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International Organization for Migration (IOM)  
 Organisation internationale pour les migrations (OIM)  
 Organización Internacional para las Migraciones (OIM)

# IOM Madagascar Annual Report 2015

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## Foreword

We are living in the era of the greatest human mobility in recorded history: with more than one billion migrants – some 250 million international migrants and more than 750,000 internal migrants – migration is a mega-trend of this century. All countries host a migrant population, and all countries have citizens abroad. Movements internally and across borders will only increase in the years to come, as the world becomes increasingly globalized.

Serving as the IOM representative in Madagascar, I am everyday reminded how much this country – that few people would spontaneously identify with migration – actually presents complex migration trends, with deep ramifications, inducing challenges that vary from region to region, but which are also presenting themselves to the country as a standing chance and opportunity that can be harnessed to contribute to a better future.

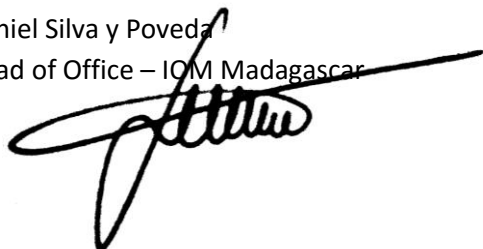
Certainly it would be foregoing the very founding of this nation and the contemporary fabrics of its society, made up from successive migratory waves from distant corners of the world over the centuries, but it would most of all be ignoring the daily lives of the individuals and communities that are impacted positively and negatively from sustained internal mobility dynamics, from immigration of foreigners, and from emigration of nationals.

IOM sees migration as a human reality to be managed, not as a problem to be solved. In Madagascar, the opening of a permanent office at the end of 2014 has enabled IOM to work in close cooperation with our first constituent – the Government of Madagascar, but more broadly, with a diverse range of stakeholders to support and enable safe, regular, and orderly migration within, from, and to Madagascar, for the benefit of all.

As we turn the page on 2015 and open up a new chapter in 2016, we are happy to share with you this brief outlook of our realizations, and my office looks forward to further strengthening the renewed engagement with Madagascar, and to cultivate the results of the activities implemented in 2015 into palatable and durable change for our beneficiaries.

I wish to thank the dedicated IOM colleagues for their commitment and tireless efforts that went into the realization of these many activities. Our appreciation goes to our donors who made these contributions possible, that entrusted us, and saw in IOM, the assurances of quality expertise and operational capacity as the lead intergovernmental organization on migration. And lastly, I wish to acknowledge the men and women “*on the move*”, the tens or hundreds of thousands – forever anonymous – and whose determination, courage, and resilience is a daily inspiration.

Daniel Silva y Poveda  
Head of Office – 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.

More people are on the move today than at any other time in recorded history: 1 billion people – comprising a seventh of humanity. A variety of elements – not least the information and communications revolutions – contribute to the movement of people on such a large scale. The forces driving migration as a priority issue are: climate change, natural and man-made catastrophes, conflict, the demographic trends of an ageing industrialized population, an exponentially expanding jobless youth population in the developing world and widening North–South social and economic disparities.

As a consequence of this scale of human mobility, IOM continues to grow, currently counting 165 Member States, with a further 9 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 400 in 2015. Operational staff increased from approximately 1,100 in 1998 to more than 9,000 currently, with more than 95 per cent of staff members based in the Field, with a ratio of 1:8 international versus national staff.

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.

*DIGNIFIED, ORDERLY AND SAFE MIGRATION  
FOR THE BENEFIT OF ALL*

IOM works with governments to promote a “high-road” scenario for migration governance, one in which facilitating – not restricting – migration is the priority; which sees migration as a process to be managed rather than a problem to be solved; and which strives to expand the possibilities for people to realize their human development aspirations and potential through mobility. IOM promotes a comprehensive approach to migration governance and maintains operational partnerships with relevant governmental, multilateral and private sector industry entities.

## 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 on the link between Migration and Health, and on the preparation and release of the National Migration Profile<sup>1</sup>.

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 in presence of a high level delegation from IOM – that included the Deputy Director General, the Senior Regional Advisor to the Director General for Sub-Saharan Africa, the Head of Office for IOM Mauritius, and a representative from the IOM Regional Office for Southern Africa in Pretoria.

