

IOM MADAGASCAR ANNUAL REPORT 2019





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Cover Photo by Giacomo Dei Rossi, © IOM 2019. The Great South of Madagascar is affected by cyclical droughts and the negative effects of environmental changes, but also by insecurity arising from rural banditry. This, coupled with the lack of trust towards law enforcement authorities, often drives the local population to flee drought and insecurity, and to migrate to other regions of the country. In order to support community stabilization and the restoration of peace in these areas, IOM has supported the security and defense forces (FDS) in the Anosy and Ihorombe regions, by building Gendarmerie outposts and organizing social events, nourishing a relationship of trust between the FDS and the local populations.

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FOREWORD

At the global level, the year 2019 has been one of continued polarized and sharply contrasted developments with regards to migration, raising both hopes and challenges in the realization of a world where migration works for the benefit of all, and acts as an enabler of sustainable and inclusive development.

There is a sense that we are in the midst of a period of considerable uncertainty. Many commentators have called into question the solidity of aspects of the global political order forged in the immediate aftermath of the two world wars, including as they relate to multilateralism and common interests. There is wide recognition of the unprecedented pace of change in the (geo)political, social, environmental, and technological spheres, and of how the pace of change seems to be accelerating beyond all expectations and predictions.

As part of current shifts, international migration has increasingly become weaponized. It is being used by some as a political tool, undermining democracy and inclusive civic engagement, by tapping into the understandable fear in communities that stems from the accelerated pace of change and rising uncertainty.

Yet, migration is as old as humankind. Migration is a complex phenomenon that touches on a multiplicity of economic, social, and security aspects affecting our daily lives. There is abundant and substantiated evidence that migration has offered opportunities for millions of people worldwide to forge safe and meaningful lives. Migrants have made significant sociocultural, civico-political and economic contributions in origin and destination countries and communities, including by being important agents of change in a range of sectors. Migration is a key to a world in tune with itself.

But not all migration occurs in positive circumstances. As in previous years, unresolved or renewed conflict dynamics in key countries, natural disasters, and violence contributed in 2019 to record figures and trends of forced migration, internal displacement, and in the numbers of migrants needing international protection or emergency assistance.

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

As the United Nations' migration agency, IOM has an obligation to demystify the complexity and diversity of human mobility. IOM's responsibility to provide an objective and balanced account of migration globally has never been more important.

IOM strongly believes that migration is not a problem to be solved, but rather a human reality to be managed. That is, we should not focus efforts on trying to stop migration, but rather on creating conditions in which migration is a matter of choice and not a necessity. In the paradoxical era of "fake news" and renewed

commitment for international cooperation, IOM's contribution is of heightened importance to its Member States and to migrants.

In Madagascar, the support from our various donors through 2019 has enabled IOM to continue to offer expertise and operational support in a broad range of areas of migration-governance work of relevance to the country, including counter-trafficking; labour migration; immigration and border management; emergency and post-crisis responses; as well as on the complex relationship between migration and the environment; and diaspora engagement.

As we look back to the year 2019, 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 2019 another fruitful year.

Daniel Silva y Poveda

Chief of Mission, IOM Madagascar

THE INTERNATIONAL ORGANIZATION FOR MIGRATION (IOM)

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

IOM was born in 1951 out of the chaos and displacement of Western Europe following the Second World War. Mandated to help European governments to identify resettlement countries for the estimated 11 million people uprooted by the war, it arranged transport for nearly a million migrants during the 1950s and responded to successive crises around the world. From its roots as an operational logistics agency, it has broadened its scope to become an essential international actor in the field of human mobility, supporting migrants across the world, developing effective responses to the shifting dynamics of migration, and a key source of advice on migration policy and practice. IOM is globally present, responsive and flexible, capable of delivering a positive impact on the ground. It is recognized as an institution of extraordinary scope and delivery.

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. As a consequence of the scale of human mobility, IOM continues to grow, currently counting 173 Member States, with a further 8 States holding observer status. The number of field locations increased from 119 in 1998 to 436 in 2019. Staff increased from approximately 1,100 in 1998 to almost 14,000 from 168 nationalities in June 2019, with 97 per cent of staff members based in the field.

