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Executive Summary

The Marshall Plan is articulated around 39 actionable and costed proposals, framed within 11 sections. Initiatives in the areas of social protection, employment, social housing, education, health, environment and equity in service delivery, including with a focus on Rodrigues, have been designed to address poverty and inequality.

The plan devises an approach tackling the root cause of exclusion through a community-based approach to service delivery. Promoting gender equality and greater opportunities for young people are themes integrated throughout the plan.

This is a plan for all citizens. Full realization will require a complex interplay of actors and actions. Its success will depend notably on i) mobilizing society to support the plan, and exploring a new social compact to reduce poverty and inequality, ii) adopting sound implementation arrangements and strengthening public institutions, iii) refocusing the National Empowerment Foundation, iv) redefining CSR from Corporate Social Responsibility to Corporate Sustainability, and v) setting a clear poverty line to identify the poor and neediest.

Two separate volumes comprise the Marshall Plan. This volume presents the main proposals, which can be implemented in the short to medium term (1 to 5 years). The second volume “Background Analysis” contains the situation analysis and rationale which supports the proposals contained in the first volume.
Marshall Plan Approach

Marshall Plan Framework

**POLICIES**
The policy component of the MP includes a ‘social inclusion proofing’ of sectoral policies and recommendations on policy reforms (i.e. education, social protection, housing, employment...).

**INSTITUTIONS**
This part of the MP reviews key institutions (including NEF) that deliver services to the poor (service-client interface); it identifies capacity gaps and suggests institutional capacity development strategies.

**PROGRAMMES**
This part of the MP reviews government programmes and services (i.e. education, housing, social protection, employment...) already in place, assesses their effectiveness and capacity to reach the poor (e.g. through outreach/communication) and suggests revisions and new programmes.

**COMMUNITIES**
This part of the MP looks at existing community development initiatives (i.e. the Social Inclusion and Empowerment Project) and builds on them to empower the individuals and communities to claim their rights and become active agents of inclusive society.

**RIGTHS BASED APPROACH**

**SOCIAL INCLUSION**

Vertical integration: MP interventions at each level, from the policy to community level, will be ‘vertically’ integrated – e.g. in social protection, the MP includes interventions at all 4 levels to ensure effectiveness of policies and programmes.

Feedback loops: the MP includes short feedback loops to ensure that results of evaluations of programmes and policies’ implementation are utilized to inform policy and programme design and/or revisions.
Marshall Plan Estimated Costs (per year)

<table>
<thead>
<tr>
<th>Actions</th>
<th>Estimated annual costs (Rs. Mn)</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.1 Establish a Rs. 1.3 billion Marshall Plan Social Contract Scheme to eradicate poverty and promote empowerment</td>
<td>1,300²</td>
</tr>
<tr>
<td>1.2 Replace Social Aid by the new Marshall Plan Social Contract Scheme except for specific categories</td>
<td>Included in 1.1</td>
</tr>
<tr>
<td>1.3 Integrate other existing empowerment programmes into the SRM as conditions for the new Income Support</td>
<td>Included in 1.1</td>
</tr>
<tr>
<td>1.4 Establish NEF social workers as mentors for social schemes beneficiaries</td>
<td>10</td>
</tr>
<tr>
<td>1.5 Recruit social workers at NEF to limit the number of families per social worker to 150</td>
<td>50</td>
</tr>
<tr>
<td>1.6 Address under-coverage of least developed areas by opening two additional Social Security Offices</td>
<td>5</td>
</tr>
<tr>
<td>1.7 Set up a mobile technology to improve outreach and access to information on social programmes</td>
<td>1.5</td>
</tr>
<tr>
<td>1.8 Institute monitoring and evaluation of social protection programmes delivered via SRM</td>
<td>1</td>
</tr>
<tr>
<td>2.1 Community-based service delivery for social inclusion</td>
<td>Included in 2.2</td>
</tr>
<tr>
<td>2.2 Set up a Marshall Plan Community Scheme to fund community initiatives on a competitive basis</td>
<td>100</td>
</tr>
<tr>
<td>2.3 Apply social marketing tools to promote positive and constructive social behavior such as work ethics</td>
<td>10</td>
</tr>
<tr>
<td>3.1 Enhance access to training and placement opportunities for the poor</td>
<td>1</td>
</tr>
<tr>
<td>3.2 Set up a social enterprise incubator</td>
<td>25</td>
</tr>
<tr>
<td>3.3 Encourage inclusive procurement</td>
<td>2</td>
</tr>
<tr>
<td>3.4 Introduce public works programmes</td>
<td>Included in 2.1</td>
</tr>
<tr>
<td>3.5 Promote social inclusion and cohesion through jobs</td>
<td>12</td>
</tr>
<tr>
<td>4.1 Introduce housing subsidy payments to complement and replace direct supply of dwellings</td>
<td>Ni</td>
</tr>
<tr>
<td>4.2 Set up decentralized offices for NEF and NHDC</td>
<td>Nil</td>
</tr>
<tr>
<td>4.3 Accelerate dismantling of asbestos housing in the pockets of poverty</td>
<td>100</td>
</tr>
<tr>
<td>5.1 Introduce a school completion premium</td>
<td>100</td>
</tr>
<tr>
<td>5.2 Increase the participation of vulnerable groups in TVET</td>
<td>15</td>
</tr>
<tr>
<td>5.3 Implement community-based early childhood care and education services in pockets of poverty</td>
<td>Included in 2.1 + CSR</td>
</tr>
<tr>
<td>5.4 Establish community schools to promote emotional, physical and creative learning</td>
<td>Included in 2.1 + CSR</td>
</tr>
<tr>
<td>6.1 Increase access to mobile clinics in pockets of poverty for youth friendly and stigma-free health care services</td>
<td>15</td>
</tr>
<tr>
<td>6.2 Pilot a Y-PEER – Youth Peer Education Network in pockets of poverty to break social barriers</td>
<td>5</td>
</tr>
</tbody>
</table>

¹ To be partly funded by progressive transfer of Social Aid beneficiaries to MP Social Contracts.
| 7.1 Sustainable Land Management for Enhanced Livelihoods | 50\(^2\) |
| 7.2 Mainstreaming biodiversity into the management of the coastal zone for increased socio-economic and ecological benefits | 40\(^1\) |
| 7.3 Enhancement of Disaster Risk Reduction and Management Systems for Poverty Reduction | 400\(^4\) |
| 8.11 Introduce a citizens reporting mechanism and assess impact on public service delivery in pockets of poverty | 2 |
| 8.2 Analyse telecom data for monitoring public service provision in pockets of poverty | 5 |
| 8.3 Use big data analytics for tracking and addressing school drop outs | 1.5 |
| 9.1 Enhance coordination capacity toward pro-poor programmes in Rodrigues | 4 |
| 9.2 Establish conducive environment for job creating investments in Rodrigues | 5 |
| 10.1 Channel CSR funds into the Marshall Plan Community Scheme | CSR |
| 10.2 Introduce Social Impact Bonds | Nil |
| 10.3 Promote corporate responsibility | Nil |
| 11.1 Set up a coordination mechanism for Marshall Plan implementation | Nil |
| 11.2 NEF Reorientation | TBC |
| 11.3 Design an Official Poverty Line for Mauritius | Nil |
| TOTAL Year 1 | 2,260 |

\(^2\) About 80% of this cost to be funded by the Global Environment Facility (GEF)
\(^3\) About 80% of this cost to be funded by the Global Environment Facility (GEF)
\(^4\) About 80% of this cost to be funded by the Global Environment Facility (GEF)
Marshall Plan Proposals

1. Social protection for social inclusion: non-contributory social transfers and programmes targeted at the poor

Mauritius has had a long history of social protection to assist the poor and vulnerable. The ‘non-contributory’ assistance comes in the form of transfers awarded due to belonging to a specific category (universal pensions) or because of a low-income status combined with a specific hardship (such as social aid). Universal pensions comprise payments to all citizens either 1) over 60 years old or 2) widowed, disabled or orphaned. These transfers do not depend on a person’s income. The second form of support, ‘social aid’, is a targeted scheme to reduce hardship and vulnerabilities associated with specific events in life (e.g. abandoned women, carer’s allowance, bad weather allowance for fishermen, etc.). In-kind support, like provision of school uniforms, textbooks and school meals is also provided by the National Empowerment Foundation (NEF). Furthermore, the government subsidizes a number of goods and services such as rice, flour, cooking gas and free transport for older persons and students. In addition, a number of labour market policies and programmes enhance ‘employability’ of the poor.

The social protection system of Mauritius comprises a plethora of programmes operated across government units and by non-state actors (NGOs, CSR). Their sheer magnitude, fragmentation as well as little coordination and coherence among them are key reasons behind their inherent inefficiencies, such as overlaps, inclusion and exclusion errors, diseconomies of scale and considerable leakages to non-poor. Furthermore, these efforts are not well integrated into the government strategy to provide social protection; there is also no clarity on how they fit into the overall poverty reduction agenda of the country. Overall, there is an agreement that the poverty reduction and social inclusion outcomes of social assistance need improvement by ensuring that the scarce resources reach those who need them most. The proposals below concern only non-contributory transfers and programmes directed at the poor.

Proposal 1.1 – Establish a Rs. 1.3 bn Marshall Plan Social Contract Scheme to alleviate poverty and promote empowerment

Background:

The latest Poverty Analysis report recently released by Statistics Mauritius, reveals that an amount of Rs 1.3 bn would be needed to move all poor people (about 122,700) out of poverty, using a poverty line of Rs 5,652 per adult equivalent. The provision of a financial assistance to the poor will be conditional to the household meeting the requirements of an approved and mutually agreed social contract - such as participation of adults in empowerment programmes to move them into self-sufficiency, and children

---

5 Although Mauritius has a number of contributory social protection schemes that are linked to a person’s employment (contributory pensions – National Pension Fund and National Saving Fund, insurance schemes, maternity, etc.), this report focuses only on non-contributory schemes of the social assistance type. This focus stems from the underrepresentation of the poor in formal employment and consequently in contributory schemes or in those fully covered by employers (e.g., maternity leave). Note: In this section, we do not include free health and education as part of social protection. This is in line with the framework for social protection used by the Ministry of Social Security of Mauritius.

attending school regularly. The social contract may not apply to the poor who cannot work due to specific circumstances such as disability or illness.

**Proposed interventions:**

- The SRM will register the applicants, identify who and where the poor are, and will calculate the level of financial assistance payable to each eligible household. The profile of the household members will be used to formulate conditions attached to receiving the financial assistance.

- The National Empowerment Foundation will be mainly responsible for the conditionality associated with the scheme at a very “micro, bottom” level - by empowering beneficiaries and promoting a coordinated approach in the formulation and implementation of pro-poor interventions at community level, and ensuring that beneficiaries are adhering to the conditions in the social contract.

- Monitoring indicators on education of children and economic empowerment of the household that are gender sensitive will be defined and used to monitor adherence to the social contract.

- Communications strategies will be developed to inform potential beneficiaries and the general public.

**Partnerships:**

MSS, MISEE, NEF, MoFED, Statistics Mauritius

**Timeframe:**

Short term (1-12 months): Formulate social contract, identify gender-sensitive monitoring indicators, finalize Memorandum of Understanding between MSS and NEF, fine-tune legislation, and recruit communications specialists.

Medium term (1-3 years): Communication campaign, operationalization of new scheme

Long term (> 3 years): Evaluation on exit strategy, empowered households, school attendance and pass rates, poverty trends using available survey data (e.g. Continuous Multi-Purpose Household Survey data)

**Budget:**

Rs 1.3 bn yearly, to be partly funded by progressive phasing out of Social Aid

---

7 Preliminary discussions with MSS have indicated that up to Rs 500 m could be necessary to continue provide benefits to individuals who require income support and could not benefit from a social contract based on empowerment; these categories include Medical, Unmarried mother, Carer’s Allowance and Ex-Gratia; see proposal 1.2 and technical annex 1.
Proposal 1.2 – Progressively replace Social Aid with a new Marshall Plan Social Contract (except for specific categories)

Background:

Social aid, the government’s main non-contributory programme targeted at the poor, has had limited impact on the neediest.\(^8\) According to HBS 2012 data, in the absence of the scheme, poverty would have been 9.8 percent rather than 9.4 percent with the provision of social aid.\(^9\) Conceived as a temporary measure to ameliorate risks and hardships of the poor associated with various life’s contingencies, it rarely is a temporary feature. Due to a lack of a clear exit strategy\(^10\), many participants receive benefits for a prolonged period and never actually graduate from the system. Social aid programme has also shown a limited ability to ‘empower’ participants to make investments in education or re-join the productive processes.

The proposal recommends the phasing out of the Social Aid program and the transitioning of beneficiaries to the conditional cash transfer mechanism proposed in 1.1. While Social Aid improves income for today’s earners, the conditional cash transfer program works to build human capital for tomorrow’s earners, but, at the same time it takes into consideration the degree of vulnerability and level of destitution of the current beneficiaries, even if they do not pass the PMT test.

Consequently, the income support will be provided to all eligible persons who meet the conditions of the ‘social contract’ as well as to all persons who require income support outside of the ‘social contract’ framework due to specific circumstances. In such cases, additional criteria besides the PMT will be applied which will lead to the inclusion of existing and future applicants who would be excluded according to the pure PMT criterion with a view to protect households that have not been picked up by the PMT formula. The additional criteria apply to the categories Medical, Unmarried mother, Carer’s Allowance and Ex-Gratia.\(^11\)

All the other categories do not have additional criteria and are assessed only by PMT. Many of the eligible beneficiaries can be directed to the human capital development programme associated with the proposed CCT, such as those under Proposal 1.3 (Integration of existing empowerment programmes in the SRM) and Proposal 3.1 on employment (Enhance access to training and placement opportunities for the poor). Further details on the additional criteria and other technical explanations are found in Annex 1.

---

\(^8\) The Household Budget Surveys of 2006-2007 and 2012 show that only 30 percent of the social aid goes to the poorest decile; further evidence in Muller (2010, 2013). Previous studies calculated that 60 percent of the poor do not have access to any form of social protection in Mauritius (Blank 2010). See also Muller, The Profile of the Social Aid Beneficiaries (2010).


\(^10\) WB, 2012: Modernization of Social Aid: Options for Improving Coverage of the Poorest

\(^11\) Persons who belong to one of these categories will need to undergo certification and periodic re-certification to verify the eligibility. These additional criteria emerged during brainstorming sessions with MSS Officers from all the local offices in the country, building on their long-standing experience. They apply only to cases that have not passed the PMT, and who are not capable of working or finding a job. These additional criteria can be further improved to take on board new experience and lessons learnt.
Proposed interventions:

- **Ensure transparent and gradual transition of social aid to Marshall Plan Social Contract.** Current recipients of social aid should transition to the Marshall Plan Social Contract (and SRM) only after their term under the social aid provision has expired and they are due for recertification.

- **Facilitate the ‘empowerment’ of SRM beneficiaries** by making the Marshall Plan Social Contract payments contingent on recipients’ participation in programmes that will enhance their skills level as well as children’s education in accordance with the ‘social contract’ signed between the participant and the MSIEE.

- **Ensure the ‘unconditional’ income support for persons outside of the ‘social contract’ framework,** e.g., persons with temporary or permanent illness or disability, older persons, caretakers.

- **Introduce a redress mechanism for beneficiaries who feel unjustly excluded from a programme.** Formal, standardized and transparent procedures for filing and responding to the complaints regarding inclusion in the programme or quality of services need to be established. The redress mechanism is an important accountability tool in the hands of citizens and helps government improve the targeting of the poor as well as the performance of the services offered under the SRM.

- **Revise The Social Aid Act accordingly.** The Social Aid Act (1983) and the Social Aid Act Regulations (1984) will need to be revised to reflect the transition to Marshall Plan Social Contract, including the eligibility criteria, programmes, support and benefits offered to beneficiaries as well as introduction of the social contract and its provisions.

Partnerships:

MSS, MISEE, NEF, MoFED, Line Ministries and other entities delivering services under the ‘social contract’.

Timeframe:

2 years; however, the transition of social aid beneficiaries to the Marshall Plan Social Contract will be ongoing, following the expiration of individual benefits at the time of recertification. The entire process will take 2 years.

Indicative budget:

Included in Proposal 1.1

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12 The amount needed to lift all the poor out of poverty is Rs. 1.3 bn (Statistics Mauritius, 2015 – Poverty Analysis). Resources will also be freed from the efficiency gain from applying PMT to Social Aid beneficiaries.
Proposal 1.3 - Integrate other existing empowerment programmes into the SRM

Background:

The social protection system of Mauritius needs a paradigm shift from social assistance to social empowerment whereby the beneficiaries of the system would receive enough support to transition to independent and productive lives. This will be achieved through investment into skills and education through the integration of the non-contributory social protection schemes (with exception of universal pensions) and programmes (active labour market programmes) into the SRM, notably programmes that will satisfy the ‘empowerment’ requirement of the Marshall Plan Social Contract. The aim of this initiative is to achieve a greater integration of the social assistance provision to the poor and to contribute to their ‘empowerment’ to lead independent and productive lives. Furthermore, management of those programmes via SRM will help avoid overlaps, prevent ‘double-dipping’ and enable standardized reporting, monitoring and evaluation.

Objective:

This proposal aims at achieving greater impact government programmes aimed at enhancing human capital of the vulnerable populations.

Proposed interventions:

- Include the existing skills enhancement and job placement measures as SRM offerings that satisfy the ‘social contract’ obligations. The following existing government programmes can be considered:
  - Youth Employment Programme (Ministry of Labour)
  - Back to Work Programme (Ministry of Labour)
  - Dual Training Programme (Ministry of Labour)\(^\text{13}\)
  - Circular migration initiative (Ministry of Labour)
  - TVET education offered at the MITD centres (Ministry of Education)
  - Entrepreneurship development measures (including support to the establishment of MSMEs, skills enhancement, access to finance and markets) (Ministry of Commerce)
  - Courses offered at the Fisheries Training and Extension Centre and at the Mauritius Maritime Training Academy (Ministry of Ocean Economy, Marine Resources, Fisheries, Shipping and Outer Islands)

and other existing programmes to bring long-term unemployed workers back into the labour market.

- In partnership with responsible service providers (e.g., Ministry of Labour, Education, etc.), introduce new conditional schemes as part of the SRM offering to encourage labour activation among long-term

\(^{13}\) This programme requires secondary education and thus might exclude many SRM beneficiaries who tend to have the least educational attainment; remedial secondary level education will need to precede or the requirement for the programme will need to be revised to include a track for persons with less education.
unemployed and improve educational outcomes among marginalized households. Following new initiatives might be considered:

- **CCTs for promoting completion of primary and secondary level education, attached to the current child allowance scheme.**
  - Supplemental primary and secondary education
  - Social entrepreneurship measures (contained in the proposal by UNDP/Government of Mauritius project)
  - Public works programme with a training component for the environmental protection
  - Community works programme with a training component;

- Establish conditionality criteria for each individual programme cited above.

- Establish clear ‘empowerment’ criteria, against which the entire programme (Marshall Plan Social Contract) will be measured. Indicators of success (i.e., a degree to which people become ‘empowered’ and graduate from the programme) will need to be defined, quantified, standardized and analysed. Progress will need to be closely monitored and updated in the system.

**Partnerships:**

MSIEE; NEF; MSS; MOFED; Ministry of Ocean Economy, Marine Resources, Fisheries, Shipping and Outer Islands; Ministry of Business, Enterprise and Cooperatives; other line Ministries; Small and Medium Enterprises Development Authority (SMEDA) Poverty Observatory

**Timeframe:**

Short-term: 1-12 months.

**Indicative budget:**

Included in the budget for Proposals 1.1 and 1.2, and in relevant Line ministries’ budgets.

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14 It is recommended that prior to the introduction of the school completion premium, the current Child Allowance Scheme in existence for three years be evaluated for its value in increasing educational outcomes of children and youth. The lessons from the evaluation will help design the school completion premium or other measures to increase academic achievements of disadvantaged youth.

15 Experience from other countries shows that excluded communities (e.g., Roma in Eastern and Central Europe) need remedial education at the primary or secondary school level before they continue with job training and placements. Considering very high drop-out rates at the primary level among the disadvantaged groups in Mauritius as well as a strong correlation between poverty and lack of education, basic and secondary education remedial courses might be a necessary condition for a person before skills-enhancing training and job placement.

16 For example, incentives and disincentives to stay in the system for prolonged periods of time will need to be worked out; gainful employment will need to be available, etc. Even countries with mature CCT systems struggle with exit strategies. In Mexico, beneficiaries remain in the system for a cycle of seven years after receiving the first transfer. None of the 18 LACs that have CCT can show a consistent result on graduation (Source: Stampini and Tonaroli, UNDP). Furthermore, gender dynamics of ‘empowerment’ will need to be monitored with gender-disaggregated indicators.
Proposal 1.4 – Establish NEF social workers as mentors for beneficiaries of Marshall Plan Social Contracts and other social schemes

Background:

Cases of multiple vulnerabilities and cumulative disadvantages of individual households (e.g., unemployment compounded by sickness, lack of education and skills, language barrier, lack of decent housing, etc.) make it difficult for a person or a household to break free from the cycle of poverty even across generations. Such contexts require tailored approaches that combine financial assistance with mentoring, counselling, couching, job placements and other measures delivered by a network of social workers through holistic case management.17

Objective:

The goal of this initiative is to institutionalize holistic case management to accompany the SRM-NEF clients in achieving ‘empowerment’ facilitated by the ‘social contract’.

