackle pertinent issues in a comprehensive manner. Two technical committees – on health issues and on respect for judicial guarantees – continued to meet, bringing together the penitentiary administration, medical sector and judiciary, with the ICRC facilitating coordination/discussions.

The health committee, which usually met twice a month, followed up the implementation of policies and guidelines set out in the national prison health charter. It maintained efforts to improve

PEOPLE DEPRIVED OF THEIR FREEDOM		COMOROS	MADAGASCAR
<b>Economic security, water and habitat</b>			
Food commodities	Beneficiaries		966
Essential household items	Beneficiaries	272	11,195
Cash	Beneficiaries		3,746
Water and habitat activities	Beneficiaries	243	8,214
<b>Health</b>			
Number of visits carried out by health staff			33
Number of places of detention visited by health staff			23

TB management in the Antanimora and Tsiafahy prisons. A pilot project to enhance the quality of health care in these two prisons – developed within the framework of a 2012 agreement with the Health and Justice Ministries – was not implemented owing to lack of resources. In line with a 2012 decree that restored prison medical services, the authorities continued to deploy health staff to detention facilities lacking such personnel; this resulted in the 41 central prisons having at least one health worker each, thereby improving detainees' access to health care.

A nutrition monitoring system, established in late 2012 at the ICRC's suggestion and covering the 41 central prisons, provided the penitentiary administration with data on detainees' nutritional status, mortality rates and prison food stocks, enabling it to monitor acute malnutrition among inmates. The authorities adopted and began implementing a framework, developed in 2012 with ICRC support, for nutritional intervention.

### **Malagasy detainees benefit from better management of their case files**

The committee on respect for judicial guarantees issued seven recommendations concerning the penitentiary administration and judiciary. It worked to reduce overcrowding and adopted measures aimed at improving awareness of, and respect for, detainees' rights, including the rights to apply for bail and parole and for their cases to be processed within a reasonable length of time. The authorities concerned, particularly the Justice Ministry, received technical guidance/material support from the ICRC for managing detainee registers and case files. They acted on individual cases brought up by the ICRC, which helped expedite court proceedings and led to the release of 95 inmates. During briefings, staff at selected detention facilities learnt more about detainees' rights and internationally recognized standards on arrest and detention. Similar sessions for students at the national prison administration school were postponed.

Donations of office supplies/equipment improved working conditions in the legal offices of nine prisons – including Antananarivo's main prison – that held over 7,500 people.

### **Comoran prison staff build capacities in prison administration and management**

The Comoran authorities continued to rely on ICRC expertise for establishing a national penitentiary administration. The national human rights committee and the ICRC jointly organized a training session, at which around 20 penitentiary officials, and staff from three detention facilities, learnt more about human rights principles and prison administration/management.

Acting on ICRC recommendations, the Justice Ministry signed an agreement with Caritas to improve detainees' access to health care.

Work with the authorities enhanced living conditions for detainees. Over 240 inmates of the Moroni prison saw improvements in their surroundings and in their access to clean water following repairs to the prison's water/sanitation infrastructure and to its kitchen and other facilities. Risks to their health were lessened by a vector-control campaign, which included disinfection of the prison's premises, carried out with the Comoros Red Crescent; they also improved their personal hygiene with soap and cleaning materials.

Some migrants expelled from Mayotte benefited from essential items distributed by the National Society with ICRC support, and maintained/restored contact with their relatives using family-links services.

## **AUTHORITIES, ARMED FORCES AND OTHER BEARERS OF WEAPONS, AND CIVIL SOCIETY**

### **Malagasy authorities take steps to update security policies/manuals**

To ensure respect for civilians from armed/security forces during unrest, the ICRC maintained dialogue with the Comoran and Malagasy authorities on detention-related issues (see *People deprived of their freedom*) and, in Madagascar, on enhancing law enforcement officers' understanding of humanitarian principles, IHL, international human rights law and internationally recognized standards applicable to law enforcement, including arrest and detention. Discussions took place with Malagasy governors, ministry officials and senior military officers on security operations in the south. Such contact also served to garner support for the Movement's neutral, impartial and independent work and draw attention to humanitarian concerns, including in relation to the Health Care in Danger project.

In Madagascar, over 280 commanders/officers from the military and security forces and around 60 officers from mixed forces (composed of units from the army/police/*gendarmerie*), attended briefings or training sessions on the subjects mentioned above. Private security personnel serving companies in the mining areas of Fort Dauphin, Moramanga and Toamasina attended similar sessions. Twenty-four military/police/*gendarmerie* officers, some of whom were involved in law enforcement operations, learnt to teach these subjects at a train-the-trainer course. Plans were made to use them as trainers in future sessions. The measured responses of the mixed forces during subsequent law enforcement operations encouraged the continuation of such activities.

Contact with police and *gendarmerie* training commands aimed to advance the incorporation of applicable international law in their doctrine, training and operations. The Interior Security Ministry and the ICRC signed a cooperation agreement in September for updating security policies and manuals and training the various forces. At year's end, a working group charged with implementing the agreement held its first meeting. Preparations were under way for a similar agreement with the *gendarmerie*.

