

# IOM Madagascar Annual Report 2017





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Cover Photo © IOM 2017. Unmanaged flows of internal migration within Madagascar are presenting increasing challenges both in the communities of destination of migrants and in their communities of origin. In the communities of destination, agricultural practices – such as slash and burn – of newly settled populations leads to deforestation and environmental degradation, which in turn can cause social tensions with the resident communities. In the communities of origin of migrants, the significant migratory outflow renders more difficult the capacity of local vulnerable households to develop the necessary coping strategies and means of subsistence to prevent displacement.

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## FOREWORD

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 recently 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”.

Migration is a complex phenomenon that touches on a multiplicity of economic, social, and security aspects affecting our daily lives in an increasingly interconnected world. 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. 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 profound lack of human security and employment opportunities.

Migration is increasingly seen as a high-priority issue by many governments and the broader public. Its importance to economic prosperity, human development, and safety and security ensures that it will remain a top priority for the foreseeable future. This is becoming more pronounced at the national level as the focus on migration intensifies, but it is also evident at the international level, with incremental advancements in international cooperation on migration having been taken with States committing to agree on a Global Compact for Safe, Orderly, and Regular Migration in 2018.

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 which migration takes place along legal channels, and acts a catalyst for development.

In the era of “fake news”, IOM’s contribution is of heightened importance to its Member States and to migrants. It is our intention to promote a balanced understanding of, and responses to migration complexities. In Madagascar, the support from our various donors through 2017 has enabled IOM to continue to offer expertise and operational support to counter-trafficking and labour migration management efforts, as well as to take on and 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 and pause on the year 2017, 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 2017 a fruitful year.

Daniel Silva y Poveda

Chief of Mission, IOM Madagascar



# THE INTERNATIONAL ORGANIZATION FOR MIGRATION (IOM)

Established in 1951, IOM, the UN Migration Agency, 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.

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 172 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 more than 390 in 2017. Operational staff increased from approximately 1,100 in 1998 to more than 10,000 currently, almost entirely 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 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 2017, IOM Madagascar had presence in Antananarivo (Head Office), Ambovombe (Sub-Office), Antalaha (Local Field Office), and Maroantsetra (Local Field Office).

## COUNTRY CONTEXT

In 2017, the economic situation has seen an improvement from the year before. Gradually growing, the Malagasy economy is projected to continue its growth thanks to its expansion in the tertiary sector, public works programs, and the recovery of the primary sector due to higher vanilla prices. Gross Domestic Product (GDP), with a steady growth rate, has grown by 4.2 per cent in 2017, according to the World Bank. However, with 76 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.

As a consequence of inadequate labour migration management, Madagascar still factors as an important source country for trafficking in persons (TiP). The 2017 United States State Department's TiP Report declassified Madagascar to its "Tier-2 Watch List", indicating the high proliferation of exploitation both internally and transnationally. 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. In early 2017 the Intense Tropical Cyclone Enawo, the strongest to struck Madagascar since 2004, hit the North-east coast of the country, displaced 247,219 persons and left behind USD 400 million worth of damages. Meanwhile, the *Grand Sud* is only slowly recovering from the extended drought of the recent years, which continues to drive migration from the area. More needs to be done to reduce the incidences and negative humanitarian and development impacts of population displacement.

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) demonstrates the close linkages between public health and human mobility.

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.

Inter- and intra-regional mobility patterns between rural areas are not well documented yet but the topic has gained much attention in the last years, and the evidence available raises major concerns on the negative relation between unmanaged internal migration influx and environmental degradation and deforestation, leading to social tensions in areas of destination of the migrants, and heightened vulnerabilities in their regions of origin.

Effective and efficient immigration and border management remains essential to ensure border security, reinforce the fight against transnational organized crime, and enhance protection of vulnerable migrants. With thousands of kilometers of coast line, effective immigration control, and border management remains 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.





The Androy region is one of the most affected by internal migration linked to environmental degradation.

## MIGRATION AND THE SUSTAINABLE DEVELOPMENT GOALS

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.

