

IOM MADAGASCAR ANNUAL REPORT 2018





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Cover Photo by Giacomo Dei Rossi, © IOM 2018. While the “Grand Sud” slowly recovers from several years of drought, local conditions have continued to drive significant migration from and within the area, substantially transforming patterns of internal mobility within the country and affecting both areas of origin and destination of migrants. In those communities most vulnerable to migration, IOM has continued to implement community stabilization activities, with a view to ensure that those for whom migration is not the first choice have the means and capacities to remain where they currently reside. More needs to be done to reduce the incidences and negative humanitarian and development impacts of forced population displacement and to integrate dimensions of internal migration into broader national development planning.

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FOREWORD

At the global level, the year 2018 has been one of continued sharply contrasted developments with regards to migration, raising both hopes and challenges in the realization of a world where migration works for the benefit of all, and acts as an enabler of sustainable and inclusive development.

The migration landscape has been characterized by a series of crises in recent years. All around the world, barely a day goes by without multiple media reports focusing on aspects of migration, frequently on negative aspects. Amid the polarized discussions and debates on migration, evidence, knowledge and balanced analyses appear to have little space or traction. As the United Nations Secretary General, H.E. Antonio Guterres once noted: “migration is probably the issue in which we have the most irrational debates in the world, and the least well-informed debates in the world”.

Yet, migration is as old as humankind. Migration is a complex phenomenon that touches on a multiplicity of economic, social, and security aspects affecting our daily lives. Migration has helped improve people’s lives in both origin and destination countries and has offered opportunities for millions of people worldwide to forge safe and meaningful lives. Migration is a key to a world in tune with itself. Not all migration occurs in positive circumstances, however. In recent years, we have seen an increase in migration and displacement occurring due to conflict, environmental degradation and climate change, and a lack of employment opportunities.

The world in which people move is also rapidly changing. Technology has created new opportunities to connect populations. Widespread access to social media is accelerating migration trends and expanding the networks through which migrants can seek support. Advancements in artificial intelligence and big data collection may offer new insight into predicting new patterns and ensuring timely responses. Advances in digital identification may offer migrants and others new opportunities to access public services and manage their own mobility.

In that complex landscape, the fact is, migration will continue, whether we act or whether we don’t, but migrants will be forced to undertake more arduous and irregular pathways if they are not presented with legal and safe alternatives. And migration governance will become an even more intractable conundrum.

The adoption of the Global Compact for Safe, Orderly and Regular Migration (GCM) in December 2018 was a landmark achievement, and one that provides States and other migration stakeholders an opportunity to rise to the challenges of “orderly migration in a disorderly world”. For the first time in the history of the United Nations, a large majority of Member States converged in their commitment to enhance cooperation on international migration to maximize its benefits while addressing its risks and challenges.

For many years, global governance and cooperation on migration was fragmented, incoherent, and lacked an overarching vision. Today, we find



ourselves in a position that was inconceivable 20 years ago. What we have before us is an unprecedented, non-legally binding blueprint that maps out a 360-degree vision of international migration and a framework for comprehensive cooperation, in a manner that fully complements the 2030 Agenda and Sustainable Development Goals.

But, to realize the GCM's transformative vision, we must now turn towards implementation. The GCM document encourages all Member States to develop, as soon as practicable, ambitious national responses for implementation.

IOM strongly believes that migration is not a problem to be solved, but rather a human reality to be managed. That is, we should not focus efforts on trying to stop migration, but rather on creating conditions in which migration is a matter of choice and not a necessity. In the paradoxical era of "fake news" and renewed commitment for international cooperation, IOM's contribution is of heightened importance to its Member States and to migrants.

In Madagascar, the support from our various donors through 2018 has enabled IOM to continue to offer expertise and operational support to counter-trafficking and labour migration management efforts, as well as to further engage in new areas of work of relevance to the country, including on the relationship between migration and the environment; as well as in the fields of immigration and border management; emergency and post-crisis responses; internal displacement; and diaspora engagement.

As we look back to the year 2018, I am very pleased to share with you this brief outlook of our realizations. I am very grateful to the many individuals, institutions, ministries, donors, IOM Staff, and the migrants themselves which contributed their diverse and all-important ways to making 2018 another fruitful year.

Daniel Silva y Poveda

Chief of Mission, IOM Madagascar

THE INTERNATIONAL ORGANIZATION FOR MIGRATION (IOM)

Established in 1951, the International Organization for Migration is the leading intergovernmental organization in the field of migration and is committed to the principle that humane and orderly migration benefits migrants and society. IOM works with its partners in the international community to assist in meeting the growing operational challenges of migration, advance understanding of migration issues, encourage social and economic development through migration and uphold the well-being and human rights of migrants.

IOM is globally present, responsive and flexible, capable of delivering a positive impact on the ground. It is recognized as an institution of extraordinary scope and delivery, characterized by the positive impact it has on everyday lives across the world.

More people are on the move today than at any other time in recorded history: 1 billion people – comprising a seventh of the global population. A variety of elements – not least the information and communication revolutions – contribute to the movement of people on such a large scale.

As a consequence of the scale of human mobility, IOM continues to grow, currently counting 173 Member States, with a further 8 States holding observer status, as do numerous international and non-governmental organizations. The number of field locations increased from 119 in 1998 to 413 in 2018. Operational staff increased from approximately 1,100 in 1998 to almost 12,673 in December 2018, with 97 per cent of staff members based in the field.