Proposed interventions:

- Establish NEF social workers as the primary focal points for SRM clients. The function of MSS agents who currently undertake visits to the claimants’ household will need to be redefined

- Institute ‘social contract’ management. Social contract implies a notion of binding rights and obligations on the part of citizens and the state. Under this modality, the NEF social workers will assume responsibility for instituting, coordinating and monitoring the social contract between programme participants and the ministries providing the services (e.g., Ministries of Education, Ministry of Labour, MSIEE).

- Ensure coordination and coherence between the government and non-government provision of the mentoring function and other social work. While the mentoring might be done by different actors, the NEF, through its network of social workers, will need to ensure coherence and coordination of such non-government provision, and bear overall supervisory and reporting responsibility of services to participants of the SRM (Marshall Plan Social Contract scheme) clients (notably, the mentoring function) as well as, in case of non-government provision, oversee the quality of services such provision according to agreed standards.18

Partnerships:

17 In the United States, the programmes that were the most successful overall for high school graduates and non-graduates were flexible about initial activities; however, they strongly enforced participation requirements, provided job search assistance, stressed the importance of finding jobs and used job developers, who were responsible for locating and securing job openings (Source: Social Contract Concept Note, UNDP). Chile’s Solidario includes the assistance of a social worker who visits a vulnerable family for 24 months and provides information, referral and assistance to the families in order to enable them to access complementary services such as employment or income-generating programmes, transfers, health, education, housing, family support services, drug prevention and rehabilitation, technical help for disabled people, support for violence situations, etc. (Source: UNDP).

18 The mentoring function might be performed by the following individuals, in addition to the NEF social workers: social workers from the line ministries, e.g., Ministry of Gender, Education; by non-government entities, e.g., CSR or by volunteers, e.g., retired persons.
MSIEE, NEF, MSS, Line Ministries, non-government actors (e.g., CSR, NGOs)

**Timeframe:**

Short-term (1-12 months)

**Indicative budget:**

Included in MSIEE budget + Additional Rs.10 Mn annually
Proposal 1.5 – Recruit social workers at NEF to limit the number of families per social worker to 150 families maximum

Background:

Delivery of an ambitious social protection package to underprivileged populations requires a cadre of qualified civil servants at the SRM/MSS offices that work directly with beneficiaries through case management. NEF’s social workers and regional coordinators are a group of highly dedicated professionals, but they are severely overstretched and do not have a proper system of incentives. For instance, one social worker is responsible for an average of 500 families, whereas the maximum recommended ratio is 1:150 or 1:200. Their workload has increased recently, as they have been tasked with conducting questionnaires for the inclusion of the poor in the SRM. It is expected that the NEF social workers continue to play an even more important function once the system is fully operational. Being contractual employees, social workers do not enjoy work stability and benefits afforded to government employees and do not receive training or any other work incentives. Some do not have proper certification and educational background to effectively carry out casework; they lack support in the form of training, guidelines and standards to handle the cases. The MSS and MQA, with UNDP assistance, have recently taken steps to professionalize the industry; these efforts need to be scaled up.

Objective:

This proposal aims at ensuring adequate level of human resources to manage social assistance delivery and implementation of the Marshall Plan Social Contract.

Proposed interventions:

▪ **Develop capacity of the NEF social workers.** Social workers must undertake training in case management to demonstrate core competencies required for this work. This will include development of training courses as well as tools on casework, socio-psychological support, how to deal with complaints, provide feedback to management, etc.

▪ **Ensure minimum required qualifications for social work.** Social workers should have a minimum standard of qualifications (diploma or graduate degree) to carry out their work. Training should be made available to current staff of NEF who wish to improve their qualifications in order to meet the required standard. Prior learning and training as well as work experience will need to be evaluated and recognized according to a benchmarking by an authorized entity. In this respect, the Mauritius Qualification Authority has established the Industry Training Advisory Committee (ITAC) for Social Work, with the mandate of developing a National Certificate in Social Work and Level 2, targeting grassroots level social workers, and introducing the Recognition of Priori Learning in Social Work.20

▪ **Increase the number of social workers.** The ratio of social worker to household will need to be decreased to 1:150/200. Should any function of social work described in this proposal be performed by non-government providers (e.g., CSR, NGOs, volunteers), the NEF through its network of social

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20 This initiative, under the leadership of Mauritius Qualification Authority, is supported by UNDP.
workers will need to ensure coherence and coordination of such actions as well as oversee their quality according to agreed standards. A prior assessment of the needs and resources available (‘inventory of social workers’) as well as means of coordination could help streamline social work provision in the country. 

Partnerships:

MSIEE, NEF, MSS, MQA, MoFED, University of Mauritius, UNDP, non-government actors (e.g., CSR, NGOs)

Timeframe:

Medium term: 1-3 years

Budget:

Rs 50 mn yearly

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21 The overall management and coordination arrangement for social work needs to be agreed upon.
Proposal 1.6 - Address under-coverage of least developed areas by opening two additional Social Security Offices

**Background:**

Recent official data using a comparative analysis of the Relative Development Index (RDI) of the 145 municipal wards or village council areas (MVCA) on the one hand, and share of households benefitting from Social Aid on the other hand, reveal an under-representation of the poorest and most geographically excluded regions. The network of Social Security Offices in Mauritius does not sufficiently cover the least developed areas. Regions with low RDI such as Le Morne, Case Noyale in the south west; Bambous Virieux and Bois des Amourettes in the south east are not sufficiently serviced by Social Security Offices.

**Objective:**

Improve access to service delivery in the most remote and least developed areas.

**Proposed initiative:**

Open two additional Social Security Offices, one in the South West and one in South East; consider closing two offices in areas with over-coverage and redeployment of staff

**Partnerships:**

MoFED, MSS, MSIEE, NEF, UNDP

**Timeframe:**

1 year

**Budget:**

Rs 5 mn (will depend on either construction of new infrastructure or using/converting existing facilities. Staff deployment and redeployment need also be taken into account; opportunity to open facilities on a part-time basis could also be explored to reduce staff costs).

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22 UNDP 2015, Recommendation for Mobile Platform
Proposal 1.7: Set up a mobile technology to reduce costs, modernize and improve outreach and access to information on social programmes

Background:

The Census 2011 data revealed that mobile phones are as common in the low Relative Development Index (RDI) localities as in the high RDIs – with a penetration of 93% for the least developed region (Le Morne).

The spatial divide in terms of access of some remote areas to social security offices on the one hand, and the very high penetration of mobile phone use in these same remote areas makes the mobile SMS a commendable solution to the problem of expanding access of information and communication to the most excluded with a view to improve their situation. ²³

Objective:

To make effective use of the existing mobile technology to reach the most excluded households. Connecting the poor with a mobile platform is a key factor for a successful social policy. The technology (SMS) will allow reaching the maximum of the targeted users while the smartphones are not yet widely adopted.

Proposed initiative:

- Establish a mobile technology platform as recommended by UNDP in its June 2015 report “International Consultancy for recommending a Mobile Technology platform and content to improve outreach of marginalized households in Mauritius”.

- Different types of SMS will be used:
  
  - **Mass SMS**: generally for sensitization purpose to all or a selected number of registered users for a specific common purpose, e.g. the introduction of a new scheme which applies to clients who are already registered, as well as to potential beneficiaries who are not yet registered.
  
  - **Automated SMS**: SMS that are sent automatically to the beneficiary at certain points of the SRM implementation process
  
  - **Manual SMS**: SMS that are sent on manual, case to case basis upon decision of SRM or MSS officer

- Phones should receive SMS from a SMS gateway which is a server connected to one or many telecom operators. SMS are coming from a database administrated by a CMS and connected to the SMS through an Application Programming Interface (API).

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²³ Ibid
The CMS is a System is a web application which allows administrators to update the database and its content. The API helps interfacing between two systems.

SMS sending process should be able to cope with massive sending of at least 50,000 messages over 24h. MSS currently hosts the database, this should not change.

**Partnerships:**

MSS, MoFED, MTCI, SIL, CIB, Mobile companies, UNDP

**Timeframe:**

1 year

**Budget:**

1 Mn Rupees in first year (one-off); 0.5 Mn Rupees yearly

**Example:** Automated and Manual SMS in the SRM Child allowance workflow
Proposal 1.8 - Institute monitoring and evaluation of social protection programmes delivered via SRM

Background:

A robust M&E framework, particularly in the social protection sector will help policymakers and civil servants make crucial decisions regarding the design of the programmes, making amendments to its execution and advocating for policy change to make social protection delivery more impactful. With no M&E data on social protection programmes, civil society is deprived of a crucial monitoring and advocacy tool as well as a mechanism to participate in government processes. Finally, the SRM data, at the aggregate level as well as disaggregated by gender, localities and other characteristics can improve pro-poor policy formulation.

Objective:

Setting up a monitoring and evaluation framework for the SRM/ Marshall Plan Social Contract

Proposed initiatives:

- Set up an M&E system for the SRM/ Marshall Plan Social Contract to facilitate evidence-based policy making and improve programme performance. This needs to happen at two levels:
  - At the level of individual programmes (e.g. child allowance, skills enhancing programmes). While the principle responsibilities to monitor and evaluate service provision rests with the line ministries (e.g., Ministry of Labour evaluates the YEP or Dual Training Programme), SRM should collect and analyse data on the uptake, drop-out rates, compliance rate and completion of individual programmes within the ‘social contract’.
  - At the macro level. The assessment will focus on how social protection system contributes to the poverty reduction agenda of the government. For example, a periodic ex post evaluation can be conducted using the HBS to analyse the impact of the Marshall Plan Social Contract on regions with the lowest RDI (e.g., indicators such as education or health, income, employment).

- Ensure the quality of data in the SRM and develop capacity of institutions to analyse it. Information contained in the SRM must be accurate, consistent, updated and standardized in order to support the efficient management of the Marshall Plan Social Contract and serve for policy analysis. The staff of SRM, NEF, MSIEE and of the line ministries will need training in data analysis so that they can interpret data.

Partnerships:

MSIEE, NEF, SRM management, Line Ministries, Statistics Mauritius, Government IT systems, NGOs/CSR, Development Partners.

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24 Muller, 2013.
25 UNDP 2015, Mid-Term Review and UNDP 2016, The Social Register of Mauritius (SRM): Challenges and way forward
Timeframe:
1-12 months

Budget:
Rs 1mn annually
2. Community-based approach and social marketing to promote inclusion, constructive values and work ethics

Proposal 2.1 – Community-based Service Delivery for Social Inclusion

Background:

Mauritius has a sophisticated and rich welfare system, which includes a myriad of programmes and schemes, some of which are aimed at reaching the poor and most vulnerable members of society. Most crucially, access to public services (including health and education), critical to drive human development, is free and universal. Nonetheless, the prevailing welfare system has not yet been able to promote shared development across all sections of the population, and to provide all members of society with equal capabilities and opportunities to live the life they value. As a result, some members of the Mauritian society remain excluded from the economic and social life of Mauritius.

The current social welfare system has not been able to effectively connect the state and the local level, with a series of programmes rarely forming a coherent whole. This suggests the need to better tailor social services to the needs of their users and to expand the social services network at the community level. With intercommunity dynamics improving and change taking root mainly at the community level, there is an opportunity and a need to invest more in communities, as entry points for social change and potential catalyst for wider community mobilization. The community will, therefore, be the principal unit of intervention of the Marshall Plan.

Objectives:

1. Supporting communities to lead their own development, make choices and mobilize resources and partnerships to implement development priorities;
2. Increasing access to services and programmes by bringing social services closer to communities;
3. Promoting coordination and synergies amongst government and non-government providers of social services at the local level.

Proposed interventions:

The community-based service delivery initiative will prioritize communities in Municipal Wards and Village Councils (MWVC) with the lowest RDI rank. Data in the SRM will guide the identification and prioritization of the poorest communities within selected MWVC. This initiative will also target beneficiaries of the Marshall Plan Social Contract Scheme and other programmes (social protection programmes), enrolled in the SRM.

Activities:

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26 The lowest administrative demarcation for Mauritius is the MVCA (Municipal Ward/Village Council Area). There are 145 MWVC that can be ranked using the RDI. In 2011, the least developed MVCAs were identified in Le Morne, Rodrigues, Case Noyale, Bois des Amourettes and Bambous Virieux. Each MVCA comprises more than one community (the average number of households per MVCA is around 2,400-2,500).
- **Identifying and prioritizing (pilot) communities:** The MISEE/NEF will target between 15 and 30 communities in MWVC with the lowest RDI rank. Data in the SRM will guide the identification and prioritization of the poorest communities within selected MWVC. Focusing on these initial pilot communities will help test the effectiveness of the approach and invest resources in the most disadvantaged communities. The approach will be scaled up after pilots are proven successful.

- **Partnering for coordination:** In communities where MSIEE/NEF does not have capacity to play a coordination role, the MSIEE/NEF will identify and partner with a government (i.e. village council) or non-government organizations that are interested and have the capacity to take the coordinating role. The involvement of the village councils (VC) will be critical to ensure both legitimacy and capacity development.

Together with the village council, the coordinating institution will ensure coordination of community activities and services; mobilise the community and support the preparation of community development plans, support the management of the community service center, actively seek the coordinated support of other government and non-government actors to respond to the need of the community, and other. As in Rodrigues community development is led by local governments, village councils will naturally take the coordinating role. The support of the Ministry of Gender Equality, Child Development and Family Welfare will be critical to ensure that gender equality issues are adequately considered and addressed.

MSIEE/NEF will identify partner coordinating organisations through a competitive bidding process. The competitive bidding process will be jointly managed by a Board, comprising MSIEE/NEF and representatives of one or more platform/s representing NGOs/CSOs and the CSR community. The competitive bidding process will be open to government organisations (i.e. village councils) as well as non-government organisations (NGOs), including CSR foundations, charities, UN projects and others. The selection process will be based on a number of rigorous criteria, including the articulation of a community mobilisation strategy, a robust exit strategy (for the community to take charge of its own development without the support of the coordinating entity), track records of results achieved with working within the same or other communities, a results-based monitoring and evaluation plan, and other criteria. Funds for the coordination and community mobilisation activities will be awarded to the successful organization by the Marshall Plan Community Scheme.

- **Establishing the community service centre:** MISEE/NEF, or other coordinating institutions, will consult with community members, VC, NGOs and other non-government actors already operating within the community, and other stakeholders, to identify and establish the community service centre. Ideally, the community service centre should be established where there is an already vibrant community associative life. For example, these centres could be established in youth centres, village councils, community recreation centres, and other, depending on how dynamic these centres are and the extent to which they attract community members.

The community service centre will be the community neuralgic point, where community can receive information on social programmes, receive training, hold community meetings, organize activities,

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27 The lowest administrative demarcation for Mauritius is the MVCA (Municipal Ward/Village Council Area). There are 145 MWVCAs, which can be ranked using the RDI. In 2011, the least developed MVCAs were identified in Le Morne, Rodrigues, Case Noyale, Bois des Amourettes and Bambous Virieux. Each MVCA comprises more than one community (the average number of households per MVCA is around 2400-2500).

28 NGOs/CSOs and the CSR community will indicate which platform/s will represent them.
receive services (i.e., family planning, early childhood care and education services) and other. The community service centre will be managed by NEF or by other organizations sub-contracted by NEF on the basis of a competitive bidding process.

- **Community mobilization:** NEF or the coordinating institution will engage with the community, through its social mobilizers, to facilitate processes of needs assessment and prioritization and to develop a community development plan. The community development plan would provide a road map for development, with priorities as identified by the community. Priorities could include economic or social infrastructure, delivery of social services, upgrading of living conditions and dwellings, targeted interventions for vulnerable sub-groups or other priorities.

The coordinating agency will ensure that all parts of the community are involved and/or consulted in the planning process, including women and youth; it will also ensure full community’s ownership of the plan.

- **Building partnerships and convening stakeholders around a common plan:** NEF or the coordinating institution will build partnerships and convene stakeholders (government and non-government organizations engaged with the community) around a common community development plan and will promote cooperation between public, private and NGO sectors for the delivery of services to the community and the implementation of priorities identified by the community in its plan.

NEF or the coordinating institution will support the extension of a range of available social services to the community and address specific barriers to social inclusion, including facilitating access to employment services, addressing issues related to education services and other barriers to participation and access to resources and opportunities.

- **Funding and partnerships:** The coordinating agency will provide support to the community to raise funds and forge new partnerships for the implementation of the community development plan/s. First and foremost, it will provide support to the community to mobilize funding from the Marshall Plan Community Scheme. It will also look for partners – such as NGOs, CSR foundations, charities and other entities – interested in supporting (financially or with other resources) parts of, or all the plan.

- **Strengthen the capacity of village councils to mobilize and support communities:** Investments in capacity development of village councils will aim at strengthening their capacity to systematically engage with local communities and address communities’ specific concerns and needs. Where coordinating agencies will not be the village councils themselves, the former will work closely with village councils and engage them in all community mobilization initiatives.

- **Monitoring and feedback loops:** The MSIEE will monitor progress of community development initiatives and assess impact on the basis of SMART indicators and targets, including the extent to which community members take part in decision-making process, lead local planning processes and implementation and others. Most importantly, lessons from the piloting of innovative community-based service delivery and projects will be systematically captured to inform policy formulation at the national level. Participatory monitoring mechanisms will be put in place for feedback on community-based service delivery. These will include a citizens reporting mechanism (see proposal 8.1).

29 SMART: Specific, Measurable, Attainable, Relevant, Time-bound
Partnerships and management arrangements/responsible actors:

This section identifies the partnerships and describes the model of community-based development for delivering programmes of the Marshall Plan.

Ministry of Social Integration and Economic Empowerment/National Empowerment Foundation – The MSIEE will be the main coordinating agency of the Marshall Plan. At the community level, the reorganised NEF will be the operational arm of the MSIEE. NEF will coordinate community initiatives and manage the social contract under the NIS, through its social workers and community coordinators. Where NEF will not have capacity to coordinate actions at the community level, NEF will partner with one or more non-government (NGOs, CSOs, CSR foundation, and charity) or government (village council) organisations, which will be identified through a competitive bidding process (see here above).

Delivery of public programmes and services outside the social contract/NIS – NEF, or other coordinating organisations at the community level, will provide information to community members regarding public programmes and services available to them and facilitate access to such programmes and services through its social workers, based at the community level in community service centres.

NEF or other coordinating institutions will partner with government and non-government service providers and facilitate provision of key services at the community level (i.e. family planning, early childhood care and education, transport services, etc.).

Community platforms – NEF or other coordinating institutions at the community level will work with communities, through social mobilizers, to form multi-stakeholders community platforms for joint decision-making and joint implementation of community plans. These platforms will include representatives from different parts of the community, the village councils, representative of the public administration (i.e., youth field officers, teachers, etc.) and other partners that work closely with the community (NGOs, CSOs, CSR foundations, charities and others). Of particular importance is the capacity of community platforms to include public sector actors, such as the youth centres and the youth field officers.30

Community development plans – NEF or other coordinating organisations at the community level (see above) will work with community platforms through social mobilizers to develop community development plans. Where NEF lacks capacity, it will partner with non-government organizations, including NGOs, CSR foundations and others, to carry out community organization activities.

Timeframe:

This initiative will be implemented according to the following timeframe:

- In the short term [1-12 months] – Identification of priority communities, selection of the coordinating agency at community level, community mobilization activities commenced, identification of partners.

30 A number of youth centres are scattered across the country, although some of them such as the Youth Centre in Rivière Noire, are dormant or do not have the capacity to attract youth from the pockets of poverty, signalling that either not all parts of the community are involved in the community life or that the community itself is split between those who live in the pockets of poverty and those who do not. For social transformation to take root, children and youth need to be at the forefront of the community life and community engagement in this change process.
▪ **Medium term [1-3 years]** – Strengthening of partnerships to deliver services at the community level, community mobilization, identification of community priorities and preparation of community plans, establishment of the community service centers.

▪ **Long term [>3 years]** – Consolidation of partnerships to deliver services at the community level, implementation of community development plans, fully functional community service centers.

**Indicative budget:**

Included in Proposal 2.2 below
Proposal 2.2 - Set up a Marshall Plan Community Scheme to fund community initiatives on a competitive basis

Background:

Communities do not have resources, on their own, to implement locally developed plans. The lack of resources, or the guarantee of a continuous stream of the same, may pose several challenges. First and foremost, it may discourage communities from prioritizing needs and developing plans. As plans and underpinning prioritization and planning processes are the glue that keeps communities’ platforms together, in the absence of funds to implement them, such platforms may eventually dissolve. It is therefore critical that a continuous stream of resources is made available to communities and their partners to support community mobilization activities and implement community development plans (reference is made to proposal 2.1 - Community-based service delivery for social inclusion).