Headquartered in Geneva, IOM's structure is highly decentralized, enabling the Organization to acquire the capacity closer to where the needs are in order to effectively deliver an ever-increasing number of diverse projects at the request of its Member States and partners. After 65 years of global operations, IOM formally joined the United Nations (UN) system in 2016, and is now the Coordinator and Secretariat for the UN Migration Network, established in 2019.

IOM AND MADAGASCAR

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

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

In 2019, IOM Madagascar had presence in Antananarivo (Head Office), Morondava (Sub-Office), and Betroka (Sub-Office).

COUNTRY CONTEXT

The year 2019 has been one of transition in Madagascar. The country capped a peaceful, democratic, and internationally acclaimed presidential election, with the swearing in of President-elect Andry Rajoelina on 19 January 2019. With that came the formation of a new Malagasy Government, and senses of new starts, under the upcoming “Plan pour l’Émergence de Madagascar” based on the 13 commitments made by the then-presidential candidate Andry Rajoelina under its election manifesto promising to set Madagascar on a new course, scale up growth and substantially reduce poverty.

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

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

Because of inadequate labour migration management, Madagascar still factors as an important source country for trafficking in persons (TiP). 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 eighty 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.

Cyclical droughts in the “Grand Sud” continue to drive migration from the area, substantially transforming patterns of internal migration within the country, and its effects both in areas of origin and destination of migrants – some of which are increasingly negative, such as the impacts that unmanaged migration has on the environment and biodiversity conservation due to unsustainable agricultural practices and economic activities led by migrants for lack of alternatives. More needs to be done to reduce the incidences and negative humanitarian and development impacts of population displacement and to integrate dimensions of internal migration into broader national development planning.



Slash and burn agriculture in Ambovombe in the Androy region, one of the regions most affected by environmental changes.

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

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

formal economic integration and social inclusion of the arriving migrants, as well as to the development of standardized and practical tools to streamline migration into sustainable urban development planning.

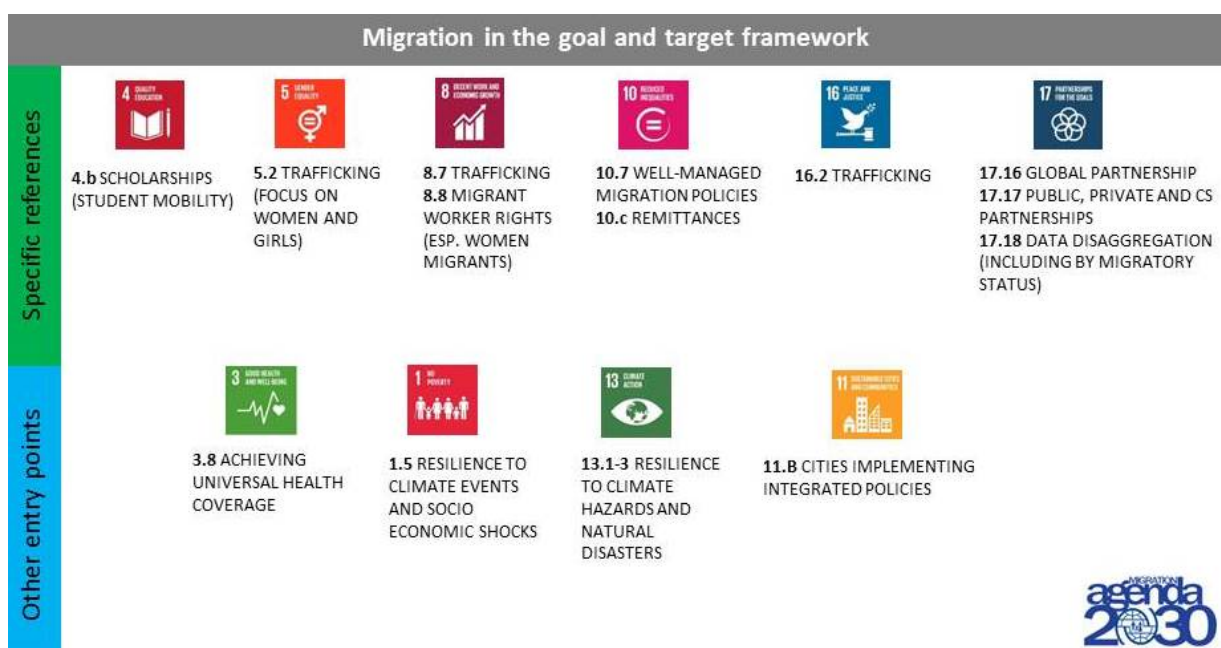
Madagascar is home to 95% of the population and 98% of the landmass of the whole Western Indian Ocean region (Madagascar, Mauritius and Rodrigues, Comoros, Seychelles, Reunion and Mayotte islands). Close to 70% of the global commercial sea-bound trade heading from Africa to Asia passes within 100 miles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