The agreement foresaw the development and implementation for Madagascar of programmes in the field of migration and health, international migration law, migration and the environment, counter-trafficking, forced migration and displaced persons, labor migration, the mobilization of the diaspora; through the provision of capacity building, advisory, and technical expertise on this broad range of migration-related issues.

Enabled by the signature of this agreement and the opening of an IOM Office in Antananarivo that has allowed for much closer stakeholders interaction and direct implementation of activities, it can be said that 2015 has been a founding year for IOM's renewed partnership with Madagascar.



*IOM's Deputy Director General Laura Thompson and Malagasy Minister of Foreign Affairs signing the cooperation agreement between IOM and the Government of Madagascar in October 2014.*

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<sup>1</sup> For a free download of the Migration Profile, visit: [publications.iom.int/bookstore/index.php?main\\_page=product\\_info&cPath=42&products\\_id=1391](https://publications.iom.int/bookstore/index.php?main_page=product_info&cPath=42&products_id=1391)

## Country Context

IOM's renewed engagement with Madagascar followed the return of the country to constitutional order in early 2014 and the reintegration by Madagascar of all multilateral and regional political platforms from which it had been suspended further to the 2009 unconstitutional change of power, and during which most members of the international community placed sanctions on the country, severely upending funds for development aid and humanitarian assistance.

The year 2015 has still been one of slow recovery from the five-year political crisis (2009-2014). The country was already among the poorest in the world and the crisis resulted in a severe deterioration in public services, with many developmental gains of the early 2000's lost or put on hold. Today, Madagascar's socio-economic situation is worse than at many points of the country's post-independence history.

Disinvestment from international businesses during the crisis has had severe impacts on the energy, transportation, and business sectors. Over the last five years, nearly 336,000 jobs—30 percent of the formal sector employment sector—were lost. In Antananarivo one in every two jobs was lost.<sup>2</sup>

With the weak GDP growth recorded in 2014 and a net demographic growth rate of 2.8%, the economic output was insufficient to lift the 80% of the population living on less than 1.25 USD per day out of poverty. These realities have led an increasing number of Malagasy nationals to look for opportunities elsewhere, and international labour migration is increasingly recognized as a short- to medium term coping strategy that can bring potential developmental gains both to the migrants themselves and to the wider community they come from and they return to after completing their migration cycle. But it also induces concrete management challenges to ensure that the rights of migrants are protected in the context of limited regulations of the sector.

As regards to Trafficking in Persons, the 2015 United States State Department's Trafficking in Persons Report (TIP Report) Madagascar was still both a source country for trafficking in persons (TIP) to other countries and home to high levels of internal trafficking. Internally, trafficking and exploitation of children for domestic servitude, prostitution, forced begging, and forced labor continues to be an issue in both rural and urban areas. At the international level, women and men have been trafficked from Madagascar to a number of countries, primarily for sexual exploitation and labor exploitation as domestic or textile factory workers and fishermen.

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<sup>2</sup> See: United Nations (UN) Common Country Assessment (CCA), Madagascar, April 2013.

The health of migrants should be closely monitored and promoted under public health strategies. The potential health hazards associated to migration are particularly evident in the South Western Indian Ocean region. With manageable air and sea access, being attractive tourist destinations, and offering good investment opportunities to foreigners, 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. Increasing numbers of female migrant workers are reported to engage in sex work to earn an extra income. In Madagascar, it is estimated that more than 100,000 people move from rural areas every year to the capital city, Antananarivo, congregating in suburban informal settlements that do not offer basic access to health services.

Unplanned urbanization presents various challenges, including increased vulnerabilities for marginalized communities and a strain on the resident population. These challenges are bound to be exacerbated as the urbanization rate of thirty three percent in 2012 is foreseen to reach fifty five percent by 2040, with the population of Antananarivo expected to increase from two to five million in this time. Already, the capital city of Antananarivo is particularly affected. With between sixty to seventy percent of all settlements in the capital comprising informal constructions in slum-like conditions, according to estimates, the city presents unique challenges of integration of poor migrants from the rural or other urban

centers. However, and despite being seen as an additional burden on already strained social services and urban infrastructures by many, migrants can serve as a positive force for development and social cohesion.

Inter- and intra-regional mobility between rural areas is not well documented but seems to constitute another interesting dimension of internal mobility, with the little data and analysis available suggesting a slow but marked movement of population from the southernmost regions into the North-western regions.