Some non-government organizations (NGOs) are financed out of the state budget, through the NGO Trust Fund. In order to access funds, NGOs are assessed on the basis of ‘generic’ (legal status, track records, etc) and ‘specific’ (organizational capacity, financial management systems, etc) criteria; applicants also receive a pre-funding visit, and funded projects are monitored by the NGO Trust Fund through regular visits. However, consultations with stakeholders suggest that the assessment process for establishing the eligibility of NGOs for funds from the NGO Trust Fund needs to be strengthened to ensure effectiveness of public investments.

Against this, it is proposed to establish a Marshall Plan Community Scheme to fund community initiatives and community development plans, and which will operate on the basis of very rigorous criteria that will guide the allocation of funds to prioritized communities and their partners, and will monitor impact of such funds.

Objectives:

The Marshall Plan Community Scheme is a competitive funding mechanism, which will aim at:

- Promoting plurality in service delivery, involving a mix of government and non-government actors coordinating service provision at the community level
- Promoting coordination and synergies amongst government and non-government actors operating at the local level
- Promoting innovation and experimentation
- Promoting linkages between the local/community level and the policy level, learning from community experimentation and informing policy design

Proposed interventions:

The Marshall Plan Community Scheme (MPCS) will be established to support community mobilization initiatives, community development plans and projects through a competitive process. Communities will be eligible to apply for funding, in partnership with NGOs, CSO foundations, charities, development partners, government organizations (i.e., village councils), cooperatives and others.
▪ Establish the Appraisal Committee, which will comprise representatives from government ministries, and representatives of one or more platform/s representing NGOs/CSOs and the CSR community and other relevant stakeholders. Community proposals will be appraised on the basis of predetermined criteria (see criteria in Box 1 here below).

▪ Identify the institution with the capacity to deliver on the Marshall Plan Community Scheme. If required, provide support to such institution to strengthen its institutional capacity to deliver the Marshall Plan Community Scheme.

▪ Identify, through a rigorous competitive bidding process, community mobilization initiatives, development plans and projects (refer to proposal 2.1 - Community-based service delivery for social inclusion);

▪ Fund community mobilization initiatives, development plans and projects, selected through a rigorous competitive bidding process;

▪ Provide capacity development to community institutions and government and non-government actors operating at the community level;

▪ Evaluate results and inform policy formulation.

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### Box 1: Guiding principles for the Marshall Plan Community Scheme’s selection of community proposals

Priority will be given to proposals that demonstrate the following:

- **Community ownership**: the community is the principle recipient of the MPCS funds and owns the funding proposal
- **Capacity**: the community and its partners have the capacity to implement the activities outlined in the proposal
- **Pluralism**: proposals are submitted by a partnership of government and non-government actors
- **Coordination**: proposals include evidence of coordination amongst government and non-government actors
- **Sustainability**: the proposal should contain an exit strategy
- **Results**: the proposal should state clear and measurable expected results and a lean and participatory (citizens engagement) monitoring framework

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### Partnerships and management arrangements/responsible actors:

The Marshall Plan Community Scheme will be managed by an institution, identified (or established) by the Steering Committee of the Marshall Plan on the basis of its institutional capacity to deliver the Marshall Plan Community Scheme.

The identified institution, through a management unit, will be responsible for: managing the tendering process; reviewing community proposals – mobilization initiatives, plans and projects – vis-à-vis established criteria; and preparing recommendations for the MPCS Appraisal Committee. The participation of village councils, communities, representatives of CSOs/NGOs and CSR foundations, in the

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31 NGOs/CSOs and the CSR community will indicate which platform/s will represent them (i.e. MACOSS, the National CSR Committee, or other)
decision-making processes of the MPCS Appraisal Committee will ensure that the same are more participative and transparent; it will also help minimize the risks of vested interests and corruption.

The management unit of the identified institution will also disburse funds, review financial and progress reports, monitor the implementation of community initiatives and projects and assess results of communities. The management unit will also provide capacity development support to NGOs and community-based organisations.

The Appraisal Committee will comprise representatives from government ministries, NGOs/CSOs, the National CSR Committee, village councils, communities’ representatives and other relevant stakeholders. Community proposals will be appraised on the basis of predetermined criteria (see box 1 here above).

**Timeframe:**

This initiative will be implemented according to the following timeframe:

- In the short term [1-12 months] – Establishment of the Appraisal Committee and identification of the institution with the capacity to effectively deliver on the Marshall Plan Community Scheme.
- Medium term [1-3 years] – Review and selection of proposals for community mobilization activities, funding of the same, and provision of capacity development support.

**Indicative budget:**

- The indicative budget for this initiative is 5-10 million/year per community.
Proposal 2.3 – Apply social marketing tools to promote positive and constructive social behaviour such as work ethics.

Background:

Like other countries, Mauritius is not immune or free from social behaviour that is harmful to all or parts of society. Specifically, in Mauritius behaviour such as lack of working culture, ethics and professional behavior, alcoholism and drug use, stigmatisation of people coming from certain ethnic groups or living in pockets of poverty, gender based violence, and other behaviours deeply rooted in complex social issues, limit our country’s potential to grow economically, promote social cohesion and inclusion, and eradicate poverty in all its dimensions once and for all.

Applying the potential of social marketing, the Marshall Plan will include initiatives that will aim at reversing social behaviour that harms Mauritius’ society. These initiatives will also promote positive and constructive social behaviour such as work ethics and others.

Social marketing initiatives will apply the potential of media, public figures, and community champions and agents of change, who will rise as spokespersons for the disenfranchised and marginalized, initiating changes in societal attitudes and behaviour. Social marketing is an approach used to develop activities aimed at changing people’s behaviour for the benefit of individuals and society as a whole. Social marketing approach has been applied by several countries (United Kingdom, USA, India, Madagascar, Australia and others) and has been proven to be effective in changing people’s behaviours and influencing specific behaviours (not just knowledge, attitudes and beliefs). This approach can help set clear, specific, measurable and time-bound behavioural goals and establish baselines and key indicators. It starts by identifying all of the behaviours that are relevant to a specific issue, including those that need to be encouraged and those that harm individuals and society as a whole.

Proposed initiatives:

- Identify and hire a social marketing company, which can provide technical support for the development of the social marketing campaign.

<table>
<thead>
<tr>
<th>Box 2: Social Marketing resources</th>
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<tbody>
<tr>
<td>The International Social Marketing Association - ISMA: <a href="http://www.i-socialmarketing.org">www.i-socialmarketing.org</a></td>
</tr>
<tr>
<td>The Nation Social Marketing Centre, UK - the NSMC: <a href="http://www.thensmc.com/">http://www.thensmc.com/</a></td>
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</table>

- Select a project manager and a dedicated team (through a competitive process), which can deliver the project on a timely manner, deliver results and can dedicate sufficient time to the project.

- Identify, through a participatory consultative process, harmful social behaviour (issue) to be addressed by a social marketing campaign. During this phase, it is critical to involve local communities

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32 [http://www.i-socialmarketing.org/what-is-social-marketing-in-sixty-seconds#VitruX4rlgs](http://www.i-socialmarketing.org/what-is-social-marketing-in-sixty-seconds#VitruX4rlgs)
and the target groups, together with other government and non-government stakeholders, the private sector, civil society organisations, academia, etc.

The Marshall plan recommends to apply the potential of social marketing to address social behaviour in one or several of the following priority areas:

- Stigmatization in public administration offices and institutions (including in schools);
- Alcohol and drug use;
- Work ethics;
- School drop-outs amongst teenagers, particularly girls;
- Gender-Based Violence (GBV)

▪ On the basis of the issue/issues identified, set clear behavioural goal/s.

▪ Select a strategy/strategic interventions that are most likely to achieve and sustain the desired outcome (scoping phase):

  - Build partnership around this initiative – relevant stakeholders, including government and non-government institutions, the private sector, academia, and other;
  - Establish a steering group comprised of men and women;
  - Analyzing factors that may affect the issue and strategies to address the issue.

▪ On the basis of the strategy, develop a social marketing campaign to address the selected issue

  - Develop the campaign;
  - Plan for monitoring and evaluation of the initiative, establishing baselines and indicators

▪ Implement the social marketing strategy:

  - Launch the campaign;
  - Monitor implementation of the campaign

▪ Monitor progress and assess impact of the social marketing campaign:

  - Identify the strengths and weaknesses of the campaign;
  - Determine impact and measure return on investment

Partnerships and management arrangements/responsible actors:

The social marketing campaign will be implemented under the overall leadership of the Prime Minister Office and under the managerial responsibility of the relevant line ministries, according to the focus of the social issues identified and which need to be tackled by the campaign.

Other stakeholders, including communities, target groups, civil society organisations and NGOS, the private sector/CSR foundations, the academia, other government agencies, and other will be supporting this initiative by providing inputs in the context of consultative processes and participating in the steering group.
**Timeframe:**

This initiative will be implemented according to the following timeframe:

- In the short term [1-12 months] – planning and scoping phase: selection of team and project manager, identification of social issue/s to be tackled by the social marketing campaign and identification of strategy/strategic interventions.
- Medium term [1-3 years] – development of the social marketing campaign and implementation.

**Indicative budget:**

- The indicative budget for this initiative is 10 m Rs.
3. Employment

Although employment is one of the primary channels of poverty reduction, the poor and vulnerable in Mauritius find it difficult to access gainful employment. In 2012, the poverty rate of households headed by either unemployed or economically inactive persons was 14.1 percent, compared to 7.3 percent among households whose heads were employed. Unemployed women and youth are disproportionately affected by poverty: over 50 percent and 60 percent, respectively. Most poor unemployed persons have not achieved school certificate qualification (primary school). The government has several active labor market programmes aimed at increasing employment opportunities for poor and vulnerable populations, including training and placement, job intermediation and entrepreneurship development services. Despite these considerable efforts, the existing programmes reach less than a quarter of unemployed workers.

Proposal 3.1 - Enhance access to training and placement opportunities for the poor

Background:

Evidence tends to show that the increasing inequality over the last 8 years is mainly due to the widening differences in salaries and increased demand for high-skill labor. The decomposition of the Gini by sources of income, supports the assertion of the increasing concentration of paid employment, and the decreasing concentration of self-employment to explain increasing income inequality (see the Marshall Plan Background Analysis Report for more details).

Low standards of education and vocational training in the country fail to equip young men and women from vulnerable background for the requirements of the job market, which prevents them from finding work or moving from sectors that are less productive (and less paid) to those with greater productivity and higher wages. Aside from lack of requisite skills, other reasons might come into play. For example, lack of affordable childcare or odd working hours, as in the hotel industry, might prevent a mother from taking on full-time employment. In other cases, fear of losing social transfers provides a disincentive to assuming a full time job, especially if it is low-paid and opportunities for casual work in the informal market are available. Monthly salary schedules provide yet another plausible explanation for the preference of informal work, as weekly wages offer a poor family very much-needed ‘quick cash’. A longer-term objective would be to provide incentives for workers to move to formal jobs by instituting minimum a wage policy and offering legal protection, insurance, legal rights, worker protection and career development opportunities.

Objective:

The goal of this initiative is to increase access of the poor to employment opportunities through enhanced skills and job placements.

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34 Ibid.
36 UNDP IPC-IG, 2015 (Analysis using CMPHS data from 2007 to 2014)
Proposed interventions:

- **Expand existing training & placement programmes to the poor.** Training and placement programmes need to be scaled up to increase the access of the poor to skills and jobs. Existing programmes should be evaluated for their utility to cater to the disadvantaged youth and adults. Training for sectors with high growth potential will improve employment outcomes of the poor (e.g., tourism; green jobs, such as waste recycling; care economy; ocean economy; agriculture and agro-industry). This is particularly important as they will constitute ‘social contract’ conditionality, which will likely increase demand for these programmes. Such programmes should reserve a percentage of available spots for SRM beneficiaries:
  
  o **The Youth Employment Programme (YEP):** With a 90-percent rate of job placement after a year in the programme and a 75-to 80-percent rate after two years, the YEP has effectively secured employment for the participating youth and should be scaled-up. In Rodrigues the YEP might need to be modified to include NGOs and cooperatives given the limited private sector opportunities. While the programme has been designed to ease the transition from education to work, emphasis should be placed on youth who have not earned a primary school certificate. Additional remedial classes, organized via MITD, might be necessary before such youth join the programme.

  o **The Women Back to Work Programme:** The programme should be expanded to cover more participants from poor areas as well as to professions that could prevent a typical gender occupational segregation. Childcare (e.g., provision of adequate crèches in poor neighborhoods) and maternity leave as well as affordable transport options would facilitate a greater uptake of this and YEP programme.

  o **Dual Training Programme**: The programme requires secondary education and thus might exclude many SRM beneficiaries who tend to have the least educational attainment. An additional track of the programme should be considered to cater for those youth who have not completed primary school and who are not enrolled in the TVET system. As in the case of the YEP, catch-up courses, in collaboration with MITD might be necessary.

- **Ensure M&E and collaboration with the Ministry of Education (HDRC).** Each of the programmes will need to have an in-built M&E function that could allow assessing their effectiveness and to adjust them to the real needs of the industry. Job placement data will need to be consistently tracked and analyzed for their value in providing economic opportunities for the most vulnerable groups. The collaboration with HDRC will be crucial in both respects.

- **Increase coordination and collaboration between public, private sector and NGOs and leverage of the CSR engagement in the country as a source of employment for the poor.** An increased coordination between the state and non-government actors (including crucially the private sector but also NGOs) will improve training and placement outcomes for the poor. Within the 2-percent

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37 This programme requires secondary education and thus might exclude many SRM beneficiaries who tend to have the least educational attainment; remedial secondary level education will need to precede or the requirement for the programme will need to be revised to include a track for persons with less education.
scheme, the parent CSR companies could provide training, internships, apprenticeships and eventually jobs for the poor, including for persons registered in the SRM. Alternatively, the 2-percent levy could be used to finance the programmes outlined above.

- **Increase awareness of available training and employment programmes.** As in other areas, marginalized groups often lack information about opportunities and resources that could help them find a job. Additional efforts are needed to ensure that the right information gets to the right audience. For instance, website of the job services run by the Ministry of Labor should also be available in Creole and Bhojpuri. Moreover, translating important regulations affecting employment (e.g., working hours, conditions, etc.) into those languages as a matter of course would be important.

- **Promote job opportunities through push notifications to mobile phones of registered job seekers.** Employment opportunities can be advertised by the Ministry of Labor (www.mauritiusjobs.mu) via SMS directly to the mobiles of the job seekers registered in the employment services or in the SRM.

**Partnerships:**

Ministry of Labor, Ministry of Education, MSIEE, NEF, MTCI, SRM management, MSS, NGO/CSR, private sector, development partners

**Timeframe:**

Medium-term: 1-3 years

**Budget:**

Rs 1 mn yearly (mainly for promotion campaigns)

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38 Building on sensitization already done in Creole on the TV Programme – Magazine de l’Emploi et des Metiers and on the MBC Radio in Bhojpuri

39 The Mobile Platform designed for the outreach on SRM could be adopted for this purpose.
Proposal 3.2 – Set up a social enterprise incubator

Background:

The government has identified social entrepreneurship and social marketing as an approach to promote economic empowerment and social inclusion of the most vulnerable groups while addressing current social and environmental needs. The aim of this initiative is to promote a paradigm shift in the NGO sector for sustainability, autonomy and effective service delivery to vulnerable groups.

Objective:

The goal of this proposal is to promote social inclusion through social entrepreneurship efforts.

Proposed interventions:

- **Generate awareness and enthusiasm for social entrepreneurship**, amongst youth, businesses, entrepreneurs, NGOs: organise conferences on social entrepreneurship showcasing social entrepreneurs from Mauritius and abroad, initiate TV shows on social entrepreneurs, online training of officers through the e-learning platform.

- **Support capacity development**: provide induction courses to all students at school and university; full course offered to university students

- **Support the emergence of social entrepreneurs** with the set-up of an incubator/accelerator comprising of:
  - **Business services, mentoring and training** – dedicated staff to support the social entrepreneurs depending on needs in business planning, financial training, technical training, sector specific training; professional from businesses should be mobilised as mentors to support the entrepreneurs; office space should be provided when necessary
  - **Business support network to find partners, clients, media and other** - construct a support network amongst companies and media to create an enabling environment and business support
  - **Seed funding / investment capital should be accessible to the social entrepreneurs** after a first incubation phase; they should present a business plan to a fund committee (or the social incubator manager); if funding is agreed upon, a secured place in the incubator for 1/2 years

- **Initially, provide support to 10 social entrepreneurs could be supported from Mauritius**. As the dynamic takes off and more potential entrepreneurs are trained, the programme could open up to be a regional hub for social entrepreneurs, to train and support entrepreneurs from Africa.

- **Create a knowledge centre on social entrepreneurship**: This incubator can support the replication of models that have been successful elsewhere by working on their adaptation to the Mauritius context and can also become a knowledge centre by experimenting new approaches and develop new business models.

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40 The interventions outlined in this proposal have been detailed in the *Formulation of social inclusiveness and social entrepreneurship strategy, 10 Propositions for Mauritius*, Republic of Mauritius, UNDP, 2014.
▪ **Attract and grow impact investment funds**: with the financial skills and attraction of Mauritius and the development of a vibrant community of social entrepreneurs, Mauritius could attract and grow impact investment funds (funds that invest in companies whose primary goal is delivering social and environmental good, whilst also delivering returns – JP Morgan estimated the potential of impact investing to be $1 trillion in invested capital).

▪ **Formalize governance structure of the Social Enterprise Lab**: The surveillance committee should be a mix of public, private CSR, NGOs and someone from the research/academic sector to have a balanced analysis of the social enterprises, the social needs and the business acumen), an incubator executive director should be recruited; funding secured (mix of public and private funds 50%-50%).

  - The funding for the social entrepreneur could be seed funding as a start-up and then a capital investment equity or debt.
  - Clarify the legal structures of social enterprises once the Social Enterprise Lab has some track record.

▪ **Create an enabling environment for the development of social entrepreneurship** as a means to tackle social and environmental issues, especially the empowerment of women and the social mobility of the most vulnerable. These effort will include:

  - **Creation of a Social Enterprise Lab** (incubator and accelerator) to 1) inspire and generate awareness and enthusiasm for social entrepreneurship among youth, businesses, entrepreneurs, NGOs, media; 2) Support the emergence and development of social enterprises; 3) Create knowledge on social entrepreneurship through research and become a knowledge hub; 4) Attract and grow impact investment funds.

**Partnerships:**

MSIEE; Ministry of Labor; Ministry of Business; Enterprise and Cooperatives; Ministry of Ocean Economy, Marine Resources, Fisheries, Shipping and Outer Islands; National Women Entrepreneur Council (NWEC); National Women’s Council (NWC); Ministry of Gender Equality, Child Development and Family Welfare; and other concerned line ministries; Mauritius Broadcasting Corporation (MBC); private sector, NGOs

**Timeframe:**

1-3 years

**Budget:**

Rs 25 mn
Proposal 3.3 – Encourage inclusive procurement so that at least 5% of procurement comes from small vulnerable business enterprises and cooperatives

Background:

- Difficult social mobility of vulnerable groups and widening of inequalities (Gini Index has increased from 0.388 in 2006-07 to 0.413 in 2012)
- High unemployment rate amongst women and vulnerable groups
- Difficult access to market and marketing capabilities of vulnerable groups and micro-entrepreneurs from disadvantaged backgrounds

Objective:

The goal is to promote inclusive public and private procurement, with 5% to 10% to procurement coming from small disadvantaged business enterprises and cooperatives

Proposed interventions:41

- Revise tender acts for public procurements so that 5% to 10% of the procurement comes from small disadvantaged business enterprises and cooperatives
  
  - Reserve certain public procurements to specific groups (vulnerable groups); these tenders could be for example for the provision of products for social aid, such as school uniforms. A first pilot phase should be led for a few schools and with a few entrepreneurs from disadvantaged localities/pockets of poverty; for this pilot phase a business support to the entrepreneurs should be made available if necessary (SMEDA, NWEC or NGOs such as Mouvement Forces Vives de Rose-Belle)
  
  - Include social clauses for public tender offers – either through direct offers from groups from disadvantaged areas, or from companies that can subcontract part of the procurement to groups from disadvantaged areas/background
  
  - Provide procurement forecast for small disadvantaged business enterprises

- Encourage sustainable and inclusive procurement practices from companies, to align CSR approaches and procurement practices:
  
  - Raise awareness through showcasing public inclusive procurement
  
  - Mobilise the Joint Economic Council to promote inclusive procurement practices of companies
  
  - Include social clauses in public tenders for subcontracting to disadvantaged groups
  
  - Call upon/request companies to report in their CSR report about their actions for inclusive value chains and the tenders that were allocated to vulnerable groups

41 The interventions outlined in this proposal have been detailed in the Formulation of social inclusiveness and social entrepreneurship strategy, 10 Propositions for Mauritius, Republic of Mauritius, UNDP, 2014.
Support the structuring of a platform to help “offer meet demand” and support small businesses from disadvantaged backgrounds

- Raise awareness of firms, public and parastatal organisations on responsible procurement;
- Identify entrepreneurs from vulnerable groups/areas, guide small businesses to contracting and gather legal documents required for procurement, train entrepreneurs from vulnerable groups to enhance capacities;
- Connect entrepreneurs from vulnerable groups with firms and public/parastatal organisations;
- This platform can be parastatal (e.g., SDA in the US) or led by an NGO (e.g., Adive France). In the case for Mauritius and with a vision of inclusive procurement from the public and the private sector, it would be recommended to have a platform led by an NGO and working closely with government and companies to be fully aware of procurement procedures. In both cases, need to identify a willing and capable organisation, to enhance capacities if necessary on procurement mechanisms, on business coaching and mentoring, and fund the organisation for the running of the programme (these funds could be provided by government funds as well as private funds from CSR).