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

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

MIGRATION AND THE SDGs

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



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

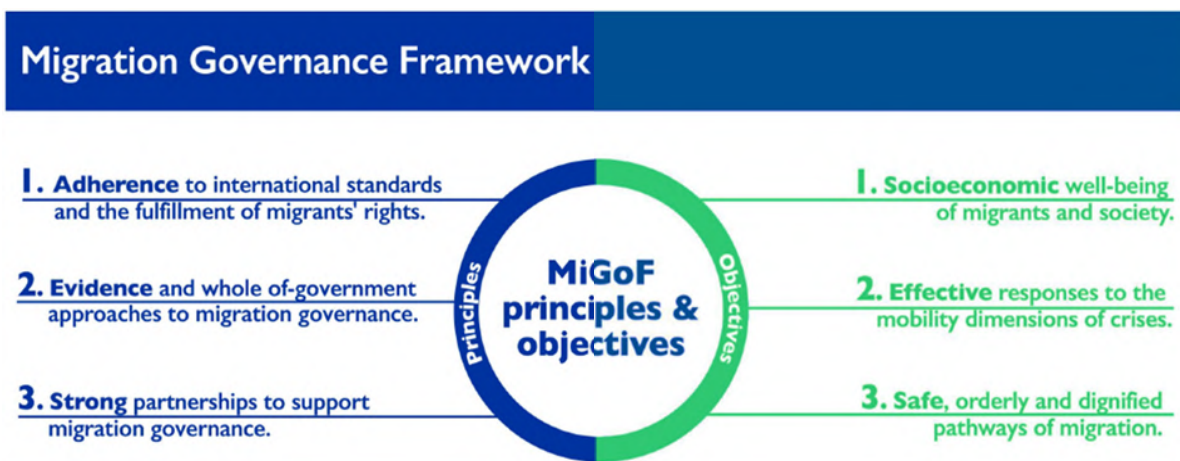
Effective migration governance is also promoted indirectly through other Goals and targets outside of 10.7. For example, targets 8.7 and 8.8 call for improved governance in areas of human trafficking and labour migration respectively; Goal 16 on the promotion of the rule of law, “equal access to justice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

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

THE MIGRATION GOVERNANCE FRAMEWORK

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

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



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

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

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

Supporting Principled Migration Governance to, from and within Madagascar

Adhering to international standards and fulfilling migrants' rights

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

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

Through 2019, IOM continued to hold regular 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, the UN System, 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 application of a principled and rights-based approach as an enabling factor of good and effective migration governance. These were reflected in improved streamlining and integration of relevant norms and indicators into public policy and operational response strategies, in particular in the field of Counter-Trafficking and border management.

IOM sought to mainstream the promotion of migrants' rights and their protection in its own activities. Capacity building sessions and training workshop held through 2019, which included either first-time sensitization or knowledge refresher components on the essentials of international standards and principles relevant to the sub-set of topic of migration governance covered under its various operational programmes, including the Counter-Trafficking programme; the Migration and Health programme; the Emergency and Post Crisis programme; the Migration, Environment and Climate Change programme; and the Immigration and Border Management programme.