Headquartered in Geneva, IOM's structure is highly decentralized, enabling the Organization to acquire the capacity closer to where the needs are in order to effectively deliver an ever-increasing number of diverse projects at the request of its Member States and partners.

IOM AND MADAGASCAR

Madagascar is a Member State of the Organization since 2001. In the early years of membership, IOM activities have evolved mostly around the provision of assistance to vulnerable migrants stranded in – and to those returning to – Madagascar, the realization of a study on the causes and effect of internal mobility, the implementation of a range of activities aimed at advocating for the link between Migration and Health, and on the preparation and release of the National Migration Profile.

Following the signature of a cooperation agreement between the Government of Madagascar (GoM) and IOM in October 2014, IOM opened a permanent Office in Antananarivo. This agreement has allowed for the development and implementation of programmes in the fields of migration and health, international migration law, migration and the environment, counter-trafficking, forced migration and internal displacement, labour migration, and the mobilization of the diaspora, channeled through the provision of capacity building, advisory, operational support, and technical expertise.

In 2018, IOM Madagascar had presence in Antananarivo (Head Office), Ambovombe (Sub-Office), and Betroka (Sub-Office).

COUNTRY CONTEXT

The year 2018 has been one of transition in Madagascar. The country has completed a peaceful, democratic, and internationally acclaimed presidential election. Economic indicators, positive projections for the year to come with an anticipated GDP growth superior to five per cent, higher public investments, the intensification of the activity of the private sector, and the preparation by the Malagasy Government of its new 2019 – 2023 “Plan pour l’Émergence de Madagascar” based on the 13 commitments made by the then-presidential candidate Andry Rajoelina under its election manifesto promising to scale up growth and substantially reduce poverty all have renewed a sense of change and determination to set Madagascar on a new course.

But the prospect of a reinvigorated and nationally owned process of development cannot eclipse the vast challenges that lie ahead and that broad segments of the population continues to experience in their day to day lives. With more than seventy per cent of the population living in extreme poverty, Madagascar’s development challenges remain vast. Madagascar’s education, health, and nutrition outcomes remain some of the lowest in the world.

This difficult socio-economic environment continues to drive a significant number of Malagasy nationals to seek opportunities abroad. While labour migration can be a positive agent for development when well-managed, it also presents challenges to ensuring that the rights of Malagasy migrant workers are protected and that labour migration management is concerted and responds to national development priorities.

Because of inadequate labour migration management, Madagascar still factors as an important source country for trafficking in persons (TiP). The 2018 United States State Department’s TiP Report declassified Madagascar to its “Tier-2 Watch List” for the second consecutive year, indicating the high proliferation of exploitation both internally and transnationally, and an insufficiency of efforts to address it. Within Madagascar, TiP takes the form of domestic servitude, prostitution, forced begging, and forced labour, both in rural and urban areas. Internationally, Malagasy women and men have been reported to be trafficked for sexual exploitation, domestic servitude, as well as exploitation in textile factories and in the fishing industry.

With 80 per cent of the population relying on agriculture as primary source of income, one of the main challenges lies in the high vulnerability to the devastating effects of environmental disasters and climate change. Madagascar remains one of the most economically impacted countries in the world from natural disasters and one of the most likely to be negatively affected by climate change.

The “Grand Sud” is only slowly recovering from the extended drought of the recent years, which continues to drive migration from the area, substantially transforming patterns of internal migration within the country, and its effects both in areas of origin and destination of migrants – some of which are increasingly negative, such as the impacts that unmanaged migration has on the environment

and biodiversity conservation due to unsustainable agricultural practices and economic activities led by migrants for lack of alternatives. More needs to be done to reduce the incidences and negative humanitarian and development impacts of population displacement and to integrate dimensions of internal migration into broader national development planning.

The health of migrants and other mobile populations should be closely monitored and promoted under public health strategies. The potential health hazards associated to migration are evident in the South Western Indian Ocean region. The Island States are currently experiencing an increase in migration trends which offers many benefits to businesses but also presents a unique set of challenges to sending and receiving states, as well as to migrants. Within the country, the severe plague outbreak experienced in the country from August to November 2017, with over 2,400 confirmed, probable and suspected cases of plague, and 209 deaths reported to the World Health Organization (WHO) demonstrated the close linkages between public health and human mobility, and the need of deliberate early action and preparedness intervention.

It is estimated that more than 100,000 people move from rural areas to the capital, Antananarivo, every year. Unplanned urbanization impacts local development capacities, and it is estimated that between 60 to 70 per cent of all settlements in the capital comprise of informal constructions in slum-like conditions. Increased attention should be given to developing the capacities of formal economic integration and social inclusion of the arriving migrants.

Madagascar is home to 95% of the population and 98% of the landmass of the whole Western Indian Ocean region (Madagascar, Mauritius and Rodrigues, Comoros, Seychelles, Reunion and Mayotte islands). Close to 70% of the global commercial sea-bound trade heading from Africa to Asia passes within 100 miles of Madagascar's Southern coast. With more than 5,000 km of coastline and owing to its strategic location across the Mozambique Channel, the porosity of borders and weak controls at formal entry points to the territory (seaports and coastal airports in particular) has been conducive to forms of transnational and national criminal and illegal activities that can ripple inland and throughout the region. Effective and efficient border management remains essential to ensure border security, reinforce the fight against transnational organized crime, and enhance protection of vulnerable migrants, and a challenge in Madagascar.