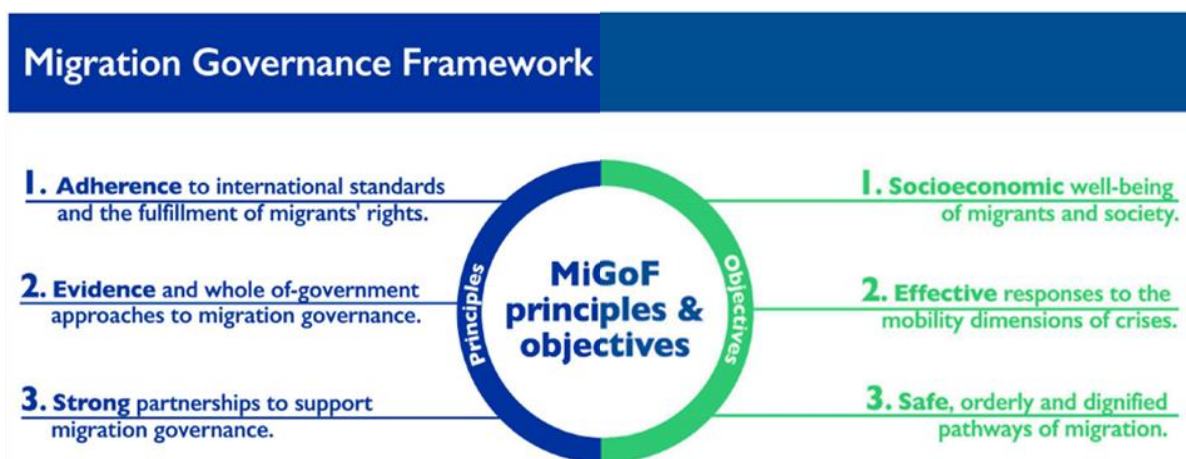
Effective migration governance is also promoted indirectly through other Goals and targets outside of 10.7. For example, targets 8.7 and 8.8 call for improved governance in areas of human trafficking and labour migration respectively; Goal 16 on the promotion of the rule of law, “equal access to justice 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 2017, 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.

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 labour migration 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 2017, 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 Labour Migration programme; the Diaspora Engagement 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 provision of direct assistance to the beneficiaries of the Emergency Assistance Fund for Victims of Trafficking (VoTs), 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 continued to be underpinned by- and compliant to the Human Rights-Based Approach (HRBA)

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 2017, IOM continued providing quality research and assessment support to national stakeholders on a range of sub-topic of migration governance.

Over June and July 2017 IOM, in collaboration with the Ministry of Public Security, conducted the pre-evaluation of the Border Management Assessment (*Analyse de la sécurité et de la gestion des frontières à Madagascar*). The pre-evaluation was intended as a preliminary scoping of the needs and gaps to be thoroughly analyzed during the Border Management Assessment, which is designed to provide national border management stakeholders with an exhaustive understanding and analysis of the current administration; legal and normative framework; operations; and information management as they relate to border management. Furthermore, it will provide stakeholders with a series of recommendations for qualitative improvements towards an integrated border management practice in Madagascar. The Border Management Assessment itself was initiated in September 2017 and results will be available in the first quarter of 2018.

A Country Assessment of the independence between Migration, Environment and Climate Change (*Evaluation nationale pays: Migration, environnement et changement climatique à Madagascar*) was initiated by IOM in collaboration with the Ministry of Environment in July 2017. The research seeks to make available to migration and environment policy makers and practitioners, a first compendium of information on the national policy and operational contexts of migration, environment and climate change (MECC), and a mapping of MECC vulnerabilities,

in particular with regards to the impacts of internal migration on environmental sustainability and deforestation. The results will be available in the first quarter of 2018.

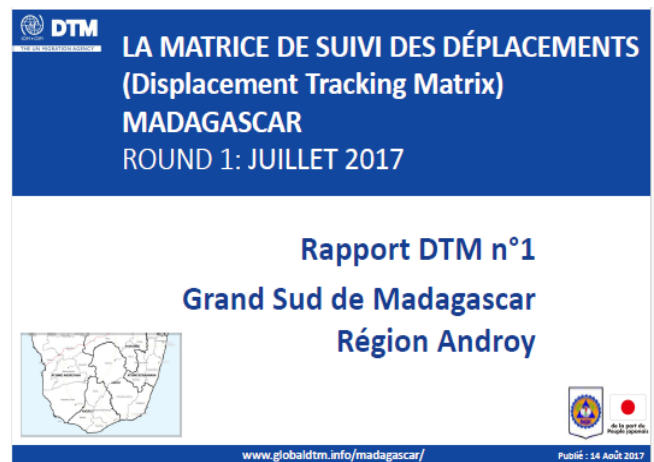
In August and October 2017 respectively, IOM, together with the *Bureau national de gestion des risques et catastrophes* (BNGRC), released the first and second Displacement Tracking Matrix (DTM) Reports. Based on a methodology that has been continuously refined and enhanced through years of operational experience in over 40 countries globally experiencing man-made conflicts and natural disasters, the DTM tools have been rolled out to the Androy region in April 2017. The DTM Reports regularly capture, process, and disseminate multi-layered information on the mobility, locations, vulnerabilities and needs of displaced population in the Androy region in the context of recovery from years of severe drought and humanitarian crisis.