The continued provision of direct assistance to beneficiaries – and particularly women – to a record number thus far of stranded and vulnerable migrants as well as Victims of Trafficking (VoTs) to be able to return home, remained underpinned by principles of the Human Rights-Based and Gender-sensitive approach and

focused on participation, empowerment, equality, non-discrimination, and accountability.

Lastly, raising awareness on existing international legal standards and sharing best practices in their fulfilment 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.



Internal migrants account for a significant proportion of the sustained urbanization trend encountered in cities large and small across Madagascar. To raise awareness on opportunities for cities to leverage migration through migrant's inclusion and integration, IOM sponsored and attended the Third National Urban Forum organized by the Ministry of Territorial Management from 7 to 9 October 2020 in Antananarivo.

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 proactively engaged and implicated.

In Madagascar, the knowledge base on migration has over recent years improved, but it remains insufficient still, and information gaps continue to hamper adequate evidence for policymaking on migration. Through the year 2019, IOM continued providing quality research and assessment support to national stakeholders on a range of sub-topic of migration governance. In the framework of the “Mainstreaming Migration into International Cooperation and Development” (MMICD) project, IOM conducted an assessment between May and July 2019, on the extent of migration mainstreaming in the sectors of rural development and urban development respectively in Madagascar. The assessment showed insufficient incorporation of internal migration into rural development and urbanization policies and programmes and limited public discussion on both its positive and negative effects on communities of origin and destination of internal migrants. The assessment report was presented in August 2019 to stakeholders and policy makers of both sectors considered, and will serve through 2020 as a tool for engagement and to better incorporate and reflect the complex opportunities and challenges related to migration management in rural and urban development contexts in Madagascar.

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

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, diaspora, employers, and unions to name only a few. In addition, other intergovernmental organizations and non-governmental organizations (NGOs) may also have a mandate that touches on migration. Therefore, governing migration well requires partnerships to broaden the understanding of migration, and to develop comprehensive and effective approaches.

Through 2019, IOM has continued expanding and diversifying partnerships between the Organization and a broad range of national and international stakeholders on migration-related topics.

With regards to the executive branch, IOM has enjoyed dynamic working relationships with key governmental counterparts, including the Prime Minister's Office, the Ministry of Foreign Affairs, the Ministry of Labour, the Ministry of Public Security, the Ministry of Interior, the Ministry of Justice, the Ministry of Social Affairs, the Ministry of Environment, the Ministry of Health, the Ministry of Finance, the Gendarmerie Nationale, the Ministry of Transportation, the Ministry of Territorial Management, and the Ministry of Agriculture.

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 regional, continental, or global exchanges on various topics of interest. This included among others, participation to the IOM-led Second Regional Maritime Security Conference, held in Mombasa – Kenya in August 2019; participation to the first meeting of the newly established regional Migration Dialogue for the Member States countries of the Indian Ocean Commission (IOC) held in Victoria – Seychelles in August 2019; participation; and participation to the ministerial-level session of the annual Migration Dialogue for Southern Africa (MIDSA) held in Windhoek – Namibia in September 2019.

IOM has maintained regular contacts with a range of public or semi-public entities such as the BNLTEH, the BNGRC, the Independent Anti-Corruption Officer (“Bureau Indépendant Anti-corruption” – BIANCO); the National Human Rights Commission (“Commission Nationale Indépendante des Droits de l'Homme” – CNIDH) – supporting the attendance of one of the CNIDH's members of the Universal Periodic Examination of Madagascar human rights' records, and which provides the opportunity for each State to declare what actions they have taken to improve the human rights situations in their countries and to fulfil their human rights obligations, in Geneva – Switzerland in November 2019; Police and Gendarmerie schools; the National Center for the Fusion of Maritime Information (“Centre de fusion de l'Information Maritime – CFIM); the National School of the Judiciary and Court Officers (“Ecole Nationale de la Magistrature et des Greffes” – ENMG); and the Anti-corruption Unit (“Pole anti-corruption” – PAC).