Lastly, the Malagasy Diaspora, in its diversity, – in particular the diaspora residing in some countries of destination such as France where it is predominantly concentrated – presents significant but yet largely untapped potentials for engagement and contribution in meeting the challenges of sustainable national development, given its above-average levels of education, professional successes, dynamism, and creativity.

Given its socio-economic realities, relative isolation in the Indian Ocean, diverse geography, fragile natural ecosystems, and its largely porous coastline, Madagascar presents complex migration challenges and opportunities today and for the future.

MIGRATION AND THE SDGs

The 2030 Agenda for Sustainable Development was adopted unanimously by the United Nation's 193 Member States during the Post-2015 Summit in September 2015. This wide-ranging and ambitious agenda includes the 17 Sustainable Development Goals (SDGs). Migration is included for the first time in the global development framework, recognizing well-managed migration's integral role in and immense contribution to sustainable development. The SDGs are now driving policy planning and implementation across borders and across sectors, recognizing the interlinkages between migration and development and the fundamental contributions of migrants for inclusive growth and sustainable development.



The specific target under Goal 10 on reducing inequalities, acknowledges that effective migration governance is key for safer, more orderly and more regular migration. It also acknowledges the need for global, regional and national migration regimes and comprehensive policy frameworks to manage migration for the benefit of all. This includes promoting regular migration that respects the rights of migrants; and leveraging the positive development impact of migration for migrants themselves as well as for all communities and countries.

Effective migration governance is also promoted indirectly through other Goals and targets outside of 10.7. For example, targets 8.7 and 8.8 call for improved governance in areas of human trafficking and labour migration respectively; Goal 16 on the promotion of the rule of law, “equal access to justice for all”, and monitoring detention practices, and target 17.14 calls for countries to enhance policy coherence. These Goals and others uphold human rights approaches

benefiting migrants and can promote more effective and sensitive migration governance across sectors.

Furthermore, making progress towards other SDGs plays a key role in addressing many of the drivers of forced displacement. Therefore, aside from working towards building durable solutions, achieving progress in targets on poverty (Goal 1), food insecurity (Goal 2), weak governance (Goal 16), climate change (Goal 13) among others will help prevent the number of crises and disasters in the future, thus reducing resulting displacement which is a key hindrance to sustainable development.

THE MIGRATION GOVERNANCE FRAMEWORK

We live in an era of unprecedented mobility. Realizing the benefits and full potential of migration requires planned, well-managed and well-governed approaches to human mobility. That said, migration is a complex and broad field of work, and there is no single convention or framework presenting a coherent, comprehensive and balanced approach to migration governance, which is also practical, concrete and concise.

The IOM Migration Governance Framework sets out the essential elements to support planned and well managed migration. It relies on existing commitments, non-binding declarations and statements. It focuses on the governance and management of migration from the point of view of the State as the primary actor, but does not propose one model for all States. Rather, it presents a “high road” or ideal version of migration governance, to which States can aspire, and for which IOM can provide support and assistance so that a State can determine what it might need to govern migration well and in a way that fits its context.

IOM’s view is that a migration system that successfully promotes humane and orderly migration for the benefit of migrants and society, is one that: (i) adheres to international standards and fulfils migrants’ rights; (ii) formulates policy using evidence and a “whole of government” approach; (iii) engages with partners to address migration and related issues; as it seeks to (1) advance the socioeconomic well-being of migrants and society; (2) effectively address the mobility dimensions of crises; and (3) ensure that migration takes place in a safe, orderly, and dignified manner.

These elements are principles (i, ii, iii) that form the necessary foundation for migration to be well governed and are objectives (1, 2, 3) for migration, and related policy, law and practice.

This annual report is structured around these principles and objectives and it provides a snapshot of the activities implemented by IOM Madagascar to support and enable their fulfilment.

Supporting Principled Migration Governance to, from and within Madagascar

Adhering to international standards and fulfilling migrants’ rights

Humane and orderly migration requires compliance with international law. Through strategic cooperation with the Government of Madagascar (GoM), UN Agencies, civil society, the private sector, and the media, IOM puts the protection of migrant rights and the well-being of migrants and of their host and origin communities, at the very center of its interventions in Madagascar.

IOM did so through consistent advocacy and the provision of technical advice on international standards and principles pertaining to migrants' rights and wellbeing to senior government officials and operational partners alike, with a particular focus on: the protection of vulnerable migrants' safety and dignity; the promotion and fulfillment of migrant workers' rights; addressing the health needs of migrants; the implementation of the Guiding Principles on Internal Displacement; and a rights-based border management and immigration control.

Through 2018, IOM continued to hold periodical bilateral meetings with Ministers and other senior-level officials from the key ministries and public entities with a stake in migration governance, as well as frequent work sessions with mid-level management officials and technicians from the same ministries and public entities. IOM participated in numerous national platforms and coordination groups, led by the GoM, UN agencies, or the diplomatic community, where it provided expertise on issues pertaining to international migration law and to upholding migrants' rights.



Psycho-social reintegration support and assistance is a crucial part of the work of IOM Madagascar with Victims of Trafficking.

All these activities contributed to an increased understanding and acknowledgment of the necessity of a principled and rights-based approach as an enabling factor of good and effective migration governance. These were reflected in improved streamlining and integration of relevant norms and indicators into public policy and operational response strategies, in particular in the field of Counter-Trafficking and border management.