Partnerships:

MSIEE; Ministry of Labor; Ministry of Business; Enterprise and Cooperatives, private sector, NGOs

Timeframe:

1-4 years

- Targets 2016, Pilot study for the procurement of 3 tenders – e.g. for school uniforms in a few localities; set up the platform and reinforce capacities; work with the JEC on raising awareness on inclusive sustainable procurement and lead a few pilot studies. Put in place a monitoring and evaluation system.
- 2017: evaluate the pilot, readjust if necessary; roll out to more Ministry and parastatal organisations (start with those most willing) and companies; monitor and evaluate mechanism.
- 2018: roll out to all Ministries and parastatal organisations with a target of 5% of procurement for those in year 2.
- 2019: target of 10% procurement

Budget:

- Rs 2 mn yearly for the platform to provide assistance to public, private and parastatal organisations and to the small.
- Internal training of procurement staff of public and parastatal organisations: no additional cost.
Proposal 3.4 - Introduce public works programmes to create employment and skills enhancement opportunities for low-skilled workers and long-term unemployed

Background:

Public works have been widely used to mitigate impact of external shocks (e.g., economic downturns, natural disasters or household-level shocks) or as a social protection tool to provide income generation opportunity to low-skilled workers. They create public goods (e.g., by building roads, parks) or contribute to other public objectives (e.g., protection of environment, etc.). The value of public works in gaining transferable skills and relevant job experience is marginal, as they require only very basic skills. However, a mixed model might be considered whereby participants in the public work programmes would also be required to participate in training.

Objective:

The aim of this proposal is 1) to create short-term employment and training opportunity for the low-skilled workers and long-term unemployed and 2) to protect and maintain the environment or implement community projects and 3) to address the needs of the ageing population.

Proposed interventions:

- **Create public works programmes:**
  - for environmental protection or implement community projects. The programme would involve cleaning and maintaining the natural environment, including forests, rivers, ponds, mountains and beaches, and removing invasive alien plant species from those locations. For example, major tree planting could be carried out and act as a belt around the settlements where the poor reside located near motorways and industrial estates to curb the impacts of noise and air pollutions. In case of community projects, the community decides what projects should be prioritized within a given community.
  - in care economy. This programme would address the increasing needs of the ageing populations and will enable those who are poor and willing to engage in this line of activity to be trained and employable for the long term.

  The public works programme will be available via SRM and will fulfill the condition of the ‘social contract’.

- Include the training component into the public works programme. The public work programme should have a training component whereby the participant acquire skills that will help them transition to a more productive employment. For example, the participants in the programme could work for three days and be in the training for the remaining two days of the week. The training should be organized by the MITD centers.

Partnerships:
MSIEE, Ministry of Education (MITD centers), CSR foundations, Ministry of Health and Quality of Life, Ministry of Environment

**Timeframe:**

1-3 years

**Budget:**

Included in Proposal 2.1
Proposal 3.5 - Promote social inclusion and cohesion through jobs

Background:

Jobs can be a powerful tool for social integration and cohesion. In multi-ethnic societies, workplaces provide an interface for communication between groups of different ethnic, religious, political or racial background. By virtue of daily interactions, people from diverse backgrounds build a culture of acceptance and fight stereotypes and prejudice. Jobs increase societal ties by creating a common national identity and a purpose regardless of background. By instituting the Equal Opportunities Act (2008), Mauritius has made commendable efforts in providing a legal framework for fostering equality, social integration and social justice to all. Although it is a long-term prospect that will require a cultural shift and collective action by public, private and non-state actors, social integration could be accelerated by additional policies and strategies to promote equal opportunity at work.

Objective:

The objective of this proposal is to promote social inclusion and cohesion through equal opportunities at the workplace.

Proposed interventions:

- **Promote equal opportunity in all sectors by:**
  - Introducing quotas for persons with disabilities to be employed in the public sector. While 3 percent of employees in private companies with over 35 employees must be persons with disabilities, no such rule applies for the public sector.
  - Allowing the Equal Opportunities Commission to investigate cases on the ground of discrimination in the recruitment practices of the public sector. Currently, the Commission can handle only complaints about perceived discrimination in the private sector’s recruitment and promotion practices.
  - Conducting periodic national sensitization campaigns (TV, press, Internet) on the benefits of diversity at the workplace, including persons of different religions, ethnicities, gender, disability status or age.
  - Opening public sector institutions for 100 internships to persons of diverse backgrounds, including for SRM beneficiaries (stipend: 10,000 Rs / month), especially in delivery services with direct access to the public

Partnerships:

MSIEE, Ministry of Labor, The Equal Opportunities Commission, NGOs/CSR

Timeframe:

Short-term: 1-12 months

Budget:
Rs 12 million
4. Social Housing

Proposal 4.1 – Introduce housing subsidy payments to complement direct supply of dwellings

Background:

The housing stock and its occupants would do better if there were more choice in the system and rental accommodation were available at all income levels. The way the current rent law is used is highly skewed in favour of tenants. On examination, however, the Landlord and Tenant Act (Act 6 of 1999) has all required measures for fair renting and provides a reasonable chance for a landlord to evict a tenant so that he or she can use the premises for his or her own family; it also provides for the recording of payments in a rent book.

The current housing subsidy system concentrates on the supply side and owner-occupation; it directs the subsidy through the house rather than through the household. As the subsidised loans come with the need to meet one third of the cost of the dwelling with monthly payments of at least Rs.500 over eight years or so, they are currently likely to be granted to households at the top end of the qualifying range and to those who are confident of an upward income trajectory (out of the qualifying range). Though they should be phased out quickly, with no new loans given after the short term, subsidized loans, while they last, should be targeted to the poor to the extent possible.

Under the Social Aid Act (Act 2 of 1983), household subsidies include a measure of rent allowance for 50 percent of the rent paid (now up to Rs.905), so it is not new to have housing payments on the demand side. Under the Unemployment Hardship Relief Act, similar payments are due, but only up to Rs.290. Policymakers in housing very much want multi-storey developments, which they consider to be modern and, more importantly, land-saving. There are several reasons why high-rises taller than G+2 might not be suitable for Mauritius. These include:

- High-rise is, by its very nature, expensive to build per dwelling. Crucially, the wind resistance standard in the cyclonic region must be so high that increased strength and therefore expense must be ensured.
- There is very little need to capture the high-density benefits in current urban Mauritius.
- Higher rise does not necessarily save much land.
- Mauritians appear to be used to high-density, low-rise dwellings.
- The experience with ‘syndics’ and cultural issues arising in existing high-rises argue against their cultural acceptability.

Where small dwellings have been given to low-income households, substantial extension work ensues within a few years. This is especially noticeable in neighbourhoods where plots are large. Extension activity has great potential for providing additional housing for the occupying household, its descendants or

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Beneficially, this growth in accommodation occurs on the current urban footprint, leading to less expansion at the periphery.

**Objective:**

Through a very significant paradigm shift, this initiative will bring about more rental housing and a more diverse housing stock, and switch the subsidies on housing to the demand side (the household) rather than the supply side (the dwelling).

**Proposed interventions:**

- **More choice of tenure as ownership does not suit all.** This needs compliance with the current legislation on landlord-tenant relations and the provisions of the Landlord and Tenant Act regarding rent calculation and collection, and clarity on who pays for services, repairs, etc. Where rental rooms are provided for low-income households, a fair rent should be one sufficient to pay for the cost of the room in about 10 years.

- **Changes to the nature and targeting of housing subsidies.** If supply-side subsidies are given, they should involve a capital write-down at the start of occupation, giving only a discounted purchase price. They should be available for all occupants of ‘pockets of poverty’, whatever their incomes. A good example of this is ‘Project Renewal’, where grants and loans were given to occupants of old government housing estates in Israel for them to refurbish and extend their flats. The area-based subsidies have a strong demonstration effect upon the neighbourhood at large.

- **Phasing out of subsidy through housing and replacement with subsidy through households.** Direct supply of dwellings made affordable through subsidized loans, should be phased out over three years. Instead, direct housing subsidy payments should be available for any household on the SRM through increases in Social Aid housing allowances to cover the monthly cost of a typical low-income dwelling.

- **Develop a 15 year housing strategy including social housing and upgrading of living conditions.** In view of the Vision 2030, the housing strategy will play a crucial role to allow all residents in Mauritius to find the appropriate housing accommodation promoting safe housing, decent living and working conditions and an adapted environment for community development. To achieve this, and knowing the national target of building 10,000 units until 2019, it is proposed that NHDC, NEF with MoHL, and other ministerial bodies, can work together with a platform of NGOs and CSRs to implement a holistic approach to develop a 15 year plan including social housing and living conditions upgrading housing projects together. As available land is limited on the island and acknowledging the specific needs of each income group such as the low, middle and high income, a more strategic approach needs to be develop to allow all stakeholders to work in a concerted way so as to be best allocate private and public land and funds for integrated housing projects.

- **No Multi-storey housing development.** Policy makers should move away from building dwellings taller than G+2 for low-income households.

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43 Tipple (2000).
44 Carmon and Hill (1988).
- Recognize that a built dwelling is the start of a long process of improvement and alteration. Extensions to existing dwellings should be encouraged through planning and building regulations, small loans, subsidies and advice. Such an approach also calls for more infrastructure as new neighbourhoods are laid out to cope with future increases in population. In design terms, plots should be not much deeper than they are wide and the placing and orientation of the original dwelling should reflect the need for good spaces in which to build extensions and the orientation of the resultant dwelling. The Government might follow Malaysia’s example and publish a design guide for extension activity.

**Partnerships:** NEF, NHDC, MoHL, Local Authorities, NDU, RDA, MPI, NGOs, CSR, UN-Habitat and private sector.

Inevitably, the small-scale private (informal) contractors working directly for households will be the ones who will build most new housing and extend existing ones. They should be sought out *en masse* for partnerships including being assisted to improve their efficiency and being involved in government contracts for infrastructure provision and settlement upgrading work. Assisting them to join together in a representative organisation could help in this.

**Timeframe:**

12 months for introduction of direct housing subsidy payments and formulation of 15 year housing strategy.

**Budget:**

No impact – redistribution of costs from direct supply of dwellings to direct housing payments to beneficiaries
Proposal 4.2 – Set up joint decentralized offices for NEF and NHDC

Background:

Over the past 20 years, the centralized institutional system for meeting housing demand among the lowest income group has been insufficient. The SRM data now available makes identification of lower-income groups needing housing possible and allows for monitoring. Responsibilities for housing supply for the two lowest-income groups are split between NEF and NHDC (NEF below Rs.6,200 and NHDC below Rs.10,000).

Objectives:

This will aim at the integration of NEF and NHDC and decentralization of offices.

Proposed interventions:

- Integration of NEF and NHDC decentralized offices. Decentralized offices/help desks of the combined NEF/NHDC should be available and well-publicised. There should be clearly identified responsibilities within a collaborative strategic plan for the next five to 10 years. Firm deadlines for delivery of programme components should be publicized and respected once the process of supply has begun. Within existing social housing estates, the new institution should create a constant dialogue and develop appropriate systems and tools for improved relationships and for better management of the estate. The ‘syndic’ system that has been operational in multi-storey flats could be a way forward but it needs to be made culturally appropriate for it to be effective. These easily accessible offices should be available locally for residents to pay their rent.

Partnerships:

NEF, NHDC, MoHL, Local Authorities, NGOs, UN-Habitat.

Timeframe:

1-12 months

Budget:

Nil
Proposal 4.3 - Accelerate the dismantling of asbestos housing in the pockets of poverty

Background:

There are 2,000 dwellings built of asbestos sheeting, many of which are in the ‘pockets of poverty’. While walls built of painted asbestos panels are not harmful in themselves if left alone, the government cannot ensure that occupants of asbestos housing will desist from drilling, breaking, sawing or otherwise compromising the integrity of the panels. This would lead to the release of microscopic asbestos fibres, any of which can cause cancer or lung diseases in the future. Given the seriousness with which asbestos in buildings is being treated internationally, the Mauritius welfare state cannot leave households in these potentially lethal buildings. There is currently a plan to demolish them and dispose of the materials safely. The Ministry of Health has been responsible for safely dismantling and disposing of the remains, but occupants would receive only Rs.25,000 in compensation.

Objectives:

To promote safe housing through removal of asbestos and taking Disaster Resilience and Recovery (DRR) measures into account when planning neighbourhoods.

Proposed interventions:

- Replace all asbestos housing quickly. Over the next five years, all the asbestos dwellings should be demolished and replaced, using specialist asbestos removal protocols. In their stead, affected households should receive a like-for-like replacement on their own plot.

- Integrate disaster resilience and recovery (DRR) in housing plans. Planning for disaster resilience and recovery through a multi-stakeholder approach – and in collaboration with the other Indian Ocean islands – should be adopted. A participatory, bottom-up approach to identify the needs according to specific climate and culture in each of the five islands is essential to ensure sustainable implementation of housing in each country.

Partnerships:

Contractors equipped and trained to remove and dispose of asbestos; waste contractors to safely dispose of it; DRR institutions.

Timeframe:

2-5 years

Budget:

Rs 500 mn over 5 years
5. Education

Proposal 5.1 - Introduce a “School Completion Premium” to be paid to children from poor background as an incentive to complete secondary-level education

Background:

Access to the secondary level academic stream by children from low income families is limited. A number of reports show that poverty, in our country, is concentrated among households whose head has less than secondary education.\(^45\) The general, or academic stream seem to be predominantly catering for our upper and middle class. Children and youth from poor background are not able to access this stream as many of them do not pass the CPE examination and this largely deprives them of their passport to beneficial employment.

Moreover, secondary level school drop-outs has emerged as a problem, particularly amongst girls. While gender disaggregated data on secondary level school drop-outs is not available, girls’ drop-outs, particularly at secondary level, has been reported as an issue by the Ministry of Education. This proposal introduces cash transfers made conditional on school attendance and completion. Building on the Child Allowance programme, these conditional cash transfers (CCTs) will target eligible children registered in the SRM, and will make receipt of cash benefits dependent on attendance and completion of secondary level education (or of the nine years compulsory school cycle following the completion of the ongoing education reform process). They will be part of the Marshall Plan Social Contract system and will help promote school enrollment, attendance and completion among both girls and boys.\(^46\)

Objective:

Increase attendance and completion of secondary level education, with a focus on the academic track among disadvantaged children and youth.

Proposed interventions:

- **Focus on secondary level education** - Given that the majority of low-income children/youth of secondary school age would have received education in ZEP or other relatively low-performing schools (non-stars schools), or even not passed the CPE, a percentage of seats in secondary schools (academic stream) should be reserved for children/youth registered in the SRM. This would provide

\(^{45}\) Of people living with heads of household with no education or primary level education, 33 and 27 percent respectively were part of the poorest quintile, while only 5 (no education) and 8 (only primary) percent were part of the top quintile. If we look at secondary and tertiary level education, of people living with heads of household who had completed the secondary and tertiary level education, these percentages drop to 13 and 0.2 percent respectively for the poorest quintile and 27 (secondary) and 83 (tertiary) percent for the richest. The poorest quintiles are clearly less likely to participate in secondary and tertiary level education than the richest (World Bank Systematic Country Diagnostic, 2015).

an incentive to the Ministry of Education for putting in place policies and mechanisms to ensure educational attainment of low-income children in primary school.

- **Design of conditional cash transfers (CCTs) and inclusion under the Marshall Plan Social Contract scheme** – Design of education-related CCTs which make the transfer of per-student cash grants contingent on secondary school enrolment, attendance and completion. Education specific CCTs should be part of the Marshall Plan Social Contract Scheme and the social contract, with fulfilment of conditionalities monitored by NEF, in coordination with the Ministry of Education.

These grants would comprise two components:

i) **A stipend payable to beneficiaries on a monthly basis.** The amount of this component will be calculated taking into consideration direct costs of school attendance (e.g., supplies, transportation and other direct costs) and opportunity costs, if applicable (e.g., income lost by not sending school-age children to work);

ii) **A ‘school completion premium’ (one-time payment).** This component comprises a stipend that is deposited on a monthly basis into a ‘locked’ beneficiary’s bank account (or accrued on a monthly basis and paid upon completion as a lump sum), which the beneficiary can access only upon completion of his/her secondary level education. The ‘school completion premium’ should be calculated in such a way that it is attractive enough to promote completion of secondary-level education and to provide beneficiaries with sufficient resources to either invest in self-employment activities or SME upon completion of secondary school, or to continue with tertiary level education.

- **Reliable tracking system for attendance** – A reliable tracking system should be put in place to monitor attendance. The Ministry of Education will be responsible for putting in place a reliable tracking system for school attendance and for coordinating with NEF, as the overall coordinating agency responsible for monitoring the Marshall Plan Social Contract.

- **Ensuring quality and educational attainment of CCTs beneficiaries** - Since much of the low-income children and youth living in pockets of poverty attend low-performing schools, including ZEP schools, the roll-out of education CCTs should be supported by concrete efforts to improve quality of education in these schools.

- **Establish of baseline and set targets for reduction of school drop-outs, particularly amongst girls.**

**Partnerships and management arrangements/responsible actors:**

Ministry of Education, MSIEE, NEF, MSS, MoFED,

**Timeframe:**

This initiative will be implemented according to the following timeframe:

- In the short term [1-12 months] – CCTs design and inclusion in the Marshall Plan Social Contract; design of tracking system for monitoring school attendance.

**Indicative budget:**

Rs 100 mn yearly
Proposal 5.2 – Increase the participation of vulnerable groups in technical and vocational education and training

Background:

Technical and vocational education and training (TVET) is not providing the kind of skills required by the labour market. Skills demonstrated by the graduates of TVET are not at par with the demands of the labour market which results in a skills mismatch and decreased employment prospects for those coming out of the TVET system. Moreover, programmes such as the Placement and Training Programme implemented by NEF, and other alike, lack attention to the needs of beneficiaries, and the low placement rate suggests mismatch between supply and demand of skills and lack of coordination with employers.

This proposal aims at:

- Better aligning the training offered at the MITD with market needs;
- Creating a platform for a systemic interaction and collaboration between MITD, HDRC, other TVET providers run by the Ministry of Labor, NGOs, private providers, research institutions and the private sector;
- Increasing the participation of vulnerable groups and women in the TVET training.

Proposed interventions:

- **Implement the Skills Interface Platform**: Mauritius has already taken steps to enhance the effectiveness of the TVET system and to increase its relevance to the market. Skills Interface Platform is one such measure, conceived as a forum for discussion between industry, academia to determine current and future skills needs. The interaction between actors involved in demand for (companies) and supply of skills (training providers) will allow for adjustment of the curricula with the need of the industry. In addition, this proposal recommends inclusion of the Chamber of Commerce of Mauritius, other providers of VET training, including the Dual Training Programme, Youth Employment Programme, Back to Work Programme, CSR and private providers to the platform.

- **Expand the training offerings of the MITD to include soft skills and better respond to market needs.** In addition to industry-specific know-how, there is an apparent need to include soft skills, coaching, mentoring, and career development advice as part of the curricula.

- **Institutionalize periodic needs assessment of industry needs** – Industry needs will need to be assessed by conducting surveys and feeding the results into the TVET cycle. Job placement data will need to be consistently tracked after the completion of the TVET training. This can be done in collaboration with the HRDC.

- **Facilitate access of vulnerable groups to the training; ensure increased access of women to technical education and training in the areas traditionally reserved to men.** Targeting vulnerable populations for the TVET training requires additional measures that would ease their access to the technical education. For example, the MITD training should become a part of the Marshall Plan Social Contract requirements.