A stronger emphasis continued to be put through 2019 on collaboration with the private sector. IOM and Ravinala Airports S.A., the consortium which develops and manages the airports of Antananarivo and Nosy Be under a concession lease, collaborated for the development and the launching of a sensitization and awareness raising campaign on risks associated to irregular labour migration. The campaign was launched within the Antananarivo airport premises on the occasion of the celebration of the International day against TiP on 30 July 2019. 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.



Launch of the awareness raising campaign on safe migration and risks of Trafficking in Persons at Ivato Airport on 30 July 2019.

IOM used various platforms and events to raise awareness and sensitize the public on the multifaceted realities of migration. In May 2019, IOM held a sensitization session on TiP targeting children aged 11 to 12 years, students at the American School of Antananarivo, with child-sensitive and adapted materials. Still in May 2019, IOM attended and co-sponsored the holding of the “Journées migrations rurales” (Rural migration day) together with FAO, the Institut de Recherche pour le Développement (IRD) and the Centre National de Recherche pour l’Environnement (CNRE), an academics and practitioners’ conference aimed at taking stock of the complex dynamics of internal migration and its effects in the country. In September 2019, IOM attended a multi-ministerial informal consultation on rural development, with migration chosen as the central topic of the monthly “Matinee du développement rural” animated by the Secrétariat Technique pour le Pilotage, la Coordination et l’Appui au Développement Durable (ST-PCADR). In October 2019, IOM sponsored the holding of the Third Urban Forum, a multi-day conference gathering local urban stakeholders such as

mayors and local development planners, national policy makers and the private sector, and attended as panellist during a session on urban governance.

Lastly, IOM Madagascar supported and actively participated in the celebration of various International Days observed by the UN System, including International Migrants Day in December 2019, on the occasion of which IOM held the third edition in Madagascar of the Global Migration Film Festival (GMFF), with screenings of 8 movies and documentaries capturing the promises and challenges of migration accessible free of charge to the general public at the Photography Museum (“Musée de la photographie”) in Antananarivo.



A sensitization session on Trafficking in Persons tailored to students of the American School of Antananarivo held in May 2019.

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 2019, IOM continued to hold regular bilateral meetings with lead national counterparts, including the BNLTEH, the Ministry of Justice, the Ministry of Social Affairs, the Ministry of Foreign Affairs, the Ministry of Public Security, and the Gendarmerie Nationale.

Throughout 2019, IOM continued to build capacities of local judges, prosecutors, and Law Enforcement Officials (LEOs) on prosecution of TiP. IOM, the Ministry of Justice, the Ministry of Public Security and the Gendarmerie conducted 6 knowledge confirmation trainings on prosecution and investigation of TiP cases dedicated to 60 in-service LEOs in the target regions of Sava, Diana, Analamanga, Boeny, Atsimo-Andrefana and Haute Matsiatra, as well as new first-time training sessions for 64 Police Officers in Nosy Be and Tamatave, 50 students of the Ivato National Police Academy (ENSP) and for 25 students of the ENMG in Antananarivo.

Under the leadership of the Ministry of Social Affairs, IOM conducted refresher and knowledge confirmation training sessions on the revamped manual for victims' identification and referral targeting close to 70 social workers from the Ministry of Social Affairs and CSOs in the Sava, Diana, Analamanga, Boeny, Atsimo-Andrefana and Haute Matsiatra regions.

In June 2019, IOM supported the BNLTEH in the preparation and facilitation of the national workshop of stock-taking and evaluation of the implementation of the first National Action Plan to Combat TiP (2015 – 2019), which gathered 66 participants from all regions of the country, relevant ministries, and CSOs, under the patronage of the Office of the Prime Minister. The conclusions and recommendations of the workshop contributed then to inform the formulation of the new national policy on TiP, whose development is led by the BNLTEH, with support from IOM, ILO, and UNICEF.

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



To overcome trauma, IOM enabled access of its beneficiary Victims of Trafficking to survivors' self-expression and art therapy sessions.