IOM sought to mainstream the promotion of migrants' rights and their protection in its own activities. Capacity building sessions and training workshop held through 2018, which included either first-time sensitization or knowledge refresher components on the essentials of international standards and principles relevant to the sub-set of topic of migration governance covered under its various operational programmes, including the Counter-Trafficking programme; the Migration and Health programme; the Emergency and Post Crisis programme; the Migration, Environment and Climate Change programme; and the Immigration and Border Management programme.

The continued provision of direct assistance to beneficiaries – and particularly women – of IOM's Global Assistance Fund, the provision of assistance to stranded migrants to be able to return home, and of the provision of direct humanitarian assistance to persons affected by natural disasters remained underpinned by principles of the Human Rights-Based and Gender-sensitive approach and focused on participation, empowerment, equality, non-discrimination, and accountability.

Lastly, raising awareness on existing international legal standards and sharing best practices in their fulfillment was central to IOM's participation, and sponsorship of a range of conference and events. This dimension was also reflected in the IOM Madagascar's public information and external communication engagement, which messaged and targeted a broad and diverse audience, including Malagasy undergraduate and postgraduate students, the media, and the general public.

Using evidence and “whole-of-government” approaches

Migration governance must be based on facts and a well-founded analysis of the benefits and risks associated to diverse and context-specific migration trends. However, migration cannot be understood as an isolated reality. It must be considered in its complex relationship and interaction – both with positive and negative effects – on labour markets, economic and social development, the industry, commerce and trade, social cohesion, health, education, law enforcement, foreign policy, or humanitarian policy. Good migration governance therefore relies on whole-of-government approaches, whereby all ministries and public entities with responsibilities touching on the movement of people are pro-actively engaged and implicated.

In Madagascar, the knowledge base on migration remains insufficient, and information gaps continue to hamper adequate evidence for policymaking on migration. Through the year 2018, IOM continued providing quality research and assessment support to national stakeholders on a range of sub-topics of migration governance.

In February 2018, IOM, in collaboration with the Ministry of Public Security, presented to stakeholders involved in border management from various ministries, key public institutions, the UN and private sector, the findings and released the report of the Border Management Assessment (“Analyse de la sécurité et de la gestion des frontières à Madagascar”). The Border Management Assessment – the first such exercise of the kind undertaken in Madagascar – provides the Malagasy Government with a thorough picture of border management through its legal framework, administration, procedures, and information management. It also provides short, medium- and long-term recommendations on how to improve border management practices in Madagascar.

A country assessment (“Défis, enjeux et politiques: Migration, environnement et changement climatique à Madagascar”) on the interdependence between Migration, Environment, and Climate Change (MECC) – a study commissioned by IOM and the Ministry of Environment to a consortium of research led by the Institut de Recherche sur le Développement (IRD) and the Centre National de Recherche sur l’Environnement (CNRE) – was finalized in March 2018 and the findings were presented to attendees of the High Level National Dialogue on MECC held on 22 March 2018. This research makes available to migration and environment policy makers and practitioners a first compendium of information on the national policy and operational contexts of MECC, as well as field evidence of the manifestation of this interdependence, with a particular focus on the effects of unmanaged internal migration on the environment in the Menabe and Boeny Regions.



ANALYSIS OF SECURITY AND BORDER MANAGEMENT IN MADAGASCAR



Cover of the Report “Analyse de la sécurité et de la gestion des frontières à Madagascar”

In January, May, and September 2018 respectively, IOM together with the National Disaster Risk Management Authority (“Bureau National de Gestion des



Cover of the Country Assessment "Défis, enjeux et politiques: Migration, environnement et changement climatique à Madagascar"

Risques et des Catastrophes” – BNGRC) released the third, fourth, and fifth Displacement Tracking Matrix (DTM) report. Based on a methodology that has been continuously refined and enhanced through years of experience in over 40 countries globally experiencing man-made conflicts and natural disasters, the tools have been contextualized in 2017 to the particulars of the Androy Region and to track and monitor drought-induced displacement. The DTM reports regularly capture, process, and disseminate multi-layered information on the mobility, locations, vulnerabilities and needs of displaced populations in the Androy Region. In September 2018, IOM conducted with the BNGRC and regional authorities a rapid assessment of forced displacement related to rural banditry in the North of the Androy Region, following unprecedented large-scale attacks by “Dahalos” between June and August 2018.

IOM continued to support multi-sectoral dialogue and coordination efforts pertaining to sub-set topics of migration governance, including meetings of the Technical Advisory and Consultation Group for Border Management Stakeholders co-led by the Ministry of Public Security and IOM; the Technical Working Group on MECC led by the Ministry of Environment; and of the National Office for the Coordination of the Fight against Trafficking in Persons (“Bureau National de Lutte contre la Traite des Etres Humains” – BNLTEH).

Following the conclusion of the intergovernmental negotiations on the Global Compact on Safe, Orderly, and Regular Migration by the United Nations General Assembly on 13 July 2018, and ahead of the Intergovernmental Conference to Adopt the Global Compact for Safe, Orderly, and Regular Migration in Marrakesh held on 10 – 11 December 2018, IOM and the Ministry of Foreign Affairs facilitated a two-day Multi-stakeholders consultation on the Pact in Antananarivo in October 2018. The consultation brought together more than 40 participants from ministries with a stake in migration governance and civil society representatives to sensitize national stakeholders on the content of the final draft version of the Pact; to initiate a discussion on prioritization of GCM objectives for the country; and brainstorm around mechanisms for the Pact’s implementation and monitoring that are adapted to the country’s governance context.