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47 In its 2012/14 progress report, NEF reports that, under the P&T programme in 2014, only 445 (16 percent) out of 2,759 trained beneficiaries found placement.
Partnerships and management arrangements/responsible actors:

MoE, MITD, HRDC, MCCI, MSIEE, NEF

Timeframe:

This initiative will be implemented according to the following timeframe:

▪ In the short term [1-12 months] – Implementation of the Skills Interface Platform, expansion of the training offerings of the MITD to include soft skills and better respond to market needs.
▪ Medium term [1-3 years] – Expand the training offerings of the MITD to include soft skills, institutionalization of the periodic needs assessment of industry needs

Indicative budget:

Rs 15 mn
Proposal 5.3 – Implement community-based early childhood care and education services in pockets of poverty

Background:

Access to early childhood care and education (ECCE) has been found to be limited for low-income households from pockets of poverty. This might be due to: i) the inability of the NEF Child and Family Development Programme to reach the poor, ii) lack of information reaching residents of pockets of poverty on ECCE programmes available to the poor, iii) other barriers to ECCE faced by the poor. While this area requires further investigation, the Marshall Plan includes recommendations for the provision of community-based ECCE.

Evidence indicates that expanding access to quality early childhood care and education (ECCE) services improves school readiness and performance and is the best way to promote youth and to prevent violence and crime. Greater access to ECCE services allows women to work. Given limited access of people living in pockets of poverty to ECCE, our country could leverage the opportunity offered by community based pre-schools to address the specific needs of people living in pockets of poverty.

Objectives:

This proposal will expand access to ECCE services to low income households in pockets of poverty, through a community-based approach to ECCE services, with the aim of:

- Improving school readiness and performance of children (0-5 years) from low income households in pockets of poverty;
- Increasing labour force participation from low income women living in pockets of poverty.

Proposed interventions:

- **Needs assessment and community-driven proposals on ECCE** - community mobilisers from the designated coordinating organisation (see community-based service delivery in volume 2) will work with communities to identify existing ECCE services, gaps in service provision, women and community needs. Communities will work with community mobilisers to articulate proposals to address gaps in ECCE service provision. These can be part of the community development plans, or can be stand-alone proposals that can be funded through the Marshall Plan Community Scheme. The design of each proposal will depend on community needs. For example, some communities may request financial support (subsidies) to access private ECCE services (as provided by the Child and Family Development Programme); some others may opt for ECCE services provided by NGOs/foundations at the community level, addressing communities’ specific needs such as extended hours of operation/extended day care services (to allow single parents to leave their children under the care of the ECCE service provider before going to work, and pick them up after working hours); some other may only request transport services to and from the public ECCE service provider, etc.

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Involvement of village councils – In communities where village councils are more dynamic and actively engaged in community development initiatives, the designated coordinating organisation will keep village councils engaged in community-based ECCE service provision and support their capacity to manage such services and eventually lead ECCE service delivery, once the Marshall Plan Community Scheme and the designated coordinating organisation phase out.

Conditionalities – funds from the Marshall Plan Community Scheme will be awarded to fund community proposals for ECCE services, when proposals include the following:

- Specific programmes for parents education that promote parents’ awareness about their children’s development and their role as parents;
- Access to ECCE services is linked to parents’ participation in employment or training programmes.

Innovative educational approaches – Train childcare workers on new and innovative methodologies and approaches to nurture children’s creative and cognitive capacities, social skills and readiness to join the formal education stream.

Monitor results – The different models of ECCE service provision will be evaluated after 5 years implementation, to draw lessons for policy and programme design. Impact evaluation design and budget will need to be integrated in the initial design of each intervention.

Partnerships and management arrangements/responsible actors:

The management arrangements underpinning this proposal will be the same as in the community-based service delivery proposal 2.1.

NEF or other coordinating institutions at the community level will work with communities, through social mobilizers, to form multi-stakeholders community platforms for joint decision-making and joint implementation of community plans. These platforms will include representatives from different parts of the community, the village councils, representative of the public administration (i.e., youth field officers, teachers, etc.) and other partners that work closely with the community.

NEF or other coordinating institutions at the community level (see details in proposal 1.1 Community-based service delivery) will work with community platforms through social mobilizers to develop community development plans and/or specific project proposals on ECCE. Where NEF lacks capacity, it will partner with non-government organizations, including NGOs, CSR foundations and others, to carry out community organization activities.

NEF or other coordinating institutions at the community level will have the responsibility of support communities to present the community development plans and/or specific project proposals on ECCE to the Marshall Plan Community Scheme for funding, or to seek partnerships with NGOs/CSR foundations or village councils for their implementation.

Timeframe:

This initiative will be implemented according to the following timeframe:
- In the short term [1-12 months] – Community mobilization activities commenced, identification of potential partners.
- Medium term [1-3 years] – Community mobilization, identification of community priorities in the area of ECCE and preparation of community plan/project proposal on ECCE, strengthening of partnerships to deliver ECCE services at the community level.
- Long term [>3 years] – Consolidation of partnerships to deliver ECCE services at the community level, implementation of community ECCE projects.

**Indicative budget:**

- These initiatives may fall under the already budgeted proposal for the Marshall Plan Community Scheme.
Proposal 5.4 – Establish Community Schools to promote emotional, physical and creative learning

Background:

Education is a social process, which does not happen exclusively in education institutions. This proposal aims at complementing the more academic nature of the education process that happens in schools, by creating spaces and supporting initiatives that promote learning outside the schools, which covers all the aspects of an individual’s development: the intellectual, the emotional, the physical, the social and the artistic/creative aspects.

This proposal for community-based learning – the Community School – will build on the community schools programme piloted in 12 ZEP schools (the so-called ZIIS) and later integrated into the School Enhancement Programme, implemented in all primary schools. This proposal will also revitalise the role of the Youth Club at the community level and will:

- promote greater social cohesion and address issues of race, class, and age divisions;
- promote inter-generational interaction, based on mutual learning, support and respect;
- address weaknesses of the formal education system, both at primary and secondary level, and ensure that children from pockets of poverty are not left behind;
- prevent school dropout;
- provide children, including out of school children, with life skills, to enable them to actively participate in the community life, stimulate their creativity and feel an integral and part of society.

Proposed interventions:

- **Consultation and planning for multiple educational opportunities** - Consult with communities through community mobilisers on community needs, generate ideas for multiple educational opportunities and plan activities or projects for implementation at the community level. This can be done on the basis of a menu of possible initiatives, ranging from activities and projects focused on culture, communication, education (i.e. support to formal education, language classes, mentoring education programmes, etc.), citizenship (e.g. projects on civic education), community service (e.g. community radio, support to elderly people), the environment and sport. Educational activities should cover all the aspects of a person’s development: the intellectual, emotional, physical, social aspects.

- **Scan resources and partnerships** – Assess resource needs for the implementation of initiatives and projects and explore resource options and partnerships. For example, some initiatives can be resourced and supported by CSR funding and foundations, NGOs, ordinary citizens (i.e. through the *parrainage* system) and other.

- **Create networks and involve citizens** – Promote citizens and community’s involvement, making sure that all parts of society participate, families, youth and elderly, people from different social strata, local businesses and organisations, schools, teachers, religious institutions. Create local networks and

49 The new Nine Year Continuous Basic Education includes a community schools programme and plans to pilot it in a sample of primary schools, before rolling the programme out at the national level.
ensure that community members and organisations (government, non-government and private) contribute differently according to their means and own capabilities - values, knowledge, experiences and resources - and work together, in the spirit of collaboration and participation.

- **Implement activities and projects through collaboration and participation** – implement projects ensuring collaboration and participation and keep the momentum created by these initiative, stimulating new collective energy and ideas for new initiatives and projects.

- **Identify agent of change and nurture their capacity** – Identify leadership traits in youth and other members of society engaged in these activities and projects and nurture them, by exposing them to similar initiatives in other countries (i.e. Brazil), assigning them leadership roles in the community, coaching and mentoring them, and other.

**Partnerships and management arrangements/responsible actors:**

This initiative will be implemented through the Youth Centers/Clubs, under the overall leadership of the Ministry of Youth and Sport and in coordination with the designated coordination organisation, and other organisations working at the community level. The Council of Religions is also well-placed to take the lead for the implementation of this proposal and/or to partner with the Ministry of Youth and Sport/Youth Clubs.

**Timeframe:**

This initiative will be implemented according to the following timeframe:

- **In the short term [1-12 months]** – Consultation and planning for multiple educational opportunities, scanning of resources and partnerships, creation of networks and mobilisation of citizens.
- **Medium term [1-3 years]** – Creation of networks and mobilisation of citizens, implementation of activities and projects through collaboration and participation and identification of agents of change.
- **Long term [>3 years]** – Impact evaluation.

**Indicative budget:**

The budget will depend on the projects and educational activities identified by the communities. Resources to fund the same will come from different sources, including government’s budget through the Youth Club, the Marshall Plan Community Scheme and the private sector/CSR foundations and NGOs, depending on the partnerships established at the community level.
6. Health

Proposal 6.1 – Increase access to mobile clinics in pockets of poverty for youth-friendly and stigma-free health care services

Background:

Today, sexual and reproductive health care services are delivered from well over 100 family planning clinics on both Mauritius and Rodrigues Island and a number of supply centers for the distribution of contraceptives. While clinics and centers are scattered throughout the country, mobile clinics reach out to remote areas at least once a week. Notwithstanding the wide network of sexual and reproductive health care services, these are not reaching out to the vulnerable communities. The unmet needs for family planning has risen to 12.4 percent in 2014.50

While data suggests that teenage pregnancy has decreased by almost half since the 1990’s, reaching 25 births per 1,000 adolescents (between 15 and 19 years of age) in 2014,51 teenage pregnancy is still widespread amongst low income groups and in pockets of poverty and is higher than the national average in Rodrigues, at 52 births per 1,000 adolescents in 2014. This is partially indicative of still poor access to sexual and reproductive health information and services. Young people, and particularly girls, require access to sexual and reproductive health education as well as to youth-friendly and non-judgmental consultation, screening and treatment services to safeguard their health as they become sexually active. Moreover, poor people, single women and people living with HIV/AIDS – particularly female sex workers (SW), people who inject drugs (PWID) and men having sex with men (MSM) – do not access health services because of issues related to stigma and discrimination.

This proposal aims at addressing the issue of access to health care services by vulnerable and marginalized groups. These include low-income populations living in pockets of poverty, particularly young women and men, people living with HIV/AIDS, people who inject drugs (PWID), men having sex with men, sex workers and other vulnerable section of the population who do not access health care services because of issues of stigma.

Objectives:

▪ To increase access to health care services by low-income youth, people leaving with HIV/AIDS, sex workers, people who inject drugs, men having sex with men, and other vulnerable groups
▪ To reduce the number of unwanted pregnancy amongst young people, particularly in pockets of poverty
▪ To reduce the risk of sexually transmitted infections (STIs)

Proposed interventions:

This proposal will create spaces where a holistic health care package of services, including sexual and reproductive health services, are delivered to youth, people living with HIV/AIDS, drugs injecting people,
sex workers, men having sex with men and other vulnerable groups, in a stigma-free, safe and friendly environment.

- **Identify most-at-risk and vulnerable communities**, including on the basis of the Relative Development Index (RDI) and incidence of poverty (using the SRM data) where youth-friendly and stigma-free health care services are needed the most.

- **Design model for delivery of youth-friendly and stigma-free health care services**. The following models can be considered:
  
  i. **Building on the existing mobile clinics service offered by the Ministry of Health**. This requires a comprehensive review of the services provided by the mobile clinics (menu of services, hours of operation, area coverage, etc.) and evaluation of their impact on the target populations and review of service delivery modality (i.e., what kind of health personnel is deployed on the ground, how health personnel provides services to affected communities/target population, training and restructuring need assessment). Training of existing personnel or re-profiling.

  ii. **Identification of service provider through a competitive bidding process**. This entails a call for proposals for the delivery of youth-friendly and stigma-free health care services to target populations. Health sector NGOs would be well placed to deliver such services, either operating through the community service centers (see community development component of the Marshall Plan) or through mobile clinics. Youth-friendly and stigma-free health care services can be provided through a combination of mobile clinics and clinics in community service centers.

- **Provision of free youth-friendly and stigma-free health care services**: Comprehensive sexuality education, services to prevent, diagnose and treat sexually transmitted infections (STIs), and counselling on family planning will be delivered to target populations in a youth-friendly and stigma-free environment. This will require health workers and health personnel who are well trained to deliver such services and relatively young to be able to discuss sexual and reproductive health issues with young people and other vulnerable groups (i.e., sex workers, PWID, MSM) in a non-judgmental and friendly way.

  Services provided would include:

  o Sexual and reproductive health information
  o Counselling on family planning and safe and affordable contraceptive methods
  o Counselling on sexual and reproductive health, STIs and other health-related issues
  o Quality obstetric and antenatal care for pregnant women and girls
  o The prevention, diagnosis and treatment of STIs, including HIV

**Partnerships and management arrangements/responsible actors:**

This initiative will be implemented under the leadership of the Ministry of Health, in partnership with NGOs and/or CSR foundations and other development partners.

**Timeframe:**
This initiative will be implemented according to the following timeframe:

- In the short term [1-12 months] – Identification of target communities, design of model for delivery of youth-friendly and stigma-free health care services.
- Medium term [1-3 years] – Identification of service provider through a competitive bidding process and implementation of initiative.

**Indicative budget:**

While the total funding requirement for the implementation of this initiative would depend on the scope of the initiative (number of target communities), it is estimated that it might require 3-5 m per community.
Proposal 6.2 – Pilot a Youth Peer Education Network in pockets of poverty to break social barriers

Background:

Peer education approaches, when applied through well-designed and well-implemented programmes, have been proven to be successful in improving youth’s knowledge, attitudes and skills about reproductive health and HIV prevention.

This proposal complements the proposal on ‘youth-friendly and stigma-free health care services’ (here above), and builds on the Y-PEER, the Youth Peer Education Network, an international youth-to-youth-based network pioneered by UNFPA. The Y-PEER Network is implemented by youth and is based on interpersonal communication (see review of international experiences in Annex).

Objective:

This proposal aims at expanding youth access to youth-friendly information and education on sexual and reproductive health and HIV prevention. It also aims at addressing issues of stigma (for example, on issues that have to do with sexuality, men having sex with men, etc.), breaking social barriers and promoting diversity.

Proposed interventions:

This proposal will introduce the peer-approach to education on sexual and reproductive health and HIV prevention, rolling out the Youth Peer Education Network in Mauritius. This peer-education initiative will complement the more traditional outreach education initiative under proposal 1 here above.

The peer-education approach is based on the following:

- Peers are traditional providers of information to their peers.
- Peer education programmes are community-based and can be implemented in combination with other activities and programmes.
- Peer education programmes allow for direct participation of young people in programmes designed to affect them, thereby promoting positive life skills such as leadership and communication and creating opportunities for mentoring.
- Peer education programmes can be cost-effective.\(^{52}\)

- **Explore feasibility of proposal and potential partnerships.** This includes exploring – through consultations – whether peer education is the appropriate approach for Mauritius and particularly for vulnerable and marginalized youth in pockets of poverty.

- **Evaluate\(^{53}\) the impact of the ongoing programmes and initiatives implemented by the Ministry of Youth and Sport, including ‘The Duke of Edinburgh’s International Award’ and the ‘Artkoostik Project’, and explore how these can be embedded in the Y-Peer initiative.

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\(^{53}\) The Ministry of Youth and Sport can commission an independent evaluation.
- Mobilize youth to join the Youth Peer Education Network (Y-Peer initiative) in Mauritius. It is critical that youth from different sections of society be mobilized and engaged with the Y-Peer initiative.

- Design specific Y-Peer programme for Mauritius. This includes the type of activities, the venues (i.e., where young people spend most of their time) and the focus on the activities (sexual and reproductive health issues, HIV/AIDS, sexuality issues, etc.).

**Box 3: Examples of peer education activities**

- Co-teaching or guest lecturing during a health education session on HIV prevention in a secondary school
- Presenting a theatre piece or role play at a community health fair or other event
- Leading a group discussion in the waiting room of a clinic with youth-friendly services
- Promoting the availability of trained people on a university campus who can provide reproductive health information and referrals to students
- Working with a football coach to educate team members
- Doing educational outreach and referrals with ‘street kids’ in an urban area


*Source: Y-Peer Education Toolkit - Standards for Peer Education Programmes*

- Implementation of Y-Peer programme designed for Mauritius in pilot areas and subsequent upscale - The programme can be initially piloted in some areas, which include pockets of poverty, to then be scaled up to other parts of Mauritius, once the results of the pilot have been assessed and changes made in the design.

**Partnerships and management arrangements/responsible actors:**

Ministry of Youth and Sports, Min of Gender Equality, Min of Health, UNFPA, Council of Religions, NGOs.

**Timeframe:**

This initiative will be implemented according to the following timeframe:

- In the short term [1-12 months] – Feasibility study, youth mobilization and design of the Y-Peer programme for Mauritius.
- Medium term [1-3 years] – Roll out of the Y-Peer programme in pilot areas and subsequent upscale to national level.

**Indicative budget:**

Rs 5 Mn
7. Environment

Proposal 7.1 - Sustainable Land Management for Enhanced Livelihoods

Background:

Land degradation is one of the biggest environmental challenges in Mauritius, particularly on the island of Rodrigues.

There are many causes of land degradation and its consequences are wide and far reaching. In Mauritius, the rapidly occurring economic development is accompanied with increasing pressures on land resources with rising demand for urban and infrastructural expansion to support commercial activities, agricultural and industrial activities, and manufacturing, the tourism sector and various institutional needs. The land degradation is manifested through Overgrazed, eroded range/pasture lands of decreased productivity and forage quality, Deforestation, Eroded, unproductive and/or abandoned agricultural lands, severe degradation from fire on steep slopes in mountain rain shadow, Loss of wetlands and Erosion in developed areas. Land degradation is also higher in coastal areas as over 20% of the population reside in this zone which in addition support various economic activities. The high population density, the lack of full adherence to planning requirements and the inadequate enforcement mechanisms for various developments and poor farming practices have over the years led to land degradation in the coastal areas leading to loss of coastal ecosystem services and functions such as storm surge protection. This has affected the productivity of land resources and impacting on the livelihoods of the poor who depend on land resources.

The Government of Mauritius recognizes the importance of Sustainable Land Management (SLM) as a tool and systematic approach to minimizing land degradation, rehabilitate degraded areas and ensure optimal use of land resources. Efforts have been put in place to implement SLM by Government, with a long-term objective and goal of maintaining productivity and ecological functions of agricultural, pasture, forest and other terrestrial ecosystems in Mauritius and Rodrigues (GoM, 2011). Land restoration and

54 Causes of land degradation can be biophysical (land use and land management, including deforestation and tillage methods), socioeconomic (land tenure, marketing, institutional support, income and human health), and policy/political related (incentives, political stability) – (Eswaran et al., 2000).

55 The productivity of some lands has declined by 50% due to soil erosion and desertification. Yield reduction in Africa due to past soil erosion may range from 2 to 40%, with a mean loss of 8.2% for the continent. In South Asia, annual loss in productivity is estimated at 36 million tons of cereal equivalent valued at US$5,400 million by water erosion, On a global scale the annual loss of 75 billion tons of soil costs the world about US$400 billion per year, or approximately US$70 per person per year (Eswaran et al., 2001).

56 Over a period of 10 years from 1995 to 2005, about 10,000 ha of forest have been converted to settlements and some 6,000 ha of agricultural land converted to other uses due to decreasing profitability of agriculture which is now favouring conversion of cropland – SNC Mauritius 2010


58 The Mauritius Environment Outlook Report 2011, notes that many coastal settlements and related developments do not conform to the planning guidelines for setback, sea defences, access to the beach and height of buildings. It further states observes that certain non-conforming settlements are mainly due to illegal occupation of State Land where the usual permitting systems of construction of houses were not complied

59 Government of Mauritius (2010), Second National Communication to the UNFCCC, Republic of Mauritius

60 Poverty is largely rural and land is the main, if not the sole asset of the poor. If we do not take bold action to protect, restore and manage land and soils sustainably, we will not achieve our commitments for climate change adaptation and mitigation, biodiversity conservation, forest and MDG targets; we will not alleviate rural poverty and hunger, ensure long-term food security or build resilience to drought and water stress. So, we have no real medium-to-long-term choice. We can only reach our goals with the help of our planet’s land. We must ensure that land degradation is avoided as far as possible and that any further degradation of the Earth’s land is balanced by new restoration of degraded land. It
rehabilitation is of critical importance to poverty reduction and sustainable development. Increased impetus on the implementation of the programme is needed to effectively and efficiently address the increasing challenge of land degradation in order to improve the land depend poor. Concerted efforts need to be put in place to prevent degradation of un-degraded land and coastal areas while halting further degradation of land already subject to degradation.

**Objective:**

To accelerate reversal of land and natural resources degradation\(^6^1\) for improved productivity and poverty reduction Goal 15: Sustainably manage forests, combat desertification, halt and reverse land degradation, halt biodiversity loss.