Through 2019, IOM and partners continued to provide emergency assistance services and reintegration support to a record of more than 250 VoTs – almost exclusively vulnerable Malagasy migrant workers victims of forced labour, forced marriage, and sexual exploitation in the Middle East and Gulf Countries, or in Asia –, including emergency medical assistance as needed, temporary shelter, onward transportation to the city of origin, psycho-social and trauma-recovery assistance, and socio-economic reintegration assistance.

IOM and the BNLTEH implemented an awareness raising campaign at Ivato International Airport on 30 July 2019. The campaign consisted of the distribution of flyers/posters and a video clip shown at both international and national boarding gates, informing the general public, travelers, and passers-by on the risks associated with unsafe migration and the risks of TIP. The campaign materials included a hotline number that any airport staff member, traveler, or potential victim could contact to alert the BNLTEH of any potential exploitative situation.

Labour Migration Programme:

Through 2019, IOM maintained close engagement with the Ministry of Labour on the governance of the labour migration sector. In order to promote safe labour migration options and the benefits associated to well-governed labour migration for the migrants and for communities of origin and destination of the migrants, IOM supported contacts and exchanges between the Bureau Immigration Quebec (BIQ) – a public entity of the provincial Government of Quebec – Canada that supports and facilitates recruitment campaigns for private operators from the Quebec province – and national stakeholders in charge of labour migration governance in Madagascar. Based on its long-standing experience with public and private recruitment campaigns and outreach of Canadian stakeholders in developing French-speaking countries, IOM provided expertise and advisory to all stakeholders involved, with a view to implement a pilot recruitment initiative in Madagascar in the first half of 2020 that is transparent, fair, and protective of migrants' rights and well-being.

Diaspora Engagement Programme:

IOM, in collaboration with the Ministry of Foreign Affairs and the Ministry of Communication and Culture, launched in February 2019, the pilot “LOHARANO” programme for youth volunteers from the Malagasy Diaspora. This programme – the first of the kind implemented by IOM anywhere on the globe – seeks to create and develop a space for exchange and interaction between the Malagasy Diaspora and institutional stakeholders in Madagascar, as well as to entice a constructive engagement between the Diaspora and the general Malagasy population.

For the programme's first edition, 9 young Malagasy nationals residing in France, Sweden, the USA, and Canada have been selected as volunteers. They spent three months in rural communities of Madagascar between June and September 2019, sharing their experiences, knowledge, and centres of interests in support to local development priorities.

The volunteers emphasized the positive impact of the program on their relationship with their country of origin, through the determination of their Malagasy identity, the strengthening of their sense of belonging to the local society and culture, and the restoration of a relationship of trust with national institutions. The consultation with key actors in host communities highlighted a change in the local population's perception of the diaspora and the successful integration of volunteers into host communities. The integration process was supported by the implementation of local development activities, which provided host communes with long-term community structures for students, children and local entrepreneurs, and strengthened social cohesion between volunteers and local communities.



The LOHARANO programme piloted in 2019 is the first of its kind to be implemented in Madagascar. It brought individuals from the Malagasy diaspora with various walks of life to engage, exchange, and contribute to rural communities' priority development needs.

Migration and Health Programme:

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

Under the “Early Action in Response to the 2018 Plague Outbreak in Madagascar” project funded by the Central Emergency Response Fund (CERF), IOM worked in partnership with UNICEF and WHO and in close collaboration with the Ministry of Public Health on the contextualization and rolling out of the Population Mobility Mapping (PMM) tools to the mobility dynamics of the country. IOM and partners collected PMM data in and around the cities of Antananarivo, Antsirabe and Finarantsoa, and produced and disseminated PMM reports to national stakeholders indicating priority locations and communities that are at higher risk of potential spread of the disease given population mobility dynamics in the targeted areas.

Based on the PMM reports, IOM identified priority locations for the setting up of Health Screening Points (HSP) in case of activation of measures of control during an epidemic outbreaks, at key international airports, and along key internal mobility flowpoints. IOM procured and pre-positioned 11 fully equipped HSPs with logistical equipment (such as tents, tables, stretchers, etc.), protective gears (Personal Protective Equipment, isolation equipment, etc.), and other materials (IEC materials for users) necessary for the proper setting up and functioning of the HSPs; and trained 221 local Health Screening Points” stakeholders (local health officials, police and gendarmerie personnel, local disaster risk management officials, airport and public transportation management personnel) in each of the location on the setting up, work flows, and management of HSPs.