IOM continued to support multi-sectoral dialogue and coordination efforts pertaining to sub-set topics of migration governance. IOM supported directly: three meetings of the Technical Advisory and Consultation Group for Border Management Stakeholders co-led by the Ministry of Public Security and IOM; three meetings of the Technical Working Group on MECC; one meeting of the Technical Working Group on Labour Migration, led by the Ministry of Employment; two meetings of the *Bureau national de lutte contre la traite des Etres humains*; and in the context of the humanitarian response to Cyclone Enawo – actively engaged with shelter and displacement stakeholders through the Shelter Cluster with the deployment to Madagascar of its Global Shelter Coordinator.

In preparation of the upcoming intergovernmental negotiations on the Global Compact for Safe, Orderly and Regular Migration (GCM) to take place in New York in the start of 2018, IOM and the Ministry of Foreign Affairs facilitated a one-day National Consultation on migration governance in September 2017. The consultation brought together representatives from all ministries with a stake in migration, with a view to come up with a draft national position on the GCM.

### 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 networks, 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, good governance of migration requires partnerships to broaden the



Cover of the first Displacement Tracking Matrix report, published in July 2017.

understanding of migration, and to develop comprehensive and effective approaches.

Through 2017, 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 Employment, 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 *Gendarmerie Nationale*, the Ministry of Transportation, and the Ministry of Youth.

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, the participation to the 3<sup>rd</sup> Intra-Regional Forum on Migration in Africa, held in Kampala – Uganda in May 2017; participation to the United Nations Ocean Conference in New York – United States of America in June 2017; participation to a study tour to South Africa on Integrated Border Management in August 2017; and to the annual SADC Migration Dialogue for Southern Africa (MIDSA) held in Ezulwini – Eswatini in September 2017.

IOM has maintained regular contacts with a range of public or semi-public entities such as the BNLTEH, the BNGRC, the *Bureau indépendant anti-corruption* (BIANCO), the *Commission nationale indépendante des Droits de l'Homme* (CNIDH), Custom authorities, Civil Aviation authorities, the *Centre de fusion de l'information maritime* (CFIM), and the *Ecole nationale d'administration de Madagascar* (ENAM).

A stronger emphasis has been put on engaging with the private sector. IOM and the Ministry of Foreign Affairs held in February 2017 a briefing session on the Profile of the Malagasy Diaspora in France – a research conducted in 2016 – targeting banking and financial institutions. In the framework of its work on border management and counter-trafficking at the Ivato International Airport, IOM established working relationships with the Ravinala Airport and the Madagascar Ground Handling (MGH) companies, two essential back-office and front-desk service providers of the airport platform.

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 2017; of the World Day against Trafficking in Persons on 30 July 2017 with a series of events and an itinerant photo exhibition; of the World Food Day which was on 16 October



2017 under the theme “Change the Future of Migration: Invest in Food Security and Rural Development”; and of the International Migrants Day on 18 December 2017, on the occasion of which IOM held the first edition in Madagascar of the Global Migration Film Festival (GMFF), with various screenings accessible free of charge to the general public at the *Institut Français de Madagascar* (IFM). The GMFF features films and documentaries that capture the promise and challenges of migration, and the unique contributions that migrants make to their new communities. The goal of the festival is to pave the way for greater discussion around one of the greatest phenomenon of our time: migration.



The public visits the itinerant photo exhibition on Trafficking in Persons, during the celebration of the World Day against Trafficking in Persons.