**Proposed interventions:**

- **Review of National Action Plan for Sustainable Land Management for Mauritius and Rodrigues:** A review of progress in the approval and implementation of the various components of the SLM programme\(^6^2\) will be undertaken and remedial measures to expedite the SLM actions put in place. This will include an analysis and identification of all challenges in the implementation of the National Action Plan and adoption of SLM practices in the country.

- **Enabling Policy environment:** Government will put in place policies to mainstreaming SLM into planning policies, strategies and regulations in order to promote adoption of SLM practices at household or the lowest land ownership level. These may include the review of land ownership\(^6^3\) (though 80-90 \% of land is privately owned) because with land mostly publicly-owned there is a lack of security of land tenure which leaves little incentive to invest in sustainable practices, especially costly investments in physical mechanical and agronomic water and soil conservation systems, Legislation to make SLM Practices mandatory on the private land, inclusion of CSR payouts for undertaking demonstrated result based SLM practices, putting in place market policy for premium prices for organic farm produce, Credit facilities from NEF extended to SLM activities such as investments in soil fertility management, agroforestry and water conservation), Agricultural policy promoting perennial crops on steep slopes and annual crops on less steep lands, etc.

- **Strengthening of Community involvement and participation:** Communities at household level will be fully involved and participate in the design and implementation of SLM activities using Community-based Natural Resource Management (CBNRM)\(^6^4\) approaches through various incentives in the non-farm or off farm livelihood activities. Government through the Ministry of Environment and Sustainable Development will provide targeted sensitization campaigns on the dangers and risks of...
land degradation and benefits of soil and water conservation and create awareness on the root causes of environmental and resource management problems by collecting and using baseline information on the relations between unsustainable livelihood practices on one hand and socio-economic and environmental challenges on the other to encourage their participation.

▪ **Strengthening of institutional capacities such as agriculture extension technical services for implementation and monitoring of SLM activities:** Government will strengthen institutional capacities through training, education, and awareness raising in responsible institutions and communities. The government will increase the number of extension officers and professionals and provide adequate resources and support services for improved extension service provision. Professional management and communication skills in extension services will be emphasized as there may be misconceptions in some of the SLM practices among communities. Skills training will include land use planning for integrated farming, meat and agro-processing for value-addition, marketing and entrepreneurship.

▪ **Support communities with alternative low cost livelihood solutions to supplement on-farm activities:** Restoration of degraded lands especially for sustainable agriculture is a long-term process. Government will support communities whose livelihoods are affected by land degradation with alternative income generating activities. The following will be prioritized:

  o Poultry farming, Sustainable Pig farming, Goat production using improved breeds accompanied with fodder production, Dairy production - goats & cattle milk, integrated livestock and agro-forestry, as well as organic farming.
  o Green economy activities:

    ▪ **Regulated Waste collection for recycling** paper for newspaper prints, counter tops, paper plates, lunch boxes for airlines, building insulating materials, egg cartons/trays and telephone directory, glass recycling for tiling and handicraft, plastic recycling for various uses which can also save industries money from use of excess materials and energy, waste collection for energy generation
    ▪ **Income generating green jobs in textiles and manufacturing** such as installation and maintenance of solar systems, use of grey water including for watering and maintenance of green spaces, production of handicrafts from sustainably obtained materials such as dead wood, reusable waste materials such as paper, plastic, bottles, rubber, metals and other, production of coconut milk and cosmetics, seaweed cosmetics and jewels.
    ▪ **Alternative livelihoods** from coastal and marine zones in management of communal forests and sustainable collection of native plant species and other non-timber forest produce, planting of nurseries for mangrove expansion, coral propagation and transplantation, maintenance of bank protection physical structures, management

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65 Validations of SLM practices by professionals are of prime importance since a lot of misconceptions subsist. For instance, in Rodrigues, most people believe that removal of Acacia nilotica, an exotic plant, to be a good practice (even the NGOs interviewed). In fact uprooting of all existing acacia nilotica can have negative impact on the conservation of water and soil. It is true that Acacia nilotica is not an endemic plant and it is invasive. Nevertheless, it has a high water holding capacity. In addition, this plant with spines yields pods, after processing (cooking) that can feed livestock. In Rodrigues where there is a scarcity of feeds and fodder, this serves as a major feed for animals, especially sheep and goats, which is most beneficial for local farmers (Pubellier 2014)
and control of invasive alien species through physical removal practices, cleaning and trash collection in beach

- **Ecotourism activities** through packaging of the rich culture, dances and traditional games as well as easy-to-implement tourist activities that can be offered by local communities such as mangrove touring, kayak, trekking guides, glass bottom boat touring, diving, eco-farm tours.

**Partnerships:**

Responsible Institutions will be: Ministry of Environment & Sustainable Development, Ministry of Agroindustry & Food Security, Rodrigues Regional Assembly.

A wide range of partners will be key to the implementation of Sustainable Land Management. These will include the Ministry of Agro Industry & Food Security and its various units involved in work with agricultural lands and improvement in soil fertility; Ministry of Environment and Sustainable Development; Ministry of Local Government and Local Authorities; Ministry of Tourism & Leisure, Beach Management Authority, Forestry Services, Private Forest Owners, Sugar Estates, Rodrigues and Islets, Irrigation Authority, Central Water Authority, Agricultural Services, Farmers Service Centers; Ministry of Public Utilities, Central Electricity Board, Metrological Services; Local communities, relevant NGOs, the Poverty-Environment Initiative(PEI) and Partnership for Action on Green Economy (PAGE).

**Timeframe:**

More than 5 years - Land degradation is a long-set programme and requires long term or lifetime investments to address. As such the SLM should be integrated in all land use activities in the medium to the long-term.

**Indicative budget:**

A Grant from the Global Environment Facility (GEF) is sought for an amount of 7 million USD (250 million Rs) for promoting sustainable land management for enhanced livelihoods over the period 2016-2022, with a yearly budget of 43 million Rs. The GEF grant is expected to be complemented by co-financing from other donors including Government in the ratio of 1:5. However detailed cost estimates for activities linked to the poorer and more vulnerable have to be worked out and will only represent a fraction of the overall cost.
Proposal 7.2: Mainstreaming biodiversity into the management of the coastal zone for increased socio-economic and ecological benefits

Background:

Coastal and Marine areas provide a variety of important economic and livelihood resources and many people live and depend on coastal resources for food and economic opportunities. Mainland Mauritius has a coastline of 322 km and is surrounded by 150 km of protective coral reefs, covering an area of around 300 km. The coastal zone consists of near shore wetlands and mangroves, lagoon coral, fringing coral reef and associated marine life. The coastal zone protects the island from the natural forces of the ocean and represents strategic ocean assets for the socio-economic development of the country through fisheries and as the focus of many leisure and tourism activities. Mauritius recognizes the value of its coastal and marine environment and ensuring their sustainable management has become a high priority objective.

Some of the activities in coastal areas include artisanal and industrial fisheries, tourism, aquaculture, marine recreation, marine transportation, port development. However, the exploitation of these resources and opportunities have inherent adverse environmental impacts if not well managed and coordinated as a number of land activities tend to have a bearing on the status of coastal and marine environments. In Mauritius 20% of the population reside in the coastal zone where many competing economic and commercial activities are concentrated. This has over the years resulted into increased pollution and degradation of coastal environments, and in the deterioration of aquatic habitats and reduction in the productivity of the coastal zone. Given the multiple resource use, multi-sectoral and multi-stakeholder nature of the coastal zones, the conservation and sustainable use of coastal and marine areas demand and require multidisciplinary, cross-sectoral and integrated management approaches.

A variety of national, state and local initiatives have been developed to remedy the environmental concerns and manage the coastal zone in a sustainable way primarily through non-integrated sectoral planning and sectoral management. This has resulted in little success. In recognition of the magnitude of coastal and marine areas deterioration in the country, and the need to reconcile destructive multiple resource-use conflicts, the Government established a National Integrated Coastal Zone Management Committee of Mauritius under the Department of Environment & NDU. The Committee is responsible for overseeing the implementation of a Strategic Plan for Integrated Coastal Zone Management for Mauritius and Rodrigues that was finalized in 2010. The strategy has been implemented through a National Plan of Action (NPA) focusing on Flic-en-Flac and Le Morne and La Gaulette areas as pilots.

Objective:

To improve the implementation and coverage of Integrated Coastal Zone Management Plans for increased socio-economic and ecological benefits; and achievement of broader sustainable management of coastal and marine areas.

Proposed interventions:

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66 In line with SDG14: Conserve and sustainably use the oceans, seas and marine resources
- **Develop nation-wide ICZM NPAs** catering for the diversity of coastal and marine areas of Mauritius as all need the application of a systems and multi-sectoral approach that takes into account all sectoral interests and stakeholder interests, and deals with economic and social issues as well as environmental and ecological issues (interlinked-integrated and integrative mechanisms, tools, management policies, strategies and development plans) to arrest further degradation of coastal areas while ensuring provision of the optimal mix of products and services that maximize socio-economic benefits.

- **Mainstream the conservation and sustainable use of biodiversity and ecosystem services** into coastal zone management and into the operations and policies of the tourism and physical development sectors in the Republic of Mauritius through a ‘land- and seascape wide’ integrated management approach based on the Environmental Sensitive Areas’ (ESAs) inventory and assessment.

- **Develop livelihood opportunities** related MPAs manage to reduce pressure on lagoon resources while providing socio-economic livelihood benefits to local people. The activity will help coastal communities to both understand and reduce the impact of economic activities on MPA resources and to derive benefit from the opportunities that go with the existence of an MPA. This will be a prerequisite to the development of programmes for alternative Livelihoods for income generation for the poor that should be coupled with provision of skills trainings to community members such as fishers, eco-tour guides for tourists.

- **Develop local projects** related to sustainable use of marine and coastal resources targeted at women and young unemployed men to improve their livelihoods and incomes while contributing to MPAs management activities to rehabilitate and restore degraded coastal areas and habitats to ensure continued provision of ecological functions and economic goods. In addition, government will promote and support communities to develop community-led ICZM to be implemented as local level ICZM demonstration projects whose lessons will inform National Plans for ICZM.

- **Promote Sustainable Fisheries Management:** Fisheries are an important resource to Mauritius from both the economic and social perspective, contributing some 1.3% of Mauritius’s GDP in 2010 and with a higher contribution to the economy of Rodrigues when considered separately from Mauritius. It is also the largest employment sector in Rodrigues. The sector through its value chain ranging from production, processing, distribution and marketing provided some 11000 jobs in 2010. The major source of the fish is the close to 2 million km² of the island’s marine exclusive economic Zone (EEZ). In addition to the vast marine fishery, the island has some limited amounts of off-shore fish resources from lagoon, off-lagoon and Banks fisheries. Other additions to fish production come from the limited Marine aquaculture activities. The aquaculture industry in Mauritius has the potential to substantially increase fish production and promote export and economic growth. The potential and scope for increased fish production from aquaculture lies in both open sea and lagoon cage culture. The annual total domestic fisheries production is estimated at about 9,000 tons with a turnover of around $600 million from the seafood processing and export activities. The fisheries sector, is important for Mauritius from both a trade and social viewpoint. It is important to incorporating the Fisheries Sector into ICZM as an important sector for the seafood and blue economy of Mauritius. Sustainable fisheries are therefore considered under the ICZM proposals.

The Fisheries Master Plan of Mauritius of 2011 and the Aquaculture Master Plan of 2007 are important in the development of the fisheries sector. These will be reviewed and their implementation
strengthened in order to improve the sustainability of the sector and widen job opportunities for the poor as the sector has great scope for poverty reduction.

- The government will put in place interventions to address fisheries depletion especially with a focus on the climate change impacts on Fisheries. This includes the need to develop and implement Climate Smart Fisheries management through the implementation of the National Climate Change Adaptation Policy Framework\footnote{Climate change adaptation policy framework for RoM, 2010} that addresses the impacts of climate change on biodiversity and Environmentally Sensitive Areas.

- The fisheries sector institutional capacities and policy frameworks for integrated resource natural management will be strengthened within the ICZM programmes.

- Support will be provided to promote marine science and research to inform development and implementation of management measures for a sustainable fisheries sector through a holistic long-term plan and nationally coordinated effort to regulate and eliminate overexploitation of fisheries in shallow banks.

- Mangroves and coral reef ecosystems play an important role in providing fisheries habitats. Government will therefore ensure that the programme for management of coral reef ecosystems (including intensification of coral farming and transplantation) and the ongoing mangrove propagation programmes are strengthened and expanded to improve the habitat for fish breeding and production.

- Good management of breeding areas is a prerequisite to sustainable fisheries management. Government will put in place concerted efforts to identify and protect important fish breeding areas.

- Illegal fishing activities and practices contribute to fishery depletion especially where management institutions and legislation are weak. Government will ensure that fisheries governance at national and regional levels are strengthened along with institutional capacity to ensure elimination of Illegal, Unreported and Unregulated (IUU) fishing. International fisheries regulations and protocols will be fully domesticated, enforced and monitored with participation and benefit of local communities at all levels in the fisheries value chain.

- The dependence of local artisanal fishers on lagoons and bank fishing has a great bearing on unsustainable fisheries. Capacity building and training of artisanal fishermen on appropriate fishing activities in these ecologically sensitive and fragile ecosystems will be strengthened and promotion of alternative fishery and resource use activities, particularly aquaculture to supplement the marine fisheries will be promoted.

**Partnerships:**

Responsible Institutions will be: the National ICZM Committee of Mauritius and the Regional ICZM Committee of Rodrigues, Department of Environment & DNU and the Fisheries Management Division
An ICZM program must be involve and be supported by a broad-based constituency. Multiple institutions and leaders of different implementing agencies must be committed to the goals and objectives of the ICZM program and foster full endorsement and integration at the senior sector policy levels. The institutions to be involved in partnership for the implementation of the ICZM plan will include: National ICZM Committee of Mauritius and the Regional ICZM Committee of Rodrigues, Department of Environment & DNU, Beach Management Authority, Ministry of Agro Industry & Food Security; Ministry of Environment and Sustainable Development; Ministry of Tourism & Leisure, Forestry Services, Fisheries management Division, Private Forest Owners; Sugar Estates; Ministry of Local Government and Local Authorities, Port Authorities, Irrigation Authority, Central Water Authority, Agricultural Services, Farmers Service Centers; Ministry of Public Utilities, Wastewater Management Authority, Central statistics Mauritius, Metrological Services; Local communities, University of Mauritius Ocean studies Department, relevant NGOs.

**Time Frame:**

More than 5 years - ICZM is a dynamic and continuous process of administering the use, development, and protection of the coastal zone and its resources, as such it requires investments that continues over time.

**Indicative budget:**

A Grant from the Global Environment Facility (GEF) is sought for an amount of 5 million USD (180 million Rs) for mainstreaming biodiversity over the period 2016-2022, with a yearly budget of 35 million Rs. The GEF grant is expected to be complemented by co-financing from other donors including Government in the ratio of 1:5. However detailed cost estimates for poor areas targeted have to be worked out and will only represent a fraction of the overall cost.
Proposal 7.3 Enhancement of Disaster Risk Reduction and Management Systems for Poverty Reduction

Background:

Disaster risk is a fundamental threat to sustainable development and the eradication of poverty as it poses potential negative impacts that can roll back decades of development gains. The disaster impacts tend to be far reaching for the poor due to their limited capacity to respond while they tend to be located in the most hazard prone areas. Mauritius has over the years experienced and suffered different types of natural hazards. Though no change has been observed over the last 30 years in the number of tropical storm formations, the frequency of intense tropical cyclones of higher strength (wind gusts between 234 and 299 km/h) and more severe impacts has increased. While the number of rainy days and the amount of precipitation has decreased, the number of heavy rainfall events (torrential rain) has increased in recent years. Consequently, flash floods and temporary disruption of various socio-economic activities have become more frequent (ISDR, 2009).

The most recent hazard experienced by the country was the heavy floods in 2013, which brought misery, pain and socio-economic damage to the country. It also triggered more realisation for the need for the country to be adequately prepared for a range of disasters, especially related to climate change. As climate change impacts intensify, so will the need for putting in place mechanisms for preparedness, response and recovery. A study undertaken by a project on Disaster Risk Reduction management provided a climate risk analysis and identified disaster risk areas.

Disaster risk remains a major threat to Mauritius’s development efforts especially with the prevalence of climate related extreme weather events on the increase. The poor people tend to be more vulnerable to disaster risks due to a combination of factors such as having less resilient livelihoods, limited access to productive assets for early recovery and response and limited exposure to early warning systems. The challenge for any effective disaster risk response remains around the poor coordination and limited skills for a more robust system especially at the sub-national level. There will be need to replicate the capacities of the national level disaster preparedness at all levels of administration especially in areas where the poor live. There is also need to have deliberate efforts to build the long term resilience of poor segments of society to disaster risks.

The various disaster risks that Mauritius faces directly or indirectly affect the poor more severely as single challenges and sometimes these interact and are interrelated in their adverse effects on the well-being of the poor. While no specific jobs for the poor may be outlined in disaster risk reduction work, the need to protect the more vulnerable poor is a fundamental imperative for poverty reduction and sustainable poverty reduction.

The following proposal aimed at long-term disaster risk reduction and more effective preparedness, prevention, mitigation, response and recovery from potential disasters that should also contribute to resilience building is made.

Objective:
To strengthen the institutional capacities for disaster risk reduction and management at all levels in the country.

**Proposed Interventions:**

In order to provide a safe environment for the general population and particularly the more vulnerable poor from natural and man-made disasters, Government will emphasize prevention, mitigation, risk reduction and resilience building as national priorities and will maintain a high standard of preparedness, response and recovery from potential disasters. Government will therefore:

- Strengthen disaster risk governance by putting in place policy frameworks and regulations aimed at enhancing administrative directives, organizations, and operational skills and capacities to implement strategies, policies and improved coping capacities in order to lessen the adverse impacts of hazards and the possibility of disaster.

- Put in place practical measures such as wise management of land and the environment to reduce disaster risks through systematic efforts to analyze and manage the causal factors of disasters, including through reduced exposure particularly of the poor to hazards and lessened their vulnerability by increasing their preparedness for adverse events.


- Work with Universities to undertake research for improved understanding of disaster risk in all its dimensions of exposure, vulnerability and hazard characteristics and apply the knowledge to inform disaster risk reduction management.

- In collaboration with relevant stakeholders carry out risk assessments for key sectors and make available disaster hazard maps to the public and stakeholders to raise awareness of potential hazards.

- Support Municipalities to develop DRRM plans and conduct regular training, drills and simulation exercises to test the disaster response plans.

- Set up a unified and coordinated multi-hazard national early warning and an emergency alert system to provide accurate and timely advice to the general public and key stakeholders to trigger timely and appropriate emergency alerts in the event of a disasters.

- Develop guidelines for mainstreaming disaster risk reduction in development policies, strategies and plans and ensure that development is risk-informed and resilient.

- Develop a comprehensive disaster risk reduction and management Information for monitoring and archiving key hazards and vulnerability information and implement a communication system dissemination to all stakeholders.

**Partnerships:**
Responsible Institutions will be: Ministry of Environment, Sustainable Development, Disaster and Beach Management, the National Disaster Risk Reduction & Management Operation Centre, National Disaster Risk Reduction & Management Council and Disaster Risk Reduction and Management Committees.

Disaster risk reduction and management requires involvement of nearly all sectors in the country. Strong partnerships will need to be strengthened among a number of institutions including: The National Disaster Risk Reduction Management Centre, the National Emergency Operating Command Centre (NEOC) Police, Fire & Rescue Services, Met Services, Ministry of Health, Ministry of Social Security, Ministry of Gender Equality, Ministry of Social Integration, Ministry of Education, Ministry of Local Government, Ministry of Public Infrastructure, Ministry of Tourism. Ministry of Housing, Ministry of Fisheries, Ministry of Finance, MBC, GIS, CEB, CWA, Water Resources Unit, and the Mauritius Red Cross Society, Ministry of Foreign Affairs, Regional Integration and International Trade, Ministry of Information and Communication Technology, University of Mauritius, Mauritius Port Authority, Civil Aviation Department, Radiation Protection Authority, NGOs and Communities.

**Time frame:**

5 to 10 Years but with the need for rolling-over as disaster risk is dynamic in character

**Indicative Budget:**

Rs 400 m annually, with 80% funded by the GEF.
8. Big Data

Harnessing the potential of Big Data for detecting stigma and malpractice in service delivery

The following proposed interventions will leverage the potential of big data and information and communications technology (ICT) for detecting stigma and malpractice in the provision of public services, with the intention of strengthening accountability and improving service provision, particularly to marginalized and excluded populations.

Big data and ICTs offer - still not fully explored - opportunities for supporting people-centered accountability mechanisms. Several are the international examples of participatory monitoring methods, including innovative use of big data and technologies, which provide many opportunities for strengthened accountability mechanisms that involve citizens in varying capacities.