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 crossing borders. With thousands of kilometers of coast line, effective immigration control, and border management remains a challenge, and Madagascar has been reportedly under close watch due to fear that the country may be used a safe haven and transit point for a range of criminals and commission of illicit activities.

Lastly, Madagascar is cyclically affected by natural disasters, such as droughts and floods. In the first few months of 2015 alone, two moderate tropical storms displaced approximately 30,000 people in the capital city of Antananarivo who temporarily resided in 103 informal displacement sites before returning home or being relocated to new areas.



More generally, desertification patterns in the southernmost part of the island, coral damages due to intensive fishing, land degradation related to unregulated mining activities, and other forms of natural resources exploitation have affected the livelihoods of local populations and their traditional coping strategies, leading to forced mobility and compounding urbanization trends.

Migration can be both a cause and a consequence of environmental change and land degradation. According to the World Bank (WB) and other sources, 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 Madagascar, more than three quarters of the population depends on natural resources for their daily livelihood.

Unregulated exploitation in the mining sector, for instance, served as a pull factor for internal migrants seeking economic opportunity during the political crisis. Demographic and economic pressures and destruction to traditional livelihoods sources have also led to unplanned mobility. These dynamics demonstrate that.

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

## The Migration Governance Framework

We live in an era of unprecedented mobility, and the need to facilitate orderly, safe, regular and responsible migration and mobility is becoming increasingly relevant. Realizing the benefits and full potential of migration requires planned well managed and well governed approaches to migration and 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, but does not create new standards or norms. It focuses on the governance and management of migration from the point of view of the State as the primary actor, but is not an international architecture for dealing with issues related to migration and human mobility. And lastly, it does not propose one model for all States, but rather 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 circumstances.

IOM’s view is that a migration system that promotes migration and human mobility that is humane and orderly and benefits migrants and society when it: (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 overview 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, United Nations (UN) Agencies, civil society, the private sector, and the media, IOM Madagascar puts advocacy and promotion of the protection of migrants' and mobile populations' rights, and the well-being of migrants, as well as that of their host and origin communities, at the very center of its interventions in Madagascar.

IOM did so through regular and consistent advocacy and provision of technical advice on international standards and principles pertaining to migrants' rights and wellbeing to senior government officials and technicians alike, both at the level of central government and in the country's regions visited. Through 2015, IOM had a series of bilateral meetings with Ministers and other senior-level officials from the key ministries and public institutions involved in migration governance, and frequent work sessions with technicians and mid-level managers in the same ministries and institutions. IOM met with regional authorities and decentralized representations of key ministries in the regions of Diana, Boeny, Anosy, Haute Matsiatra, Atsimo Andrefana.

These contributed to heighten awareness and sensitivity for the consideration of migration rights amongst the priorities for action, and for the inclusion of related norms and indicators enabling humane and orderly migration into public policy.

IOM participated to numerous national platforms and coordination groups, led by the GoM, United Nations agencies, or the diplomatic community, where it provided expertise and capacity building on issues pertaining to international migration law, and to upholding migrants' rights. In particular IOM provided capacity building to the *Bureau National de Lutte contre la Traite des Etres Humains* (BNLTEH), under the auspices of the Prime Minister's Office; and engaged regularly with partners through the *Groupe Droits Humains et Genre*, led by the UN, the *Groupe des Travail Droits de l'Homme*, sponsored by the US Embassy and co lead by civil society. Advocacy was also channeled through the working-groups led and/or co-led by IOM, and most notably the Technical Working Group on Labour Migration, led by the Ministry of Employment and co-led by IOM, and the IOM/UN informal Technical Working Group on TIP, which brings together IOM and UN agencies working on TIP and other related phenomenon such as child sexual exploitation, forced labour, and gender based violence (GBV).

IOM sought to mainstream the promotion of migrants' rights and their protection in its own initiatives. Numerous capacity building sessions, and training workshops were conducted through 2015, for a wide array of stakeholders. Each of these sessions included first time sensitization or knowledge refresher on the essentials of international standards and principles relevant to the sub-set topic of migration governance covered by the training, including standards and principles pertaining to labour migration, migration and development, TIP, migration and health, and humanitarian response.