## 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:

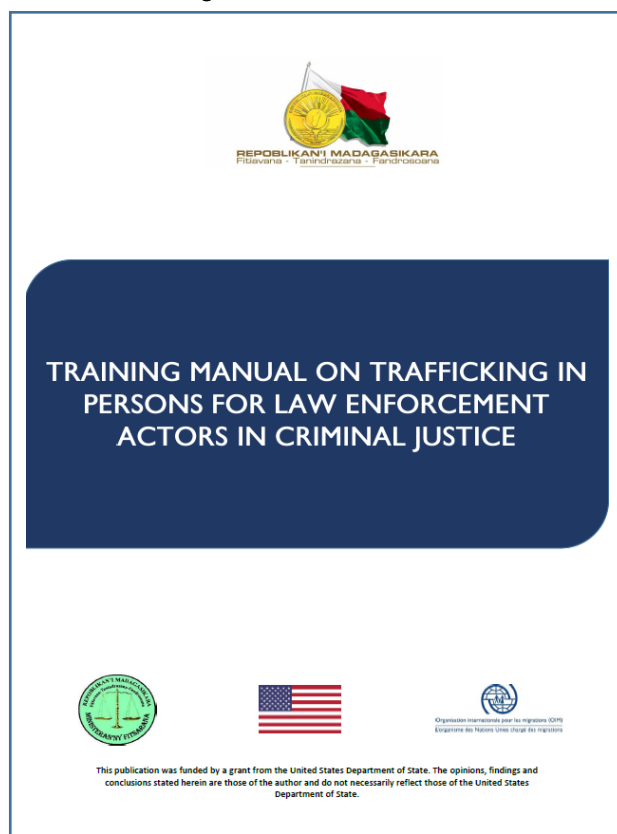
IOM's counter trafficking programme contributes to the GoM and CSOs' efforts to improve national capacity in coordinating anti-trafficking response, protecting VoTs, and prosecuting traffickers.

Through 2017, 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 Nationale*; and supported two meetings of the BNLTEH, the multi-stakeholders entity tasked to coordinate and oversee the national response to TiP.

Under the leadership of the Ministry of Justice, IOM together with the Ministry of Public Security and the *Gendarmerie Nationale*, developed the first manual on prosecution and investigation of TiP cases, and a related Training of Trainers (ToT) module dedicated to in-service Law Enforcement Officials and members of the judiciary. One hundred and one judges, prosecutors, police officers, and *Gendarmes* in the regions of Analamanga, Boeny, Diana, SAVA, Haute Matsiatra, Atsimo Andrefana were trained on the manual between August and November 2017.

IOM also collaborated with the Ministry of Public Security and the *Gendarmerie Nationale* for the integration of a training session on victim-centered investigations of TiP cases dedicated to students at their respective schools. To this purpose, and upon review of the existing training curricula for each school, a training manual was developed. The first training for 48 Police Officer students was held at the *Ecole Nationale Supérieure de la Police* (ENSP) in December 2017.

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



Cover of the Training Manual on Trafficking in Persons for law enforcement actors in criminal justice.

authorities in countries with limited or inexistent Malagasy diplomatic presence on a needs basis, to enable emission of travel documents and repatriation of the victims.

Under the leadership of the Ministry of Social Affairs, IOM and its partners revamped the existing manual for victims' identification and referral, and developed a ToT module for the Manual's dissemination to practicing social workers and CSOs. One hundred and five social workers from the Ministry of Social Affairs and local CSOs were trained on the revamped manual in six priority intervention regions of the programme between August and November 2017.

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. Thirty two VoTs were referred to IOM and benefited from the Emergency Assistance Fund through 2017.



A participant to IOM's training to Law Enforcement Officers on victim-centered prosecution of trafficking in persons, in the Anosy region.

### Labour Migration Programme:

IOM worked closely with relevant ministries, and under the leadership of the Ministry of Employment, to strengthen Madagascar's labour migration management, by enabling the practical implementation of labour migration frameworks and by supporting Madagascar's capacity on bilateral labour migration engagements.

Through 2017, IOM continued to hold regular bilateral meetings with lead national counterparts, including the Prime Minister's Office, the Ministry of



Proactive and coordinated policy is essential to ensuring labour migration remains a positive opportunity and brings benefits for the migrant him/herself and for his/her community of origin in Madagascar.

Employment, the Ministry of Social Affairs, the Ministry of Interior, the Ministry of Foreign Affairs, and the Ministry of Labour with a view to dissipate some of the institutional coordination challenges that exist on the governance of labour migration.