Proposal 8.1 – Introduce a citizens reporting mechanism and assess impact on public service delivery in pockets of poverty

Background:

Gaps and uneven quality in public service provision have been identified as issues to be addressed by the Marshall Plan. These unveil in many different ways including, for example, in teachers’ absenteeism, delays in service provision or unavailability of the same. Power dynamics between civil servants and citizens, in some cases, lead to behavior that stigmatizes people coming from pockets of poverty, which reduces their access to services. This is compounded by lack of accountability of public institutions and of civil servants. Moreover, monitoring and evaluation, in our government institutions, is more understood as a reporting exercise on activities and adherence of procedures and rules, rather than an assessment of impacts and progress towards expected results. In the absence of impact assessments, we lack the information to guide their decisions on policies and programmes.

Citizens reporting – or crowdsourcing – mechanisms can help us to address these issues and improve the quality of our public services. These mechanisms engage citizens to actively report on a specific situation around them, often using mobile phone technology and open-source software platforms. Through these mechanisms, citizens can share their experience with public service institutions and report unavailability of public services or barrier to access. Citizens reporting can provide vast, location-specific data in real-time with lower costs than more traditional methods; it can also boost civic engagement by establishing direct channels of communication from the ground up.

Objective:

The proposed initiative builds on international experiences, and proposes the design of a citizens’ reporting mechanism that uses mobile phone technology to report cases of unavailability of and delays in the delivery of public services and programmes, or their uneven quality. The high mobile phone technology penetration rate in Mauritius makes the use of this mechanism possible. Ordinary citizens will be able to report on their experiences with public service delivery, such as teachers’ absenteeism and other issues, by simply sending an SMS from their mobile phones. The design of the citizens reporting

69 Such as Indonesia’s Lapor!, Unicef’s U-report and others (see more details in the Marshall Plan Background Analysis)
mechanism will include features that will allow citizens to share feedback and report issues in the delivery of services and programmes.

Complaints will be analysed and visualized into a map, highlighting areas where issues in public service delivery have been reported. Institutions of public service delivery and community members will collaboratively address identified issues. Workshops and consultations will bring together members of communities and civil servants to analyse problems and design solutions. Proposed co-designed solutions will be piloted before they are scaled up at the national level.

**Proposed interventions:**

- **Design of citizen reporting mechanism.** Engage a relevant institution (see Box 4) to design a citizens reporting mechanism that addresses the specific needs of our citizens to identify and report stigmatizing behaviour in the public service and other issues. The design of the tool will be based on extensive consultations with citizens and the government/public administration.

    **Box 4: Available tools to develop a Citizens’ Reporting Mechanism**

    - **Ushahidi platform**, a crowdsourcing mapping tool: [www.ushahidi.com](http://www.ushahidi.com)
    - **SeeClickFix**, a communications platform for citizens to report non-emergency issues and for governments to track, manage and reply: [www.seeclickfix.com](http://www.seeclickfix.com)
    - **FrontlineSMS**, an open-source software to distribute and collect information via text messages (SMS), [www.frontlinesms.com](http://www.frontlinesms.com)
    - **RapidSMS**, an open-source framework for dynamic data collection, logistics coordination and communication, using basic SMS mobile phone technology: [www.rapidsms.org](http://www.rapidsms.org)
    - **Ideascale**, [www.ideascale.com](http://www.ideascale.com), a platform that gives stakeholders a platform to share, vote and discuss feedback

- **Development of the citizens’ reporting mechanisms and data analysis tool.** Commission the development of the citizens’ reporting tool and the underpinning data analysis tool to allow collection of data and information, data analysis and visualization of results into maps and graphs.

  **Information campaign and citizens’ engagement.** Launch a national information campaign to inform citizens about the citizens reporting tool and to motivate them to use it. Pilot test it for specific services – e.g., in health, or education or social security/social aid and others. Scale up the initiative, if it is successful, or review the tool, depending on results from pilots.

- **Visualization of citizens’ reports/complaints.** Data and information on behaviour of stigma in public administration institution or other malpractices will be analysed and the results translated into maps and graphs, which will give a very clear and visual snapshot of what kind of issues in public service provision have been identified and reported and in which locations.

- **Implementation of short feedback loops.** The government will provide immediate and visible responses to the information provided by citizens through this mechanism. The application of short feedback loops mechanisms will allow relevant government institutions to identify problems, analyse them and respond quickly. We will review the feedback received through the citizens’ reporting mechanism – in map/graph form – and will develop solutions in collaboration with citizens. Workshops and consultation meetings will bring together civil servants and community members to
discuss issues raised by citizens though the reporting mechanism and collaboratively find solutions to address them (co-design). Solutions will then be pilot tested and scaled up when successful.

Partnerships and management arrangements/responsible actors:

The tool will be developed and managed by the Ministry of Governance (or the Prime Minister Office). Line ministries will be closely involved in the development of the mechanism and will engage with citizens – under the coordination of the Ministry of Governance – to review citizens’ feedback and find solutions to address identified issues (short-feedback loops). The Mauritius Research Council and its forthcoming High Performance Computing Center (focused on big data analytics) will be invited to be part of this initiative.

The development of the tool will benefit from the support and partnership of UNDP, the Pulse Lab in Kampala (http://www.unglobalpulse.org/kampala) and a selected institution specialised in the development of the tool (see Box 5 for more details).

Box 5: The Pulse Lab Kampala

The Pulse Lab Kampala is the third Lab of the UN Global Pulse network. The UN Global Pulse initiative aims to complement existing data gathering and analysis methods with the development of new technology, partnerships and capacities for Big Data Analytics. Pulse Lab Kampala is a hub for data innovation to advance Sustainable Development Goals localization in countries in sub-Saharan Africa. Pulse Lab Kampala, jointly with the Labs in Jakarta and New York and partners has developed to date a number of tools that will be leveraged for this project.

Timeframe:

This initiative will be implemented according to the following timeframe:

- In the short term [1-12 months] – Identification of institution specialised in the development of the tool (see Box 4 for more details) and development of the mechanism.
- Medium term [1-3 years] – Pilot testing of the citizens’ reporting mechanism in identified sectors (data visualization and data analysis) and implementation of short-feedback loops to identify solutions.

Indicative budget:

Rs 2 million for the pilot testing of the citizens’ reporting mechanism in identified sectors.
Proposal 8.2 - Analyse telecom data for monitoring public service provision in pockets of poverty

**Background:**

Uneven provision of public services has been identified as an issue and it unveils in many different ways including, for example, in local offices closed during regular hours of operation, teachers’ absenteeism, delays in service provision or refusal of the same. Power dynamics between civil servants and citizens, in some cases, lead to behavior that stigmatizes people coming from pockets of poverty, which reduces their access to services. This is compounded by lack of accountability of public institutions and of civil servants.

**Objective:**

This initiative will aim at identifying and monitoring in real time issues related to public service offices (i.e. Social Security offices, Youth Centers and other), particularly those who serve residents of pockets of poverty, analyze causes of malpractice and address them through short feedback loop mechanisms.

**Proposed interventions:**

- **Access Telecom data** – Explore accessibility of telecom data across Mauritius, including Rodrigues, for analysis.

- **Build the tool** - Pulse Lab Kampala will build a tool to analyze, visualize and monitor in real time telecom data related to public offices to detect malpractices, such as closure of offices during hours of operations, absenteeism of public servants and other. The tool will be used to visualize and analyze telecom data and produce evidence based visualizations to inform the government on the service delivery in district and local offices.

- **Implement initiative** - A user-friendly dashboard will be created to easily access and use the data that will be updated on real time. The dashboard will allow monitoring whether district and local offices are in operation during working hours. The user-friendly tool will facilitate accurate, up-to-date information flow, allowing the identification of issues in service delivery and operation of public offices, and fast track responses. The tool will support:

  a) **Data visualization** – where service delivery is fully functional and where it is not. A user-friendly dashboard will be created to easily access and use the data collected on a regular basis. Some examples on dashboards to illustrate the type of visualizations can be found at:

  - [http://pulselabkampala.ug/d4d-senegal/](http://pulselabkampala.ug/d4d-senegal/)

  Service delivery at district and local level will be tracked based on the intensity/volume of telecom data during hours of operation, whereby absence of telecom data would indicate a non-functioning public office. Real time monitoring will allow immediate response from the respective ministry with investigations on the reasons for lack or low operation of district and local level offices and measures to address the identified issues.
b) Data analysis – Data analysis will identify differences in service provision across locations – i.e. Port Louis and the districts/villages – and services – i.e. social security offices versus youth clubs and other public offices and also time – i.e. seasons. This will enable appropriate interventions to be taken, in addition to, more accurate data consolidated and digitalized.

- Implementation of short feedback loops - The application of short feedback loops mechanisms will allow relevant government institutions to identify problems, analyze them and respond quickly. We will review data presented in the dashboard and their analysis and will develop solutions in collaboration with relevant stakeholders. Workshops and consultation meetings will bring together civil servants and community members to discuss issues identified and collaboratively find solutions to address them (co-design). Solutions will then be pilot tested and scaled up when successful.

Partnerships and management arrangements/responsible actors:

This initiative will be implemented under the leadership of the Ministry of Governance (or the Prime Minister Office). Partnerships with will be established relevant institutions, including Mauritius Telecom, other private sector companies, academia, development partners and international and local NGOs. The Mauritius Research Council and its forthcoming High Performance Computing Center (focused on big data analytics) will be invited to be part of this initiative.

The proposal will be implemented also in partnership with UNDP and the Pulse Lab Kampala (http://www.unglobalpulse.org/pulse-labs).

Timeframe:

This initiative will be implemented according to the following timeframe:
- In the short term [1-12 months] – Access to Telecom data and tool development.
- Medium term [1-3 years] – Implementation of the initiative (data visualization and data analysis] and of short feedback loops to address identified issues.

Indicative budget:

Rs 5 m over 3 years
Proposal 8.3 - Use big data analytics for tracking and addressing school drop-outs

Background:

Drop-outs, particularly at secondary level education, are high and mainly owing to family needs (unwanted teenage pregnancy), requiring girls, in particular, to leave school. There is no specific programme for girls who drop out from school – primary and secondary – to reintegrate them into the school system. Sexual education is taught at school and teenage girls have access to family planning and reproductive health services. However, from interviews with the Ministry of Education, access to sexual and reproductive health services poses challenges, as girls who are seeing as being sexually active from an early age carry a stigma.

In 2011, the Ministry of Education introduced a mechanisms to monitor compulsory attendance, which warns parents of pupils who do not attend school (via SMS). This mechanism is the Student Tracking System. It aims at ensuring that all children of compulsory school-going age are enrolled in an educational institution and remain in the education system till they reach the age of 16. This mechanism allows the tracking of cases of student drop out, prolonged absences and tardy admission which are then referred to Educational Social Workers. However, there is no information on the measures (or programmers) put in place to address school drop outs, particularly of girls.

Objective:

This initiative will aim at real time monitoring of school drop-outs, analyzing causes and use the information/data to inform the design of programmes to address the issue.

Proposed initiative:

This initiative will leverage the information provided by in the Student Tracking System to track and analyze school drop-outs.

- **Access Student Tracking System data** – Explore accessibility of Student Tracking System data, including Rodrigues, for analysis.

- **Build the tool** - Pulse Lab Kampala will build a tool to analyze and visualize the Student Tracking System data to identify school drop-outs in Mauritius. The tool will be used to visualize and analyze Student Tracking System data and produce evidence based visualizations to inform the Ministry of Education’s policies and programmes to address this critical issue.

- **Implementation of the tool** - A user-friendly dashboard will be created to easily access and use the data and updated on a regular basis. The dashboard will allow to see trends and monitor in real time where school drop outs are more prevalent, with data disaggregated by age and gender. The user-friendly tool will facilitate accurate, up-to-date information flow, allowing the identification of school drop outs and referral to social workers to investigate and address causes. The tool will support:

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70 UNESCO Education For All National Report Mauritius 2015.
a) **Data visualization** – where/in which schools is the incidence of school drop outs higher, age group/grade, gender, etc. Some examples on dashboards to illustrate the type of visualizations can be found at:
http://pulselabkampala.ug/d4d-senegal/
http://post2015.unglobalpulse.net/
http://pulselabkampala.ug/post2015/

b) **Data analysis** – Data analysis will identify correlations such as, for instance, the relationship between school drop outs and teachers absenteeism, between school drop outs and drug use, etc.

- **Implementation of short feedback loops** - The application of short feedback loops mechanisms will allow the Ministry of Education to identify problems, analyze them and respond quickly. The Ministry of Education will review data presented in the dashboard and their analysis and will develop solutions to address them in collaboration with relevant stakeholders. Solutions will then be pilot tested and scaled up when successful.

**Partnerships and management arrangements/responsible actors:**

This initiative will be implemented under the leadership of the Ministry of Education. Partnerships with will be established relevant institutions, including the academia, development partners and international and local NGOs. The Mauritius Research Council and its forthcoming High Performance Computing Center (focused on big data analytics) will be invited to be part of this initiative. The proposal will be implemented also in partnership with UNDP and the Pulse Lab Kampala (http://www.unglobalpulse.org/pulse-labs).

**Timeframe:**

This initiative will be implemented according to the following timeframe:

- In the short term [1-12 months] – Access Student Tracking System data and tool development.
- Medium term [1-3 years] – Implementation of the initiative (data visualization and data analysis) and of short feedback loops to address identified issues.

**Indicative budget:**

Rs 5 million over 3 years
9. Rodrigues

Measured by the Relative Development Index Rodrigues is the second least developed area of the Republic of Mauritius, it is therefore included in the Marshall Plan in its entirety. Reducing the poverty level in the context of Rodrigues will also require to go beyond its immediate causes, by integrating the Rodriguan economy fully with that of the main growth centers on mainland. There is a need to establish sustainable economic growth with stronger economic performance and greater spread of benefits throughout Rodrigues. To this end, empowering key stakeholders through policy and institutional improvement and creating conditions to support sustainable resource management are essential. Since Rodrigues lacks both institutional and human capacities it is hardly able to develop and implement strong policies which can boost the economy using sustainable natural resources and the environment. With key strategic sectors such as agriculture, ecotourism, ocean economy and ICT for sustainable development, Rodrigues could boost its local economy and sustain its development to further address poverty and inequality. The economy needs to be steered towards a path of high investment, and high employment, while securing long term sustainable development for all, achieving greater equity and social justice.

Proposal 9.1 - Enhance coordination capacity toward pro-poor programmes in Rodrigues

Background:

There is a lack of coordination among stakeholders (public, private, NGOs) to successfully combat poverty. More focused actions, follow up, monitoring and evaluation are needed.

Objective: This proposal aims at ensuring the appropriate coordination level among actors implementing pro-poor programmes.

Proposed initiatives:

- **Enhance the RRA’s role as a facilitating body.** The RRA should take a role of fostering networking among the various parties engaged in community development in Rodrigues for mutual learning and best practice exchange among all stakeholders. Commissions may be appointed to take over, oversee, promote, and provide the required framework to support multi-stakeholders platforms on a range of issues like housing, CSR, employment, health, social protection, education and so on.

- **Strengthen capacity of the RRA.** In order to create synergies and partnerships of all actors working to support poor people, the RRA must benefit from capacity development in coordination and planning. The roles and responsibilities of the various commissions with respect to pro-poor growth need to be defined with better clarity. This can help avoid overlaps, conflicts and inefficiency. Specific entry points should be focused on issues such as on-going development policy processes, budgeting processes, sector or local planning processes and other processes making attempts to integrate environment into government development and poverty reduction policies with optimum coordination.

- **Enhance monitoring and evaluation capacity.** There is a need to establish a sound monitoring and evaluation systems based on SMART indicators (i.e., specific; measurable; assignable; realistic;
time-related) and baselines. This is important to monitor changes in performance, in efficiency and in effectiveness of projects related to poverty.

Partnerships:
RRA, consultants

Timeframe:

Budget:
Rs 4 mn
Proposal 9.2 – Establish conducive environment for job creating investments in Rodrigues

Background:

Underinvestment has been prevalent in Rodrigues. In particular much effort has to be made in Rodrigues in attracting investment creating jobs, which is a key factor that can contribute to expanding sustainable economic opportunities and alleviating poverty. Entrepreneurship still needs to be boost up by a business friendly environment which is still absent.

Objective:

The goal of this proposal is to create an environment that is conducive to job creating investments.

Proposed interventions:

- **Enhance business climate in Rodrigues.** The support provided for the social and economic development of Rodrigues should be consolidated with the promotion of an enhanced business climate, drawing on the Rodrigues Investment Policy Forum of October 2015. Further to the Investment Policy Framework being developed for Rodrigues, a one stop shop investment window should be put in place with streamlined investment procedures and an action plan developed to enhance the overall doing business environment (cost of doing business, permits and licenses, connectivity, etc).

- **Support new ICT economic pillar in Rodrigues.** Improved business environment could enable the emergence of a new ICT economic pillar in Rodrigues. With the introduction of internet optical fiber in 2015, ICT could increase access to market information, reduce transaction costs and enhance Rodrigues chances to participate in the global economy. It could also increase the efficiency and competitiveness of Small and Medium Enterprises (SMEs) which are essential for income and job generation, all the more that the government has announced the creation of an SME ICT park for the ICT/Business Process Outsourcing (BPO) activities. Just as what is planned for the main island, where the number of free WIFI hotspots will be increased from 15 to 350, Rodrigues should benefit of similar infrastructure with a dozen of hotspots installed.

Partnerships:

RRA, Mauritius Board of Investment, consultants

Timeframe:

Short term [1-12 months] – Action plan developed to enhance the overall doing business environment and implementation of a one stop shop investment window.

Medium term to long term – follow-up and corrective measures.

**Indicative Budget:** Rs 5 mn
10 Redefine CSR: From Corporate Social Responsibility to Corporate Sustainability

For the past years, we have promoted and opened the space for the engagement of the private sector in the social development of our country. Government policies and regulations on corporate social responsibility (CSR) have, over the years, led to a proliferation of CSR initiatives, projects and foundations. Our approach to CSR, however, has remained very traditional, whereby companies’ CSR programmes – often charity-like programmes – are separated from their core operations.71

Since 2009, private sector corporations have been required to establish a CSR Fund, equivalent to 2 percent of their taxable income, which they can use to take strategic actions that support society. Any annual unspent funds from the CSR Fund are remitted to the MRA the following year. Since its introduction, the 2 percent CSR levy has given rise to a myriad of small and large CSR foundations, which added to the already fairly rich universe of NGOs.72 However, lack of coordination among these and with government institutions has led to fragmentation, diseconomies of scale and few results on the ground. Moreover, no independent evaluation of CSR performance has documented the role that CSR has played in our country’s fight against poverty.

At this juncture of our country’s development path, we acknowledge that the concept of CSR has evolved over the years and has assumed new meanings. Increasingly, companies around the world are making sustainability an integral part of business strategies and operations, no longer viewing CSR as a philanthropic or marketing activity. Companies are realizing sustainable and scalable development impacts through their core business. This means going beyond acting responsibly (having the right human rights, labour, environmental and anti-corruption policies) and actually designing business models that address social and societal needs such as access to education, health, water and sanitation, energy, productivity-enhancing services such as ICT and financial services, and, naturally, livelihood opportunities integrating the poor and vulnerable in their value chains as employees, suppliers and entrepreneurs.

Against this changing landscape of CSR practices, objectives and understanding, the following are some proposals for Mauritius.

Proposal 10.1 – Channel CSR funds into the Marshall Plan Community Scheme

Background:

The degree to which CSR initiatives effectively support government efforts to promote sustainable development depends, amongst other things, on businesses’ motives to engage in CSR activities (i.e., moral obligation, corporate sustainability, reputation, economic gain, license to operate, risk


72 Currently, some 550 NGOs are registered under NEF and 350 are under the MACOSS umbrella organization.
management and innovation). The more businesses have a clear motive to engage in CSR activities, the more likely that they successfully implement them.

In the context of Mauritius’s regulatory CSR framework – whereby it is mandatory for businesses to establish a CSR Fund for CSR initiatives – the motives for engaging in CSR initiatives might not be so clear for businesses and, in turn, such motives might not be very effective in driving CSR performance.

**Proposed initiative:**

Against this and with the aim of:

- Ensuring financial sustainability of the Marshall Plan
- Promoting greater efficiency and effectiveness of funds allocated for CSR initiatives – i.e., the CSR Fund,

Following are alternative options for leveraging the potential of the 2-percent CSR levy, which is a true levy, rather than the financial expression of the voluntary engagement of private sector corporations in CSR activities:

**Option 1:**
A percentage of the CSR levy is channelled to the Marshall Plan Community Scheme, complementing government’s seed funding. The remaining percentage of the CSR levy can continue flowing into the CSR Fund, with any unspent funds remitted to the Marshall Plan Community Scheme the following year.

**Option 2:**
A percentage of the CSR levy is channelled to create a Social Impact Scheme to fund social enterprises in Mauritius.

**Option 3:**
Private sector companies, especially those which have not set up a CSR Foundation, can voluntarily decide to devolve the entire 2 per cent CSR levy to the Marshall Plan Community Scheme.