Direct assistance to vulnerable migrants provided through 2015 by IOM Madagascar – for the beneficiaries of the Emergency Assistance Fund for Victims of Trafficking (VoTs), stranded migrants, and returnees – was embodied normatively and operationally in 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 of international best practices was central to IOM's participation, speakership, and sponsorship of conferences and other high attendance events; and in its public information and communication efforts, which targeted a broad and diverse audience, including Malagasy 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. But 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, despite a growing base of knowledge on migration trends and realities made available with IOM support in recent years, data and information gaps still hamper adequate evidence for policymaking on migration. Through the year 2015, IOM continued providing quality research and assessment support, and backed multi-sectorial dialogue and coordination processes pertaining to sub-set topics of migration governance, to seek a better understanding of migration flows, of migrants' contributions, and of the opportunities and challenges encountered by the GoM, migrants and other stakeholders in maximizing the benefits of

migration and reducing its inherent challenges.

To this end, in October 2015, IOM released the first national assessment on TIP<sup>3</sup>. The study, which was conducted by a team of international and local researchers, surveyed six regions within Madagascar, and included field visits to Lebanon and Kuwait; was realized in partnership with the Prime Minister's Office. It provides the GoM and relevant stakeholders with reliable information and a comprehensive analysis of TIP within and from Madagascar. It details the legal and institutional framework governing the prevention, and response to TIP; presents the nature and different forms of trafficking affecting Malagasy nationals; assesses the responses to TIP in Madagascar; and identifies a series of practical recommendations for different categories of stakeholders.

In addition, in late 2015, IOM initiated the "Strengthening Labour Migration Management in Madagascar", and "Engagement and Mobilization of the Malagasy Diaspora in France" projects, implemented respectively under the institutional leadership of the Ministry of Employment and the Ministry of Foreign Affairs. Under these projects, IOM paved way for two research documents to be finalized in 2016: the National Assessment on Labour Migration, which aims to inform the

foundation of an evidence-based plan of action for labour migration policy and operational planning; and the Diaspora Profile of the Malagasy diaspora in France, which will accompany the elaboration of the first ever diaspora engagement strategy.



*Cover from the first national assessment on TIP conducted by a team of International and local consultants in Madagascar.*

As regards to supporting whole of government approaches, IOM provided technical support and backstopping to the establishment of the BNLTEH, a permanent body that involves all national stakeholders and is tasked to coordinate the unpacking of the National Action Plan against TIP, and to monitor and report on its implementation every year.

<sup>3</sup> A copy of the "Etat des lieux sur la traite des personnes à Madagascar, IOM, 2015" can be made available upon request.



The BNLTEH was effectively set up through Decree 2015-269 of April 2015, and include representatives from all ministries, thereby contributing to have all actively engaged in an integrated national response to the TIP, with due consideration given to each of their mandate and capacity.

Under the “Strengthening Labour Migration Management in Madagascar” project, IOM has established a Technical Working Group (TWG) led by the Ministry of Employment. It brings together representatives from all ministries with a stake in labour migration, and notably: the Ministry of Employment, the Prime Minister’s Office, the Office of the President, the Ministry of Labour, the Ministry of Interior, the Ministry of Foreign Affairs, and the Ministry of Population; with a view to steer dialogue and collect substantive policy inputs from all stakeholders towards a concerted and “whole of government” plan of action on labour migration policy and operational planning.

### Developing Strong Partnerships

By their very nature, migration and mobility implicate multiple actors: States and their neighbours, subnational authorities, local communities, migrants and their families, diasporas, 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 its first year of permanent presence in Madagascar, IOM has developed strong partnerships between the Organization itself and a broad range of national and international stakeholders; and has supported the establishment of enhanced partnerships amongst key stakeholders on sub-set topics of migration.

As regards to the executive branch, IOM has developed and enjoyed 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 Health, and the Ministry of Youth. IOM has developed and maintained contacts with a range of public or semi-public entities such as the BNLTEH, the *Bureau National de Gestion des Risques et des Catastrophes* (BNGRC), the Economic Development Board of Madagascar (EDBM) and the *Comité National de Lutte contre le VIH/SIDA* (CNLS). IOM had interactions with regional authorities and officials in the six regions where it conducted official visits in 2015.