In February 2017, IOM in collaboration with the Ministry of Employment organized a labour migration strategy development workshop, which gathered ministerial stakeholders, representatives from the International Labour

Organization (ILO), CSOs, and the private sector. Based on the findings of Madagascar's National Labour Migration Assessment (*Etat des lieux sur la migration de travail à Madagascar*) – a study published by IOM in November 2016 –, and upon review of the different outputs under the project “Strengthening Labour Migration Management in Madagascar”, participants to the workshop concerted and developed a Blueprint for labour migration management in the country (*Feuille de route sur la migration professionnelle à Madagascar*). The Blueprint includes achievable and targeted commitments and deliverables over the period between 2017 and 2019 in the fields of research, policy reforms, institutional strengthening, capacity building and training, operational responses, and bilateral engagements on labour migration.

In March 2017, IOM supported the participation of delegates from the Ministry of Employment and the Ministry of Interior to the Regional Conference on Labour Migration Initiatives in Southern Africa, organized by IOM with the Southern African Development Community (SADC) in Pretoria – South Africa, where Madagascar presented its country context of labour migration management and its latest policy developments to other SADC Member States, as well as other partners involved in the sector at the regional level.

Lastly, IOM actively supported and engaged with local stakeholders of the SAVA region during the Dialogue organized by the Ministry of Social Affairs on the protection of Malagasy migrant workers and the promotion of decent work in Andapa in September 2017. As the region remains one of the primary source region for Malagasy migrant workers to the Gulf countries and the Middle East – the vast majority of which are women – the Dialogue sought to come up with concrete resolutions to protect migrant workers' rights, and reduce irregular and risky migration behaviors.

#### *Migration, Environment, and Climate Change Programme:*

In close cooperation with the Ministry of Environment, Ecology and Forests, and with relevant national and local stakeholders, IOM sought to increase the knowledge base and awareness about the interdependence between migration and environmental change, including climate change (MECC) to inform the formulation of related national policy and operational response planning.

IOM held regular bilateral and multilateral consultations with stakeholders of internal migration management, and environmental affairs. Through 2017, IOM supported three meetings of the Technical Working Group on MECC, which gathered under the Ministry of Environment and IOM's co-chairing, relevant ministries, and 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 an inception workshop on MECC in February 2017. The objective of this workshop was to familiarize the stakeholders with the main key concepts on the interdependence between migration and the environment; on the stakes, challenges and opportunities for governance and public policy; and to discuss and exchange with the participants on this interdependence and its manifestations in

the specific context of Madagascar through a facilitated round-table discussion. Through the round-table discussion, participants identified four themes that underline the interdependence between internal migration and environmental changes in Madagascar.



Many individuals and households are forced to leave the South of Madagascar due to the chronic droughts that affect the area.

The Country Assessment of the interdependence between Migration, Environment and Climate Change (*Evaluation nationale pays: Migration, environnement et changement climatique à Madagascar*) was initiated by IOM in collaboration with the Ministry of Environment in July 2017. The research, conducted by a consortium led by the *Centre national de recherche sur l'environnement* (CNRE) and the French *Institut de recherche pour le Développement* (IRD) will make available to migration and environment policy makers and practitioners a compendium of information on the national policy and operational contexts of MECC, will map MECC vulnerabilities, and will provide recommendations to address challenges and opportunities related to the topic.

### Diaspora Engagement Programme:

In support to the Ministry of Foreign Affairs, IOM implements activities that aim to establish the necessary basis of trust and bonds for a sustainable and productive engagement of the Malagasy diaspora for national development.

Activities implemented by IOM in 2017 under the diaspora engagement programme included the holding in February 2017 together with the Ministry of Foreign Affairs of a briefing session on the findings and recommendations of the report on the Profile of the Malagasy Diaspora in France, and which targeted representatives from banking and financial institutions.

IOM also provided technical support and expertise to the Ministry of Foreign Affairs for the framing of the first Diaspora Forum, which was held in Antananarivo in October 2017. In particular, IOM supported the production of video materials and capacity building of Ministry's staff on communication and engagement of potential participants through social media.

### **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 forced displacement.

### Emergency and Post Crisis Programme:

As Madagascar is regularly affected and will continue to be affected by natural disasters, IOM seeks to provide actionable and timely information on disaster-related population displacement in the country, respond to humanitarian emergencies, and support prevention and adaptation strategies to reduce incidences of displacement from occurring.