United Nations Resident Coordinator in Madagascar, Violet Kakyomya, speaking at the multi-stakeholders consultation on the Global Compact for Migration in Antananarivo

Developing Strong Partnerships

By their very nature, migration and mobility implicate multiple actors: States and their neighbors, subnational authorities, local communities, migrants and their families, diaspora, employers, and unions to name only a few. In addition, other intergovernmental organizations and non-governmental organizations (NGOs) may also have a mandate that touches on migration. Therefore, governing migration well requires partnerships to broaden the understanding of migration, and to develop comprehensive and effective approaches.

Through 2018, IOM has continued expanding and diversifying partnerships between the Organization itself and a broad range of national and international stakeholders on migration-related topics.

With regards to the executive branch, IOM has enjoyed dynamic working relationships with key governmental counterparts, including the Prime Minister's Office, the Ministry of Foreign Affairs, the Ministry of Labour, the Ministry of Public Security, the Ministry of Interior, the Ministry of Justice, the Ministry of

Social Affairs, the Ministry of Environment, the Ministry of Health, the Ministry of Finance, the “Gendarmerie Nationale”, and the Ministry of Transportation.

IOM supported the participation of several senior government officials and technicians alike in regional and international events, which increased the exposure of Madagascar’s country-specific migration-related challenges and opportunities, and provided opportunities for bilateral, regional, or continental exchanges on various topics of interest. This included among others, participation to the first Regional Policy Forum on Migration, Environment, and Climate Change, held in Pretoria – South Africa in June 2018; participation to the IOM – African Union Commission (AUC) Symposium on Fostering Labour Migration within and From Africa, held in Nairobi – Kenya, in July 2018; participation to the annual Migration Dialogue for Southern Africa (MIDSA) held in Pretoria – South Africa in September 2018; participation to the 4th Intra-Regional Forum on Migration in Africa, held in Djibouti City – Djibouti in November 2018; and attendance to various intergovernmental negotiations sessions related to the development of the Global Compact on Migration in New York City – USA.

IOM has maintained regular contacts with a range of public or semi-public entities such as the BNLTEH, the BNGRC, the Independent Anti-Corruption Officer (“Bureau Indépendant Anti-corruption” – BIANCO), the National Human Rights Commission (“Commission Nationale Indépendante des Droits de l’Homme” – CNIDH), Police and Gendarmerie schools, the National Center for the Fusion of Maritime Information (“Centre de fusion de l’information maritime (CFIM); and developed new engagements with the National School of the Judiciary and Court Officers (“Ecole Nationale de la Magistrature et des Greffes” – ENMG), the Anti-corruption Unit (“Pole anti-corruption” – PAC).

A stronger emphasis has been put on resource mobilization with the private sector. In the framework of its work on border management and counter-trafficking at the Ivato International Airport, IOM and Ravinala Airports S.A., a consortium made up of Méridiam, Aéroports de Paris (ADP), Bouygues Bâtiment International (BBI) and Colas; which develops and manages the airports of Antananarivo and Nosy Be under a concession lease, signed in April 2018 a Cooperation Agreement outlining areas of possible cooperation, and in December 2018 a funding Agreement for the development and implementation at the Antananarivo airport by IOM and partners of an awareness raising campaign on trafficking in persons and the risks associated to irregular labour migration.

IOM also sought to continue expanding partnerships with Civil Society Organizations (CSOs). Under its respective programmes, IOM had the opportunity to interact substantially and support the efforts of CSOs working in the fields of protection of migrants’ rights, child protection, and promotion of women’s rights.

Lastly, IOM Madagascar supported and actively participated in the celebration of various International Days observed by the United Nations System, including the celebrations of International Women’s Day on 07 March 2018; and of the International Migrants Day in December 2018, on the occasion of which IOM

held the second edition in Madagascar of the Global Migration Film Festival (GMFF), with screenings of 12 short movies and documentaries capturing the promises and challenges of migration accessible free of charge to the general public at the Photography Museum (“Musée de la photographie”) in Antananarivo.

Enabling well Governed Migration to, from, and within Madagascar

Advancing the socioeconomic well-being of migrants and society

Poverty, lack of opportunities, education, or other basic services, are only some of the factors that can push individuals to migrate. Those who are pushed to migrate – unlike those who chose to migrate – may be more likely to do so under undesirable or dangerous conditions, which can have negative effects for the migrants themselves, as well as for communities of origin, transit, and destination.

Counter-trafficking Programme:

IOM’s counter trafficking programme contributes to the GoM and CSOs’ efforts to improve national capacity in coordinating anti-trafficking response, protecting VoTs, and prosecuting traffickers.

Through 2018, IOM continued to hold regular bilateral meetings with lead national counterparts, including the Prime Minister’s Office, the Ministry of Justice, the Ministry of Social Affairs, the Ministry of Foreign Affairs, the Ministry of Public Security, and the Gendarmerie.

Under the leadership of the Ministry of Social Affairs, IOM and Victims of Trafficking (VoTs) identification and assistance stakeholders developed a Standard Operating Procedures (SOP) that identifies the role and responsibilities of each governmental and non-governmental actor for what concerns the identification of status, as well as for the provision and monitoring of assistance given to VoTs.