### **Seychelles signs Arms Trade Treaty**

Meetings between the region's national IHL committees and the National Societies/ICRC kept the former up to date on developments in IHL and encouraged domestic IHL implementation. The meetings also contributed to the Seychelles signing the Arms Trade Treaty and enhanced the Comoran, Malagasy and Mauritian governments' understanding of the National Societies'/ICRC's role in promoting accession to or ratification/implementation of key IHL/other relevant treaties. In Madagascar, however, no progress was made in drafting a bill on using/protecting the emblem, as the legislative authorities had yet to resume work in this area. In the Comoros, dialogue with the national human rights committee resulted in the organization of a training course for penitentiary officials/prison staff (see *People deprived of their freedom*).

Representatives from the region's national IHL committees discussed domestic IHL implementation at a workshop abroad

(see *Pretoria*), after which they sent written reports to fellow officials, outlining recommendations developed at the workshop and priority action points for their respective governments. Officials from Mauritius and the Seychelles discussed similar subjects at a meeting of national IHL committees from member States of the Commonwealth of Nations (see *Caracas*).

Academic institutions continued to stimulate interest in IHL. In Madagascar, the University of Fianarantsoa, with ICRC help, established an IHL course. At a round-table at a university in Antananarivo, organized with the national IHL committee and the Swiss embassy, over 100 law students and media representatives discussed challenges to IHL implementation in the country. Outreach to an Islamic university in the Comoros and to student associations in several Malagasy universities contributed to raising awareness of IHL, as did National Society IHL-promotion activities in Mauritius and the Seychelles.

### Malagasy journalists raise public awareness of humanitarian issues

Contact with the media and international organizations/NGOs served to raise their awareness of humanitarian principles/concerns, IHL and the Movement's work.

The general public grew more familiar with such topics through national/international media coverage of Movement activities – including the vector-control campaigns in Malagasy prisons (see *People deprived of their freedom*) – based on National Society/ICRC press releases, interviews and publications, including a recently launched newsletter. Malagasy Red Cross/ICRC briefings for Malagasy journalists, and public events organized by the National Societies on World Red Cross and Red Crescent Day (8 May), supported these efforts.

Youth activists, members of the Independent National Electoral Commission for the Transition and labour union representatives were briefed, before the elections in Madagascar, on Movement activities and the ICRC's mandate.

An orthopaedic centre in Ambositra, Madagascar, supported by the ICRC Special Fund for the Disabled, received assistance for raising awareness of its services and in promoting the rights of the disabled.

### RED CROSS AND RED CRESCENT MOVEMENT

The region's National Societies – with ICRC financial/material/technical/training support – strengthened their governance/management and capacities in emergency preparedness/response, IHL promotion and communication on the Movement and its Fundamental Principles (see above). For instance, before the elections, 14 Malagasy Red Cross instructors trained 74 branch team leaders and doctors in managing first-aid services and in applying the Safer Access Framework; they in turn prepared over 1,000 volunteers to respond in case of unrest.

ICRC support also facilitated the response to the needs of migrants expelled from Mayotte (see *People deprived of their freedom*) and of people affected by severe floods in the Comoros and Mauritius, and by a cyclone in Madagascar.

With the backing of the Office of the Prime Minister, the Mauritius Red Cross Society promoted the incorporation of IHL in secondary school activities and submitted a proposal to the pertinent authorities in this regard.

Meetings among all Movement partners in the region facilitated the coordination of activities; the French Red Cross also coordinated activities through the Indian Ocean Regional Intervention Platform.

MAIN FIGURES AND INDICATORS: PROTECTION		Total		
<b>CIVILIANS (residents, IDPs, returnees, etc.)</b>				
<b>Red Cross messages (RCMs)</b>			UAMs/SCs*	
RCMs collected		7		
RCMs distributed		36		
<b>Tracing requests, including cases of missing persons</b>			Women	Minors
Tracing cases still being handled at the end of the reporting period (people)		1	1	
<b>PEOPLE DEPRIVED OF THEIR FREEDOM (All categories/all statuses)</b>				
<b>ICRC visits</b>			Women	Minors
Detainees visited		14,081	717	450
Detainees visited and monitored individually		65		1
Detainees newly registered		45		1
Number of visits carried out		70		
Number of places of detention visited		26		
<b>Restoring family links</b>				
RCMs collected		49		
RCMs distributed		7		
Phone calls made to families to inform them of the whereabouts of a detained relative		22		
People to whom a detention attestation was issued		1		

\* Unaccompanied minors/separated children

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	966		
Essential household items	Beneficiaries	11,467		
Cash	Beneficiaries	3,746		
Water and habitat activities	Beneficiaries	8,457		
<b>Health</b>				
Number of visits carried out by health staff		33		
Number of places of detention visited by health staff		23		

1. Comoros, Madagascar