In March 2017, Intense Tropical Cyclone Enawo, the first of the 2016 – 2017 cyclonic season – and the strongest of the last 13 years, made landfall on the Northeastern coast of Madagascar, and crossed the island to its southern end, causing havoc across the country. Cyclone impact resulted in humanitarian needs concentrated in the north-east part of the country, with 433,985 persons directly affected, a total of 247,219 persons displaced, 40,520 houses destroyed, 250 injured, 81 fatalities, and 18 persons missing.

As part of the rapid response, IOM deployed its global expert on Shelter to the country to conduct rapid assessment missions on Camp Coordination and Camp Management (CCCM), and Shelter in the Analamanga and SAVA regions. Further to the results of the assessment missions, IOM published an appeal in the Humanitarian Response Plan.

Funding received enabled a joint UN response concentrated for IOM on emergency shelter assistance to most affected populations in the SAVA and Analanjirofo regions. A total of 12,322 individuals (representing 2,644 households) benefited from the shelter assistance implemented by IOM in close partnership with CARE International and the Malagasy Red Cross; which consisted in the identification of most vulnerable households shelter needs in consultation with local authorities; the prepositioning and distribution of adapted shelter kits; as well as the provision of awareness raising and technical support for safe and robust shelter re-construction.



The district of Antalaha in the SAVA Region was amongst the most affected by the Intense Tropical Cyclone Enawo.

Drought-induced mobility from and within the “Grand Sud” has continued to receive attention of stakeholders. In April 2017, IOM in coordination with the BNGRC initiated the roll out of the DTM tools in the Androy Region, to document and monitor displacement from the area.

Under various training sessions held between August and November 2017, IOM trained 62 local enumerators, 1 information manager and 4 supervisors on DTM data collection, processing, and analysis. Two data collection rounds were conducted in the field and two DTM reports were published in August and October respectively. Findings from the first two DTM reports were presented, discussed, and disseminated to local and national humanitarian and development stakeholders in dedicated briefing sessions.



On the basis of the findings of the first reports, IOM identified eight communities particularly affected by the migratory outflow and displacement in the Androy region. In each of these communities, IOM facilitated community-based dialogues in coordination with local authorities, which served to identify the main challenges and pressure points to be addressed through the implementation of small-scale community stabilization initiatives.

In November 2017, IOM kick started a project funded by the UN Peacebuilding Fund (PBF), under which IOM, in coordination with UNDP, will implement 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 banditry and the *Dahalo* phenomenon, and which continue to force local residents to migrate as they fear for their life and wellbeing. The project will begin in earnest in early 2018 and will focus on the rehabilitation and/or construction of critically-located *Postes avancés* for the *Gendarmerie Nationale*, as well as the implementation of confidence building measures between the local population and security forces.

### 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 2017, 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 Nationale*, and Custom authorities.

In addition to the conduct of the pre-evaluation of the Border Management Assessment – which was accompanied by various consultative and briefing sessions on findings with stakeholders –, and the initiation of the extensive Border Management Assessment itself, as has been indicated previously, IOM facilitated a sensitization and capacity building workshop on Integrated Border Management in

March 2017. The objective of the workshop was to familiarize participants with the concepts, key practices and benefits associated with integrated border management.

In August 2017, IOM organized with the Ministry of Public Security a Study Tour to South Africa. The objective of the Study Tour, which included meetings with experts and local official counterparts in Pretoria, site visits at the International O.R. Tambo Airport of Johannesburg, and meetings and site visits at the Cape Town Port, was to highlight and share experiences of South Africa's implementation of an integrated border management approach, as well as some of the policy and operational processes relating to that approach, as Madagascar stakeholders advance towards a more coordinated approach to border management.



High level officials of the key entities in charge of border management in Madagascar have been sensitized on the benefits of Integrated Border Management, and learned how to foster intra-agency, inter-agency, and inter-national cooperation.

# ANNEXES

## Annex I: IOM Press Briefing Notes

<http://developmentfund.iom.int/news/iom-facilitates-labour-migration-management-blueprint-madagascar>

<http://developmentfund.iom.int/news/iom-trains-malagasy-officials-migration-environment-and-climate-change>

<https://www.iom.int/news/iom-trains-madagascar-officials-border-management>

<https://www.iom.int/news/usd-2-million-sought-provide-humanitarian-assistance-persons-affected-cyclone-enawo-madagascar>

<https://www.iom.int/news/un-migration-agency-tracks-displacement-drought-affected-madagascar>

<https://www.iom.int/news/regional-migration-and-health-strategy-southwestern-islands-indian-ocean-launched>

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