IOM, the Ministry of Social Affairs, and civil society identification and assistance stakeholders conducted refresher trainings on the revamped manual for victims’ identification and referral targeting practicing social workers and CSOs. One hundred and five individuals benefited from those sessions held in the regions of Analamanga, Boeny, Diana, SAVA, Haute Matsiatra, Atsimo Andrefana, and Antsinanana over the second and third quarters of 2018. Similarly, IOM, the Ministry of Justice, the Ministry of Public Security and the Gendarmerie conducted refresher trainings on manual on prosecution and investigation of TIP cases dedicated to in-service Law Enforcement Officials and members of the judiciary. Over one hundred twenty judges, prosecutors, police officers, and Gendarmes benefited from those refresher sessions in the same regions.

IOM held a dedicated training on the national law against TIP with the Anti-Corruption Court (PAC) in November 2018, which was attended by 24 participants; and a dedicated sensitization and capacity building session on TIP to

50 students of the ENMG in December 2018. A first round of trainings for the Police School (“Ecole Nationale des Inspecteurs et Agents de Police d’Antsirabe” – ENIAP) and the Gendarmerie School (“Ecole de Gendarmerie de Moramanga”) benefit one hundred and thirty-six student police officers and gendarmes.



Sensitization and capacity building session on Trafficking in Persons with students from the Gendarmerie School in Moramanga

IOM continued its close engagement with the Ministry of Foreign Affairs for the identification and referral of Malagasy transnational VoTs abroad and provided liaison support with local authorities in countries with limited or no Malagasy diplomatic presence on a needs basis, to enable emission of travel documents and repatriation of the victims.

IOM and partners continued to provide emergency assistance to VoTs, including emergency medical assistance as needed, temporary shelter, onward transportation to the city of origin, psycho-social assistance, and socio-economic

reintegration assistance. One hundred vulnerable Malagasy women migrants were repatriated from Kuwait between January and April 2018, a record. Of those, eighty-four were identified as VoTs and benefited from the IOM Global Assistance Fund.

To enhance structural capacities of national stakeholders to provide and cater for emergency care needs of identified VoTs, IOM supported the Ministry of Social Affairs in rehabilitation work of a Ministry-owned infrastructure for the establishment of the first shelter destined for VoTs in Antananarivo. The shelter was inaugurated in September 2018 and has a capacity to attend to twelve VoTs at any one time, in a safe and protective environment.

Lastly, as the lead UN agencies working on Counter-Trafficking in Madagascar, IOM supported the joint UN workshop on the launch in Madagascar of the Alliance 8.7 – a global partnership that seeks to eradicate forced labour, modern slavery, human trafficking, and child labour – with ILO, the OHCHR, and UNICEF in October 2018.

Migration and Health Programme:

Local, regional and far flung international human mobility is a complex and dynamic phenomenon which has shown capable to amplify the spread of communicable diseases and the impact of public health events. Human mobility dynamics include the “who”, the “why”, the “where”, and the “how” of travellers. They comprise the profiles of travellers, the routes and patterns of movements, and locations where travellers interact with other travellers and well as with stationary, local communities. Knowledge and understanding of population mobility dynamics is essential to detect priority locations and communities that are at higher risk of potential spread of the disease given population mobility dynamics and linkages with outbreak affected areas; and control the spread of the disease by identifying locations where control measures (health screening points, risk communication), should be concentrated given the particular mobility patterns.

Following the outcomes of the After-Action Review (AAR) conducted by WHO in July 2019 on the response to the 2017 – 2018 plague epidemic outbreak and in application of the International Health Regulations, IOM jointly held with WHO between 11 and 13 September 2018, a technical stakeholders workshop on the development of Standard Operating Procedures (SOP) for health controls at international points of entry (PoE) of the country and along key internal mobility axes within the country. The workshop gathered public health, transportation, security and disasters risk management and response stakeholders.

From mid-November 2018, IOM joined WHO and UNICEF under the implementation of the “Early Action in Response to the 2018 Plague Outbreak in Madagascar” project funded by the Central Emergency Response Fund (CERF), under which IOM has been tasked to: contextualize the Population Mobility Mapping (PMM) tools to the mobility dynamics of the country; collect PMM data in and around 14 key Districts; and produce and disseminate PMM reports to national stakeholders indicating priority locations and communities that are at

higher risk of potential spread of the disease given population mobility dynamics in the targeted areas; and identifying locations where control measures (including health screening points and intensified risk communication) may be activated to enable early detection and control of suspected cases. IOM has also been task to work in close coordination with national stakeholders to procure and distribute support equipment (such as tents, tables, stretchers, etc.), protective gears (Personal Protective Equipment, isolation equipment, etc.), and other materials (IEC materials for users) necessary for the proper setting up and functioning of 8 fully equipped Health Screening Points (HSP); and to train local Health Screening Points" stakeholders (local health officials, police and gendarmerie personnel, local disaster risk management officials, airport and public transportation management personnel) in each of the location on the setting up, work flows, and management of HSPs – in accordance with the developed SOPs.

Migration, Environment, and Climate Change Programme:

Through 2018, IOM pursued its engagement with the Ministry of Environment, Ecology and Forests, and with relevant national and local stakeholders to further the understanding of the nexus between Migration, Environment, and Climate Change (MECC) in the context of Madagascar; to collect evidence on some of the phenomenon resulting from this interdependence – both in terms opportunities to be leveraged and challenges to be addressed; and to support stakeholders in discussing and identifying priority areas for action with regards to MECC.