IOM supported the participation of several senior and technical government delegates to regional and international conferences and events which increased the exposure of Madagascar’s country-specific migration-

related challenges and opportunities, including participation to a ten-day Training on International Migration Law in Sanremo, Italy, to a Labour Migration Workshop in Maputo, Mozambique, and to the Migration Dialogue for Southern Africa (MIDSA) in Gaborone, Botswana, each event providing opportunities to deepen dialogue with other countries and discuss cooperation.

With the judiciary, IOM had exchanges with Antananarivo-based and regional prosecutors and magistrates to concert and exchange on the situation of prosecution of human traffickers. IOM had several work sessions with the Bar Association, to discuss joint action seeking to improve access to justice for Victims of Trafficking (VoTs); and exchanged with the *Bureau Indépendant Anti-Corruption* (BIANCO) on bringing down impunity on the crime.

As an intergovernmental organization closely associated with the UN System, IOM has enlarged and consolidated its cooperation with the UN Resident Coordinator Office (UNRCO) and with key UN agencies that have a mandate that touches on migration to some extent. These include UNICEF, the ILO, UNOHCHR, UNDP, UNESCO, and UNFPA. IOM participates to all senior management and technical-level coordination mechanism and platforms of the UN System in Madagascar, amongst which the UN Country Team (UNCT), the Humanitarian Country Team (HCT), the United Nations Development Assistance Framework (UNDAF)-related implementation and monitoring working groups, and sectoral

working groups of relevance for migration governance. IOM is a standing member of the *Groupe de Dialogue Stratégique* (GDS), a platform for high level dialogue co-hosted by the Prime Minister and the UN Resident Coordinator (UNRC) which meets twice a year, to discuss and review strategic cooperation in the country.

IOM has developed working relationships with the main embassies and representatives of the diplomatic community with a presence in Madagascar, and exchanged regularly on various topics of common importance with the US Embassy, the French Embassy, the Japanese Embassy, the British Embassy, the European Union (EU) Delegation, the Swiss Embassy, and the Norwegian Embassy.

IOM also sought to develop greater contacts with Civil Society Organizations (CSOs). Under its respective projects, IOM had the opportunity to interact substantially with CSOs working in the field of counter-trafficking, protection of migrants' rights, child protection, and promotion of women's rights. IOM has worked with private sector representatives, and unions, notably in the implementation of its counter-trafficking and labour migration initiatives.

As regards to the support provided by IOM to enable enhanced partnerships, under its counter-trafficking portfolio IOM contributed to the development and facilitated the adoption of the National Action Plan to Combat TIP in Madagascar (NAP).

The document, which aims to fight TIP in and from Madagascar in the period 2015-2019, coherently establishes and sets out clear priorities for intervention around four pillars of action, namely: prevention, protection, prosecution, and partnerships.

To this end, IOM facilitated and served as go-between for bilateral consultations with stakeholders involved in counter-trafficking, and gathered sectoral action plans from the ministries and CSOs, based on which a first working document was drafted.

The working document was then submitted to multilateral consultations with a wide-range of stakeholders. Two more workshops were organized by IOM in order to present observations of individual actors to the NAP and consolidate the inputs into a concerted final document.



*Prime Minister Jean Ravelonarivo, delivers his speech at the official launch of the National Action Plan against TIP on March 5th 2015, 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, including by accessing the services of unethical recruiters, smugglers or traffickers. It undermines efforts to govern migration well, and has potential negative effects for the migrants themselves, and for communities of origin, transit, and destination. In order to advance the socioeconomic well-being of migrants and society, IOM Madagascar launched in 2015 three programmes in the fields of counter-trafficking, labour mobility and development, and migration and health.

#### Counter-trafficking programme:

Under the framework of its counter-trafficking projects supported by USAID and the IOM Development Fund (IDF), and in addition to the release of the national assessment on TIP, the support provided for the elaboration of the NAP, and the support to the BNLTEH mentioned previously; IOM developed and implemented an information campaign to increase awareness about TIP.

The campaign targeted the capital city and six regions of Madagascar particularly affected by TIP (Analamanaga, Boeny, Diana, Anosy, Haute Matsiatra and Atsimo-Andrefanana).