Migration, Environment, and Climate Change Programme:

In December 2019, IOM has initiated jointly with UNDP the implementation of the REAP project, funded by the UN Peacebuilding Fund. The 18-month project will pilot innovative operational responses to the negative effects and threats to peace and social cohesion that are induced by unmanaged internal migration flows from regions of the South of the country to regions to its West and Northwest. The pilot will work at the same time in one key region of origin of migrants (Androy region) and one key region of destination of migrants (Menabe region). Through a multi-faceted response, the project will seek to alleviate the drivers of migration for those for whom migration is not the first choice in the Androy region, and to reduce the pressure that migration creates – notably on the environment and other local resources – in the Menabe region.

Addressing the mobility dimensions of crises

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

Emergency and Post Crisis Programme:

Through 2019, IOM continued to implement the Restore the Authority of the State in Southern Madagascar project (“Restaurer l’authorité de l’Etat dans le Sud de Madagascar” – RAES) funded by the UN Peacebuilding Fund, under which IOM, in coordination with UNDP implements activities aimed at restoring the authority and presence of the State to police and secure the areas of South-central and Southern Madagascar affected by the Dahalo phenomenon (rural banditry related to cattle theft), and which continue to force local residents to migrate as they fear for their life and wellbeing.



Increased trust between the community and the local security forces – including by ensuring their presence with construction of forward posts where they are most needed – enabled the latter to effectively secure the area and prevent forced displacement of the local population resulting from rural banditry.

IOM finalized the construction and handover of five forward posts (“Postes avancés”) for the Gendarmerie in the communes of Anaviavy, Antaramena and Andranombao, Bekorobo and Tomboarivo. In addition, 14 sessions of dialogues aimed at strengthening trust between the Defense and Security Force and the

population were held by IOM through local implementing partners, 5 cultural infrastructures were built and/or rehabilitated and equipped, and 8 sporting and cultural events, as well as peace rituals were held in the five communes.

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 2019, IOM continued to hold regular bilateral and multilateral meetings with lead national counterparts on immigration and border management, including the Ministry of Public Security, the Ministry of Interior, the Ministry of Foreign Affairs, the Ministry of Health, the national Ports authority, the Civil Aviation authority, the Gendarmerie, and Customs authorities, as well as with the private sector.

Under the ARSSAM project (“Appui à la réforme du secteur de la sécurité à Madagascar”), and based on the Memorandum of Understanding (MoU) developed with IOM support through 2018 for the setting up and daily running of a Coordination Center at Antananarivo’s Ivato International Airport, IOM and partners inaugurated and handed over in June 2019, the Coordination Center at Antananarivo’s Ivato International Airport. The Coordination Center is an initiative that was conceptualized through a participatory process by stakeholders; and that brings together the Ministry of Public Security through the Border Police (“Police de l’air et des frontières” – PAF), the Ministry of Health through the Directorate for Epidemiological Surveillance (“Direction de la veille sanitaire et de la surveillance épidémiologique” – DVSSE), the Ministry Finance and Budget through the Customs authorities, the Gendarmerie, and the Central Intelligence Service (CIS) around commonly agreed procedures and workflows and data sharing which can foster an operational practice of integrated border management at the country’s main international airport.



The Ivato Airport Coordination Center is the first multi-agency center of its kind that allows data exchange between airport stakeholders. It enables real-time control of passenger and cargo flows as well as risk assessment to ensure open and secure borders.

Still under the ARSSAM project, IOM completed in February 2019, the installation of equipment as well as on-site trainings relating to the Border Management Information System MIDAS (Migration Information and Data Analysis System) – set up and fully functional at the Nosy Be and Mahajunga airports, to improve the technical capacities to collect and treat information in order to ensure that borders are secure, while facilitating and streamlining the legitimate flow of people and goods to and from the country.

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