Under the “Migration, Environment, and Climate Change: Evidence for Policy in Southern Africa and the Indian Ocean Region”, IOM continued to hold regular bilateral and multilateral consultations with stakeholders of internal migration management, and environmental affairs. IOM supported a fourth and last meeting of the Technical Working Group (TWG) on MECC, which gathered under the Ministry of Environment and IOM’s co-chairing, relevant ministries, representatives from UN agencies, CSOs, and international technical and financial partners interested in the topics of migration in relation to the environment.

The Ministry of Environment, with the support of IOM organized and held on 22 March 2018 a one-day High Level National Dialogue on Migration, Environment, and Climate Change. During the National Dialogue, findings from the landmark country-assessment “Défis, enjeux et politiques: Migration, environnement et changement climatique a Madagascar” – a study commissioned by IOM to a consortium of research led by the IRD and the CNRE, and with a particular focus on the effects of internal unmanaged migration on the environment in and around urban centers of Mahajunga and Morondava – were presented to 40 attendees, representing central level authorities from concerned ministries, regional authorities from selected regions affected by the MECC nexus, as well as international and national NGOs. Participants also discussed and developed a Priority Action Plan for the governance of MECC issues in Madagascar, organized around for axis: 1) information and data analysis; 2) public policies and territorial governance; 3) institutional and technical stakeholders capacity building; and 4) operational responses.

Between 5 and 6 June 2018, representatives from the Ministry of Environment attended the first Regional Policy Forum on Migration, Environment, and Climate Change, organized in Pretoria – South Africa by IOM and the South-Africa based Council for Scientific and Industrial Research (CSIR) where they joined migration and environment officials and practitioners from 15 SADC countries and officials from the Indian Ocean Commission to share experience and discuss MECC challenges and opportunities in the Southern Africa and Indian Ocean region.



Finding water and food becomes a daily struggle in Southern Madagascar and those who have the means migrate for better job opportunities.

Addressing the mobility dimensions of crises

Crises have significant and long-term effects on migrants and society. Therefore, concerted action by the international community is required to: prevent and prepare for crisis, support migrants, displaced persons and communities affected by crisis in accordance with humanitarian principles; and promote durable solutions to end displacement.

Emergency and Post Crisis Programme:

Through 2018, IOM continued to implement the Restore the Authority of the State in Southern Madagascar project (“Restaurer l’authorité de l’Etat dans le Sud de Madagascar” – RAES) funded by the UN Peacebuilding Fund (PBF), under which IOM, in coordination with UNDP implements activities aimed at restoring the authority and presence of the State to police and secure the areas of South-central and Southern Madagascar affected by the Dahalo phenomenon (rural banditry related to cattle theft), and which continue to force local residents to migrate as they fear for their life and wellbeing.



Gendarmerie in the Andranambao village, Ivohibe region, where the mountains are inhabited by dahalos, cattle thieves who terrorize the local population. IOM is building Gendarmerie barracks so that the population can finally resume grazing their livestock freely.

Under this project, IOM collaborates with the Gendarmerie, the Ministry of Interior, and the Ministry of Public Security, and a common UN House hosting all UN agencies intervening around Betroka has been established in that city, with administrative backstopping from IOM. Five forward posts (“Postes avancés”) for the Gendarmerie are under construction in strategic locations and handover of the posts is expected to take place in 2019.

Drought-induced mobility from and within the “Grand Sud” has continued to receive attention from humanitarian and development stakeholders. Further to the roll out of DTM tools in 2017, IOM in close cooperation with the BNGRC and regional authorities conducted three data collection rounds in the field in 2018, for the production and release of the third, fourth, and fifth DTM reports. Findings from these reports were presented and disseminated to local, national, and international humanitarian and development stakeholders. A rapid assessment on impacts and vulnerabilities associated to forced displacement caused by rural bandits’ attacks was conducted and findings were released through a dedicated report in September 2019.

IOM has continued to provide coaching and capacity development so that local stakeholders can assume data collection and handling responsibilities themselves by the end of the project. IOM has procured and handed over IT equipment to the BNGRC, including tablets, desktops and a server to sustain the technical capacity of the BNGRC to continue conducting data collection rounds, after the end of the project.

On the basis of the findings from the DTM reports, IOM and local authorities identified a total of 11 communities most affected by migration, and community-based dialogues with heads of households were held in coordination with local authorities in the 11 communities. Community-based dialogues were consultative and discursive in nature, and women were actively engaged to participate and share their own views. Based on the results and prioritization of needs that emanated from the community-based dialogues, community stabilization initiatives were identified and presented back to the communities to ensure consensus and ownership. The identified initiatives were also presented to local authorities, and their sound technicality and feasibility were also assessed by IOM through outreach and exchanges with regional authorities in charge of water and sanitation, and in charge of agriculture, animal husbandry, and fisheries. The 11 community stabilization initiatives involved work around the rehabilitation of water wells; the handover of water kits; technical capacity building on- and the setting up of community-managed poultry farming; and capacity building on- and handover of fishing and fish conservation equipment. The work was spearheaded and monitored by IOM while direct implementation was conducted by local NGOs and service providers. Wrap-up community-based evaluation dialogues were subsequently conducted in the communities to assess – with the perspectives of the beneficiaries themselves – the methodology (how the initiatives were identified and the implemented), the impacts (what were the challenges in implementation, and what were the effects on the community in relation to forced displacement), in order to inform a possible future scaling up of community stabilization initiatives in the Androy region.