IOM worked closely with a communication company to conceptualize an awareness raising campaign that consisted of different medium including posters, billboards, brochures, television (TV) and radio spots, as well as T-shirts. It conveyed a message of “Zero-tolerance” against TIP. Carefully crafted, it focused on the Malagasy values of solidarity and strong family ties, highlighting the fact that victims of trafficking (VoTs) can be anyone’s close relative. It highlighted different kinds of exploitation affecting Malagasy citizens and called on people to speak out or seek assistance when confronted with possible cases of trafficking.

The unveiling of the campaign, presided by the Prime Minister and attended by senior officials from the President’s Office, delegates from the BNLTEH, representatives of the Diplomatic corps and the United Nations System, as well as from the judiciary, civil society, and the private sector, took place on the 30 July 2015, as the central element to the celebration, for the against TIP.

In total, some 3200 posters were printed, 250 T-shirts were made available, and 1500 brochures were disseminated. Additionally, four short TV spots and one long TV spots; four short radio spot and one long radio spot were aired intensively on national and regional TV and radio channels over a period of six weeks. Four large billboards replicating the campaign's posters were on display for close to three months at strategic points around the city of Antananarivo.

In order to strengthen public stakeholders and CSOs capacity in the provision of assistance to VoTs, IOM worked in close cooperation with the Ministry of Population to develop and support a participatory process to conceive a standard VoTs identification and referral manual for service providers and frontline assistance personnel, and contextualize standard annexes to the country needs. Several bilateral consultations were held with ministries, CSOs, and NGOs providing assistance to vulnerable populations, in order to establish the structure and topics to be covered by the manual and four annexes, namely: a screening form to identify VOT, a needs assessment form, a risk assessment form, and a monitoring and evaluation form. In August 2015 a technical consultation workshop gathering a wide-range of stakeholders was organized to present the draft manual and its annexes, and gather additional inputs and comments on the same.

Further to the revisions that followed the multi stakeholders' consultation workshop,



*A poster from the national awareness raising campaign on TIP launched in July 2015.*

the manual was finalized. The manual covers all practical issues arising from identifying and providing direct assistance to a VOT, and specific needs of women and children VOTs to be considered. It was designed as an easy-to-follow guide for first time users not specialized in the topic, and provides useful tips and references.

IOM organized two training sessions for some 40 service providers and social workers in October 2015 on the usage of the manual. Between early January 2015 and end of December 2015, 53 cases of presumed VoTs were referred to IOM, 33 of which received direct assistance. The assistance for the VoTs identified in countries of destination consisted of pre-departure support and services such as translation, psychological support, emergency medical treatment, consular assistance/acquisition of travel documents, and shelter.





*A billboard featuring a poster from the awareness raising campaign on TIP in a central avenue in Antananarivo.*

For the VoTs identified in Madagascar, having returned to Madagascar by their own means, or national VoTs, comprehensive post arrival and/or reintegration assistance, including emergency medical assistance as needed, shelter, onward transportation to city of origin, psycho-social assistance, and economic reintegration support were provided. Each VoT went through a comprehensive assessment in order to determine his/her needs, and was placed at the center of the decision making process. While legal assistance was systematically part of the offer of services, no VoT assisted made use of the opportunity.

#### Labour mobility and development programme:

IOM worked closely with the relevant ministries, and under the leadership of the Ministry of Foreign Affairs, to build national capacities on Bilateral Labour Agreements

(BLAs) with destination countries that integrate Malagasy migrant workers' rights.

A three-day capacity building workshop was held in Antananarivo on development and negotiation of BLAs in March 2015. A total of 26 participants attended from key ministries, and representatives from CSOs attended. It included sessions on labour migration concepts, the rights of migrant workers, the content of BLAs, and practical steps to negotiating such agreements. The workshop provided an opportune forum for exploring actual and possible frameworks for the regulation of private recruitment agencies. Through the rest of the year, IOM had the opportunity to share best practices as regards to BLAs, and to provide several rounds of technical feedback on draft BLAs being considered by the GoM.

In July 2015, IOM held a one-day capacity building session for officials from the Ministry of Foreign Affairs on Diaspora Mobilization, and Engagement, and on the nexus between migration and development. 34 staffers from different units and directorates of the Ministry benefited from the training that touched upon key conceptual approaches on migration and development; on knowledge transfer mechanisms, on developing a roadmap for diaspora mobilization and engagement, an analysis of the main features of a diaspora policy, and a reflection on the needs and opportunities in the context of Madagascar.

In October 2015, IOM launched the 18-month project “Strengthening Labour Migration Management in Madagascar”.

In addition to the contribution previously highlighted under this project, amongst which the support to a whole-of-government approach on labour migration through the TWG meetings, and the assessment initiated; IOM and the Ministry of Employment finalized the content and approved the workplan for the implementation of project components, including a study tour to Mauritius to assess, exchange, and discuss practices of labour migration management, a capacity building session for national stakeholders on key concepts of labour migration, and the holding of a strategic workshop for the development and adoption of a concerted national action plan for the sector in Madagascar.

This national labour migration project complements the IOM Development Fund (IDF) regional project that aims to bring together selected Southern African Development Community (SADC) Member States in order to facilitate and diversify South-South mobility arrangements with a view toward ensuring the protection of the fundamental human, labour, and social rights of the migrant workers, their families, and associated communities of origin and destination.

In December 2015, IOM with the support of the French Embassy, launched the “Engagement and Mobilization of the Malagasy Diaspora in France” project

referred previously, which will in addition to the study on the Diaspora Profile of the Malagasy Diaspora in France, facilitate a high level dialogue between the Ministry of Foreign Affairs and representatives from the diaspora, both associations and individual members of the diaspora, in Paris in 2016.

#### Migration and Health Programme:

Health is a basic human right and an essential component of sustainable development. Being and staying healthy is a fundamental precondition for migrants to work, to be productive and to contribute to the social and economic development of their communities of origin and destination.

The migration cycle can also expose migrants to health issues including increased vulnerability to communicable diseases (sexually transmitted infections including HIV, tuberculosis, malaria, measles, etc.), mental health issues, occupational health and safety conditions and negative sexual and reproductive health outcomes.

Pursuant to the work implemented by IOM in the last years under the “Partnership on Health and Mobility in East and Southern Africa (PHAMESA II)” project funded by the Swedish International Development Agency (SIDA) – a regional health programme that seeks to contribute to improved standard of physical, mental, and social wellbeing of migrants and migration affected populations in East and Southern Africa – IOM held in February 2015, a consultation of public health

representatives from the Indian Ocean Commission (IOC) member states to draw the Regional Migration and Health Strategy for the Western Indian Ocean Region. That meeting itself had been informed by the results of the different national country analysis assessments on migration and health conducted between October 2014 and January 2015.

In December 2015, as a follow up to the February regional meeting, and in prelude to the regional validation workshop with the IOC member states, the national Malagasy stakeholders gathered in Antananarivo to review and endorse the IOM-facilitated Migration and Health Strategy for the South West Indian Ocean Region.

The meeting brought together representatives from the Ministry of Health, the CNLS, the Ministries of Mines, Labour, Interior, and Youth; delegates from UNAIDS, and WHO; along with representatives from Civil Society and from the private sector.

The strategy aims to improve the management of migrants and migration-affected communities in the IOC region by establishing a list of priority actions to implement by 2017. In particular, the strategy will focus on 1) developing capacities of member states to develop evidence-based action on migration and health; 2) promoting availability and access to migrants-sensitive health services; 3) facilitating and strengthening coordination and multi-sectoral partnerships on migration and health; and 4) advocating for dedicated

national and regional programs on migration and health.

### 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:

Guided by the IOM Migration Crisis Operational Framework (MiGOF), which identifies 15 sectors of assistance to address the mobility dimensions of crises, before, during, and after crisis, IOM in close coordination with the BNGRC implemented two targeted capacity building trainings in 2015.

In August 2015, with the support from the US Department of State's Office to Monitor and Combat Trafficking in Persons (J/TiP), IOM conducted a workshop on counter-trafficking in crisis settings, in the context of growing evidence globally suggesting that TiP not only flourishes during a disaster, but that it is a direct result of disasters, every bit as much as the infrastructural damages, the loss of life or

the food shortages which garner far more attention.

In view of this new trends being observed, the workshops build on IOM and global best practice and lessons learned both in the field of counter-trafficking, and that of complex management of forced populations displacement to train local actors involved in the relief to disasters to prevention and respond to trafficking in persons in crisis setting. Trainees benefited over the course of two days from a tailored counter-trafficking training module for camp and displacement sites managers, focusing on the differences between smuggling of migrants and TiP; the dynamics of counter trafficking efforts in crisis settings; victim identification indicators, referral mechanism and assistance; and risk management among others.