In order to ensure continuity and quality of the services and implementation of roles attributed to the BNGRC in the Androy Region, and considering the limited infrastructures available to the entity, IOM contributed the funds necessary for the building of an annex to the existing BNGRC premises in Ambovombe.

Safe, orderly, and dignified migration

Migration systems need to be designed to ensure that policy objectives are met and that they operate with efficiency and effectiveness. Maintaining the integrity of migration and mobility schemes requires an ability to detect and prevent irregular migration and to prohibit illegal cross-border activity.

IOM Madagascar continued to implement on behalf of the British Government the United Kingdom Tuberculosis Detection Programme (UKTBDP), which screens UK-visa applicant for stays longer than six months for active or recent tuberculosis, in order to reduce possible negative health impacts on the receiving country.

Immigration and Border Management Programme:

IOM is increasingly called upon by its Member States to support their response to the complex challenges of border management. In Madagascar, IOM works under the leadership of the Ministry of Public Security – and in close coordination with other border management stakeholders – to build the capacity of frontline and back office border management officers and to streamline border management components to the overall ongoing national Security Sector Reform (SSR).

Through 2018, IOM continued to hold regular bilateral and multilateral meetings with lead national counterparts on immigration and border management, including the Ministry of Public Security, the Ministry of Interior, the Ministry of Foreign Affairs, the Ministry of Health, the national Ports authority, the Civil Aviation authority, the Gendarmerie, and Custom authorities, as well as with the private sector.

In addition to the release of the Border Management Assessment and the presentation of findings to stakeholders in February 2018, IOM supported entities represented to the Technical Advisory and Consultation Group for Border Management Stakeholders in developing two Memorandum of Understanding (MoU) to pave way for the setting up and daily running of a Coordination Center at Antananarivo's Ivato International Airport – an initiative that was conceptualized through a participatory process by stakeholders. The MoU brings together the Ministry of Public Security through the Border Police ("Police de l'air et des frontières" – PAF), the Ministry of Health through the Directorate for Epidemiological Surveillance ("Direction de la veille sanitaire et de la surveillance épidémiologique" – DVSSE), the Ministry Finance and Budget through the Customs authorities, the Gendarmerie, and the Central Intelligence Service (CIS) around commonly agreed procedures and workflows and data sharing which can foster an operational practice of "Integrated" border management at the country's main international airport.

Still as part of the PBF-funded Support to the Security Sector Reform in Madagascar (“Appui a la réforme du secteur de la sécurité a Madagascar” – ARSSAM), IOM procured and installed equipment relating to the Border Management Information System MIDAS (Migration Information and Data Analysis System) –to be piloted at the Nosy Be and Mahajunga airports in early 2019, to improve the technical capacities to collect and treat information in order to ensure that borders are secure, while facilitating and streamlining the legitimate flow of people and goods to and from the country.

Also, in consolidation of the developing working relationship and collaboration with the CFIM and the Regional Maritime Information Fusion Centre (“Centre regional de fusion de l’information maritime” – CRFIM), IOM facilitated a two-day course in February 2018 targeting 46 liaison officers and delegates to both entities. The course aimed to provide initial training to participants on key concepts on migration, international migration law, and issues related to the interaction between migration and maritime security, including an introduction to the legal and operational aspects of rescue and assistance at sea for migrants in distress.

Between 1 and 3 October 2018, IOM hosted in partnership with the Indian Ocean Commission (IOC) in Madagascar the first edition of the Regional Maritime Security Conference held under the theme: Addressing Transnational Crime and Border Security in East and Southern Africa and in the Western Indian Ocean. The workshop brought together representatives from Government agencies from Comoros, Djibouti, Ethiopia, France (Réunion), Madagascar, Mauritius, Mozambique, Kenya, Seychelles, Somalia, Sudan and Tanzania; as well as delegates from IOM, the IOC, the CRFIM and the Regional Centre of Coordination Operations at Sea (RCOC) based in Seychelles, the EUNAVFOR, CFT 150, INTERPOL, and UNODC. The workshop took place cognizant of the important roles that ports of entry and maritime routes play in the economies of the region, while underscoring that they are also vulnerable to transnational crime risks due to the significant amount of traffic that they allow. It allowed delegates to address knowledge gaps regarding migration and human mobility in the maritime context; identify priority actions in response to maritime transnational risks and crimes; identify regional, tangible and value-added collaborative and comprehensive approaches to each of the threats to maritime safety and security in the region; and mobilize partners and institutions and generate specific commitments for concrete actions to be implemented according to an agreed roadmap.



The Minister of Defense giving the keynote address during the opening of the first edition of the Regional Maritime Security Conference in Antananarivo

ANNEXES

Annex I: IOM Press Briefing Notes

<https://www.iom.int/news/un-migration-agency-appeals-usd-14-billion-help-over-80-million-people-50-countries>

<https://www.iom.int/news/un-migration-agency-government-release-border-management-assessment-report-madagascar>

<https://www.iom.int/video/bin-flush-paper-recycling-madagascar>

<https://www.iom.int/news/un-migration-agency-stands-partners-combat-plastic-waste-and-environmental-degradation>

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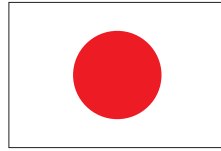
<https://www.iom.int/news/iom-global-migration-film-festival-empowers-women-victims-human-trafficking-madagascar>

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