In November 2015, 26 participants from the BNGRC, and other frontline emergency response stakeholders from key ministries, CSOs and NGOs, and intergovernmental humanitarian organizations were trained on a three-day induction training module on Camp Coordination Camp Management (CCCM).

Trainees developed their skills and knowledge on the changes induced by the Humanitarian Reform and on the cluster-based response; on the CCCM roles and responsibilities to different type of stakeholders and in the particular context of natural disasters or population displacement occurring in Madagascar; on information management; on the main activities to be carried out in each phase of the camp life

cycle; on procedures to camp closure; and on the overall minimum quality standards applicable under the CCCM.



*Participants from the training on Camp Coordination and Camp Management show their completion certificates.*

### 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.

In support to this objective, IOM provided direct assistance to a limited number of nationals returned to Madagascar under the Assisted Voluntary Return and Reintegration (AVRR) Programme of their host countries, namely Belgium and Switzerland, and provided safe and dignified return options to a foreign Tanzanian national stranded in Madagascar.

Under its global agreement with UNHCR and resettlement countries for the resettlement of refugees, IOM assisted in the safe and dignified resettlement from Madagascar of Pakistani, Afghani, and Congolese refugees, including through the provision of travel health assistance, facilitation of travel, and document issuance services.

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.

In December 2015, and with the Mediterranean migration crisis as backdrop, IOM celebrated the International Migrants Day with a tribute to migrants' lost life. A photo exhibition was set up in the UN House lobby to raise awareness of UN staff, and other visitors on the often perilous journeys undertaken by migrants in their search for a better life.



*On the occasion of the International Migrants Day 2015, IOM Madagascar organized a photographic exposition at the UN House in Antananarivo.*



## Annexes

### Annex 1: Press coverage

- [www.midi-madagasikara.mg/a-la-une/2015/09/12/assassinat-dune-malgache-au-koweit-la-scene-du-crime-etait-en-fait-un-champ-de-cannabis-au-bresil/](http://www.midi-madagasikara.mg/a-la-une/2015/09/12/assassinat-dune-malgache-au-koweit-la-scene-du-crime-etait-en-fait-un-champ-de-cannabis-au-bresil/)
- [latribune.cyber-diego.com/societe/1777-traite-de-personnes-un-programme-de-lutte.html?utm\\_source=dlvr.it&utm\\_medium=facebook](http://latribune.cyber-diego.com/societe/1777-traite-de-personnes-un-programme-de-lutte.html?utm_source=dlvr.it&utm_medium=facebook)
- [www.lexpressmada.com/blog/actualites/daniel-silva-y-poveda-encadrer-et-non-interdire-la-migration-internationale-50987/](http://www.lexpressmada.com/blog/actualites/daniel-silva-y-poveda-encadrer-et-non-interdire-la-migration-internationale-50987/)
- [www.rfi.fr/emission/20150621-daniel-silva-y-poveda-chef-bureau-oim-madagascar/](http://www.rfi.fr/emission/20150621-daniel-silva-y-poveda-chef-bureau-oim-madagascar/)
- [www.lexpressmada.com/blog/actualites/jean-ravelonarivo-tolerance-zero-contre-les-trafiquants-de-personnes-39900/](http://www.lexpressmada.com/blog/actualites/jean-ravelonarivo-tolerance-zero-contre-les-trafiquants-de-personnes-39900/)

### Annex 2: IOM Press Briefing Notes

- [www.iom.int/news/iom-supports-madagascars-counter-trafficking-efforts](http://www.iom.int/news/iom-supports-madagascars-counter-trafficking-efforts)
- [www.iom.int/news/madagascar-pm-unveils-national-counter-trafficking-awareness-raising-campaign](http://www.iom.int/news/madagascar-pm-unveils-national-counter-trafficking-awareness-raising-campaign)
- [www.iom.int/news/iom-supports-madagascar-labour-migration-initiative](http://www.iom.int/news/iom-supports-madagascar-labour-migration-initiative)
- [www.iom.int/news/migration-and-health-strategy-south-west-indian-ocean](http://www.iom.int/news/migration-and-health-strategy-south-west-indian-ocean)

## Donors and Contributors



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