The above options are not mutually exclusive and can all be adopted concomitantly. All of these options appear to be viable on the basis of the following considerations:

- The transaction cost for small businesses to initiate or identify projects may be an incentive to pay the 2-percent levy into the Marshall Plan Community Scheme rather than engage in the CSR process.
- Private corporations would still be able to engage in CSR initiatives using funds over and above the percentage of CSR levy devolved to the Marshall Plan Community Scheme (option 1) or to the Social Impact Scheme (option 2), if they wish to do so.

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73 ESCAP (2013).
74 ESCAP (2013).
75 The CSR Fund must be equivalent to 2 percent of businesses’ taxable income.
• Small and large NGOs, which are currently funded by the CSR Fund, can compete with other government and non-government organizations for funds from the Marshall Plan Community Scheme. Their experience with working with certain communities (i.e., Anushka, Rivière Noire, etc.) or in certain areas (i.e. education, health, youth, etc.) would make them competitive vis-à-vis other organizations and successful in the context of the Marshall Plan Community Scheme bidding process.

**Partnerships and management arrangements/responsible actors:**

As proposed in proposal 2.2 on Marshall Plan Community Scheme, community proposals will be assessed by an Appraisal Committee, which will comprise representatives from government ministries, and representatives of one or more platform/s representing NGOs/CSOs and the CSR community and other relevant stakeholders.

**Timeframe:**

This initiative will be implemented according to the following timeframe:
In the short term [1-12 months] – all the above mentioned options can be implemented within one year.

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77 NGOs/CSOs and the CSR community will indicate which platform/s will represent them (i.e. MACOSS, the National CSR Committee, or other)
Proposal 10.2 – Introduce Social Impact Bonds

Background:

The non-profit sector is emerging as an alternative provider of social services to the most disadvantaged communities. Several civil society organizations and other non-state actors, including CSR foundations, NGOs and charities, are engaged in the fight against poverty. However, the results of their interventions are not visible.

Given Mauritius’ 2-percent CSR policy and the growing interest of the private sector to engage in the country’s social development, Social Impact Bonds (SIBs) have the potential to improve the provision of social services, increase the efficiency of public resources and deliver results. Early studies of SIBs also find that SIBs funded by private foundations can deliver innovative solutions. Social impact bonds could, for example, be an alternative, to the NGO Trust Fund and help eliminate its inefficiencies.

Social impact bonds are innovative financial mechanisms, designed to help governments fund critical social programmes through a combination of private sector investments and non-profit implementation. They are forms of public-private partnerships whereby the government contracts a service provider (non-government organization) to deliver social services and realize results. In turn, the latter receives advance funds for its operations by private sector or philanthropic institutions, the investors. Investors are then repaid by the government (or a donor) if and when improved social outcomes are achieved and confirmed by an independent evaluator. Investors’ returns depend on the level of results, up to an agreed maximum. This model ensures that public funding goes only to those interventions that clearly demonstrate their impact through rigorous outcome-based performance measures. In essence, these financial instruments transfer the risk of programmes’ failure to the private sector and provide the enabling environment for innovation and experimentation. In an impact bond, financing is provided upfront rather than when results are attained and the latter are related to outcomes as opposed to outputs. Impact bonds bring in private sector rigor and performance management to drive results.

Our country’s CSR policy could be revised in light of these instruments. For example, private sector companies that invest successfully in social impact bonds could be exempt from the 2-percent CSR levy or be given a tax break or discount on the 2-percent CSR levy.

As SIBs see government, private and not-for-profit organizations as partners to fund and deliver on services to improve social outcomes, they have a great potential to promote a more effective collaboration between the government, the corporate world and the NGOs in our country.

SIBs operations are usually quite complex. Four are the major actors involved in an impact bond transaction, in addition to the beneficiaries: i) investors provide capital upfront, and for the entire duration of the contract, for the provision of the service; ii) the service provider delivers social services to a population in need; iii) the government or a donor (the outcome funder) repays the investors when and if pre-determined outcomes are achieved; and iv) intermediaries play multiple roles, including raising

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78 Social impact bonds (SIB) are also called pay-for-success (PFS) in the United States and social benefit bonds (SBB) in Australia. Development impact bond (DIB) is a term used for a SIB that is implemented in low- and middle-income countries where a donor agency or a foundation is the outcome funder as opposed to the government.

capital and supporting the finalisation of the impact bond transaction. In addition, an independent evaluator may be involved to evaluate the outcomes, and a development partner (e.g. United Nations agency, fund or programme), NGO or academic institution may be requested to provide technical assistance for the development of the intervention.

Proposed initiatives:

- **Scoping of options/feasibility study:**
  1. Identify social issue areas with potentials to realize significant net benefits over a reasonable time horizon. For example, social impact bonds could finance a number of components of the Marshall Plan, including the following, however, an in-depth scoping study would be necessary to drive any decision in this area.
     - Provision of early childhood education and care services to local communities;
     - Provision of youth-friendly and stigma-free sexual and reproductive health care services.
  2. Determine feasibility, based on the following criteria: i) the existence of a financial market; ii) the identification of meaningful and measurable outcomes; iii) reasonable time horizon to achieve outcomes, iv) appropriate legal framework (i.e. support for a particular service in a policy framework or strategy document) and v) political (local and national government) support. Financial modelling can also help assess viability of SIBs.

- **Structuring the impact bond deal:**
  1. Identify intermediary/ies (non for profit -financial structuring entity or social policy research organization, commercial bank, impact investment firm, government agency, for-profit business), which can support the government to manage the entire social impact bond process. Intermediaries can be involved throughout the entire social impact bond value chain - from the scoping phase through to the repayment of investors, to help mitigate risks and ensure results.  
  2. Identify potential investors (Individuals, trust, foundations, impact investment firms, commercial banks, credit unions, community development financial institution, public sector entities, non for profit entities, other). The identification of potential investors informs the design of the financial instruments.
  3. Determine intervention, outcome metrics and evaluation methodology/approach. The government may seek the technical assistance of a non for profit or non-governmental organization, university, development agency (i.e. United Nations fund, programme or agency) to design the intervention, the outcome metrics and the evaluation approach.
  4. Identify potential service provider/s (non-for-profit or non-governmental organization, public sector service provider, cooperative, non-profit or for-profit social enterprise, for profit business) and perform due diligence to access the capacity to deliver. It is important to carefully select the not-for profit organization with the capacity to deliver on the project (social services) effectively and efficiently.

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80 Possible roles of the intermediaries: raise capital, structure deal, establish company (SPV/LLC), manage partners, receive outcome payments and pay investors, conduct performance management of service provision.
5. Negotiate the contract amongst all different stakeholders and design the financial instruments. The design of financial instruments will be based on the profile and requirements of target/identified investors and will include elements such as the cash flow model, data requirements, evaluation strategy, and other.

6. Issue the social impact bonds in the market and raise capital from identified investors. The raised capital is transferred to the service provider/s for the delivery of services.

- **Implementation:**

  1. The service provider delivers services to the targeted population.
  2. The intermediary monitors and manages performance.

- **Evaluation of outcomes and re-payments to investors:**

  1. Outcomes are independently evaluated by an independent evaluation firm, research institution or university. Prior to the independent evaluation, investors receive regular reports on program performance.

  2. Payments are made by the outcome funder (government or donor) to investors on the basis of the achieved outcomes. Disbursement of payment can be done directly by the government or by the intermediary/ies.

**Partnerships and management arrangements/responsible actors:**

This proposed initiative will be implemented by the Ministry of Finance and Economic Development, with the support of UNDP. Critical partners will be the private sector (providing potential investors/capital), the not-for profit sector (for the implementation of the project/service provider), and possible financial intermediaries.

**Timeframe:**

This initiative will be implemented according to the following timeframe:

- In the short term [1-12 months] – scoping phase, identification of partners and design of instruments.
- Medium term [1-3 years] – issuance of social impact bonds and implementation of projects/disbursement of payments to service providers and investors.
Proposal 10.3 – Promote Corporate Sustainability

Background:

As highlighted above, motives for CSR initiatives are critical to attracting more businesses to integrate the CSR concept into their core operations. Our policies can stimulate such motives and drive corporate sustainability in Mauritius.

We can promote the contribution of businesses to sustainable development by supporting and helping to shape corporate sustainability. This entails a policy framework that facilitates, sets incentives and encourages uptake of corporate initiatives in alignment with the Marshall Plan and the 2030 Agenda more broadly.

Policy recommendations:

Following are some possible entry points:

- **Promoting greater involvement of Mauritius’s corporate sector in the global corporate sustainability movement** – Corporate sustainability is a rapidly growing movement. Given the proven commitment of Mauritius’s corporate sector to play a role in sustainable development, there is an opportunity to promote greater exposure of Mauritius’s businesses to the growing global corporate sustainability movement, including through the UN Global Compact, which is the world’s largest voluntary corporate sustainability initiative. This would widen the perspective and options of Mauritius’s businesses for their meaningful engagement in the national sustainable development agenda, including the Marshall Plan.

- **Promoting local business-led sustainability networks to find joint solutions to sustainable development challenges, including poverty, in Mauritius** – Building on the existing vibrant local network of private corporations engaged in CSR initiatives (i.e., the National CSR Council), the government can promote and support greater collaboration across the business sector and the establishment of a national business-led sustainability network to find joint solutions to sustainability challenges in Mauritius. The national network could undertake joint projects and initiatives in areas such as water access to pockets of poverty, climate change, women’s empowerment, youth employment and others.

- **Mainstreaming sustainability into long-term business goals** – Businesses can contribute to the advancement of the SDGs, including the Marshall Plan objectives, by implementing corporate sustainability strategies that support environmental protection, inclusive growth, social inclusion and others through, for example, corporate employment policies that prioritize the poor. As companies use goal-setting to drive their performance in production and sales, they could apply the same practice to drive their performance in areas of corporate sustainability. Such goal-setting will help to translate business commitments to sustainable development, including the successful implementation of the Marshall Plan, into long-term business priorities. This, in turn, would lead to the integration of goals into performance evaluations and performance-based remuneration for executives and employees.
- **Corporate sustainability reporting** – Government policies can promote the adoption and support the development of models for corporate sustainability reporting and for the identification of best practices – i.e., industry-specific sustainability benchmarks, codes and standards (see the Global Reporting Initiative at [https://www.globalreporting.org/information/sustainability-reporting/Pages/default.aspx](https://www.globalreporting.org/information/sustainability-reporting/Pages/default.aspx)).

- Promoting private investments in sectors that drive sustainable development and support the implementation of the Marshall Plan – Government policies and regulatory frameworks (i.e., incentive systems, subsidies, etc.) can direct private investment towards critical areas such as public/social infrastructure, clean energy, climate, health and education. Government policies can also promote the expansion of public-private partnerships and other collaborative approaches in specific development areas where the government can leverage the comparative advantage of the private sector. Lastly, government can review agreements on trade and investment in terms of impact on environment and inclusive growth.

- **Mainstreaming corporate sustainability into procurement and public investment decisions** – Criteria can be written into public procurement offers that require sustainability actions, including stipulations that government public procurement offers be reserved for or prioritize companies publicly committed to universal principles that advance sustainability. For example, the government could award public procurement contracts to bidders with inclusive sourcing from enterprises owned by youth, women, and people living in pockets of poverty or other marginalized groups.

- **Pricing of externalities and natural capital to reflect social and environmental costs** – The government could adopt regulatory and incentive structures to reflect the environmental costs and social benefits of corporate operations in prices of goods and services and provide greater incentives to create social value. For example, the government could tax commercial activities that cause air pollution, generate health hazards and impose clean-up costs on all society. Conversely, the government could provide tax breaks to corporations that invest in research and development and innovations in areas that benefit society.
11. Institutional Arrangements for implementation of the Marshall Plan and impact evaluation

Proposal 11.1 - Set up a coordination mechanism for Marshall Plan implementation

The Marshall Plan will be implemented under the overall guidance of the Marshall Plan Steering Committee. The Marshall Plan Steering Committee will be co-chaired by the Prime Minister’s Office, the Ministry of Finance and Economic Development, the Ministry of Social Security and the Ministry of Social Integration and Economic Empowerment, and will comprise: representatives of all relevant line and central ministries, NGOs, the CSR community, and other relevant representatives of civil society. NGOs and the CSR community will be represented by a joint platform (or by more than one platform).\(^{81}\)

The Marshall Plan will be implemented by line (i.e. education, health, water, housing, women empowerment, etc.) and central ministries (i.e. finance and planning, social security, etc.), depending on each individual component.

The Ministry of Social Integration and Economic Empowerment (MSIEE) will play the overall coordination role across all line and central ministries for the implementation of the plan. The reorganized National Empowerment Foundation (NEF) will provide operational support to the Ministry of Social Integration and Economic Empowerment to play its coordination function at the community level (for more details, please, see NEF component here below). While each line and central ministry will need to monitor the implementation of programmes under their purview and evaluate their impact on the ground, the Ministry of Social Integration will play the overall monitoring function over the implementation of the plan through the Poverty Observatory.

The Advisory Committee on Poverty Alleviation will provide advisory support to the Marshall Plan Steering Committee on the implementation of the plan. The Advisory Committee on Poverty Alleviation will consult closely with the Ministry of Social Integration and Economic Empowerment and the Poverty Observatory on progress towards the plan’s expected results.

\(^{81}\) NGOs and CSR foundations will make a concrete proposal on the type of platform – or platforms – that will represent them.
Proposal 11.2 – NEF Reorientation

Background:

The National Empowerment Foundation (NEF) is the implementing arm of the Ministry of Social Integration and Economic Empowerment; it operates as an independent organization, which reports to a Board, comprising a number of government ministries, including the Ministry of Finance and the Ministry of Social Integration and Economic Empowerment.

NEF has been implementing three programmes to empower people to move out of poverty and to promote social inclusion: 1) the Placement and Training Programme, 2) the Child and Family Development Programme and 3) the Housing and Community Empowerment Programme. However, a number of issues have been found to affect NEF’s capacity to deliver effectively on these programmes and to make a difference in people’s lives. Identified issues are related to the design and the implementation of the above mentioned programmes and to NEF’s institutional capacity to deliver on the same.

Overall, NEF’s programmes suffer from inaccurate targeting (large inclusion errors) and programmes are not sufficiently pro-poor. Limited impact of NEF’s programmes emerges from NEF’s own progress reports, and, most importantly, NEF’s programmes do not have a community empowerment approach and the mechanisms to deliver support need to be re-examined.

With a high turnover of staff, lack of in-house technical capacity, frequent changes in the leadership (approximately every two years) and a mandate that changes every few years as a consequence of consecutive restructuring processes, NEF shows signs of institutional capacity ‘distress’. Several are the institutional capacity issues that have been identified. Firstly, NEF is understaffed and the number of field officers (the social workers) – the interface between the NEF and the beneficiaries – is insufficient to provide effective support to the beneficiaries. Social workers also need professionalization. NEF’s staff turnover is high and limits its capacity to operate effectively, with the condition of employment being the main reason for staff to leave the organisation. Lack of terms of reference, as well as NEF’s continuous changing mandate, are driving low staff morale and overall discontent. After seven years of operation, NEF has not conducted any impact assessment of its programmes and does not have an information management system in place to track beneficiaries. Lastly, while being under the oversight of a high level Board, NEF has not prepared financial statements for the past three years. These, in turn, have not been solicited by the Board, which has not demanded any accountability.

Against this background, following is a proposal for the reorientation of NEF.

Proposed initiative:

Given the considerable issues regarding the design and implementation of NEF programmes and other institutional capacity as well as the need to become more effective in its role of operating arm of the MSIEE, NEF should reorganize along the following functional lines:

- **Discontinue the implementation of the three programmes:** 1) the Placement and Training Programme, 2) the Child and Family Development Programme and 3) the Housing and Community Empowerment Programme.
Redesigned to address the concerns raised here above, these programmes will be implemented by relevant line ministries – i.e., education, housing and social security, using the comparative advantage of those institutions to deliver the programmes and employing economies of scale absent in the current set-up.

- **Become the principal agency for the management of the social contracts with beneficiaries under the Marshall Plan Social Contract Scheme.** This will entail:
  
  o A coordination role for NEF across government ministries to ensure delivery of NIS programmes to beneficiaries in line with the social contract

  o NEF management of the social contract between NIS programmes beneficiaries and the state. The social contract is underpinned by co-responsibilities of the beneficiaries of social protection programmes and the state – the former with respect to the actions that beneficiaries agree to undertake (i.e. school attendance, school completion, employment, training), and the latter to ensure provision of the required services.

  o A greater NEF presence at the community level, through professional social workers. NEF will need to increase the number of social workers and to reduce the households-to-social-worker ratio from 500:1 to 200:1 or 150:1.

  o NEF will need a national network of social workers (or case managers) whose responsibility would be to support beneficiaries fulfil the conditionalities attached to specific social protection programmes (social contract). Social workers would guide households, provide psychosocial support, assist in linking them to social services and ensure that public services are provided (see Integrated Social Services Programme in Armenia).\(^82\) Furthermore, the social workers would monitor the progress of beneficiaries of social protection programmes, support them in the fulfilment of programmes’ conditionalities and alert the MSIEE/MSS should conditionalities not be fulfilled.\(^83\)

  o Social workers would need to have a minimum standard of qualification in social work. There is the need to professionalize the industry through introduction of certifications, recognition

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\(^82\) The Chile Solidario Program combines a small and declining cash benefit combined with intensive psychosocial support over two years. This accompaniment continues on a declining basis for 24 months as a stimulus to develop the strengths within the family nucleus. Households enter into a social contract that addresses the multiple dimensions of poverty: personal identification (civil registry, identity cards, etc.); health; education; family dynamics; housing; employment; income; capacity-building and labor market insertion; improvement of academic and occupational competencies; technical aid for disabled persons; prevention and rehabilitation from drug addiction; among others. Each of these dimensions is detailed in a series of variables, defined as minimal conditions to be fulfilled by a shared commitment between the state and families. The role of the psychosocial supporter is to support and mentor families and to link families with the public and private network of services. Evaluation results show gains along different dimensions of education (preschool enrolment, enrolment into school for pupils aged 6 to 15, adult literacy) and health (enrolment in the public health system as well as preventive health visits for children under 6 and women), strong take-up of employment programmes and some increases in per capita income of the family. [Pedro Carneiro et al. (2009) The Impact of Providing Psycho-Social Support to Indigent Families and Increasing their Access to Social Services: Evaluating Chile Solidario, University College London/World Bank; Emanuela Galasso (2006) With their Effort and One Opportunity: Alleviating Extreme Poverty in Chile, World Bank, Washington, DC.] Colombia’s JUNTOS included two additional dimensions: banking inclusion and access to justice.

\(^83\) Systems will also be put in place to monitor fulfillment of conditionalities.
of prior learning and additional training. In this respect, the Mauritius Qualification Authority has established the Industry Training Advisory Committee (ITAC) for Social Work, with the mandate of developing a National Certificate in Social Work and Level 2, targeting grassroots level social workers, and introducing the Recognition of Prior Learning in Social Work.

- An operations manual for the programme would specify: the schedule of visits to be made by caseworkers; the steps to be followed with families during contact by case workers; specific materials to facilitate the interaction with families; and information needed to register and monitor work with families. Case managers would work under the supervision of a trained and experienced senior social worker.

- **Become the main coordinating agency at the community development.** This will entail:
  - Development of institutional capacity to lead community mobilization initiatives
  - Promotion of partnerships and coordination across diverse stakeholders (government, non-government, private sector) to help communities implement their plans and to respond to communities’ priorities with services and programmes
  - Partnership with other government or non-government institutions to lead community mobilization initiatives where NEF does not have sufficient capacity (through a competitive bidding process – see proposal 1 for more details).

- **Become the principal information channel for all government programmes at the community level.** NEF will also facilitate access of beneficiaries to these programmes. This will entail:
  - A greater NEF presence at the community level (as above), with social workers operating from community resource centres and ensuring that information about all government programmes that are designed and established for SRM-registered people reaches the intended beneficiaries
  - Social workers working closely with beneficiaries of government programmes and facilitating their access

For NEF to be able to take on these new functions and effectively serve as the operating arm of the MSIEE, NEF needs to be restructured. In this regard, the private sector – consulting companies (business processes and reengineering) - would be best placed to provide technical advice.

Following are the domains that needs to be considered in the context of the NEF restructuring:

- **Institutional arrangements:**
  - **Human Resources** – This will include: competitive recruitment processes, review of jobs description and staff re-profiling, performance management, introduction of incentive systems to drive staff performance (particularly at the community level, for social workers).

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84 Based on the joint WB-UNDP Report on NEF (2011), NEF had begun having discussions with the University of Mauritius regarding the possibility for NEF social workers (or case managers) to receive a certificate in social work. NEF had also begun discussions with the University regarding provision of a tailored certificate program for NEF social workers/case managers.

85 This initiative, under the leadership of Mauritius Qualification Authority, is supported by UNDP.
- **Financial Management** – This will include: financial management system, regular and timely financial reporting, regular audits.

- **Accountability:**
  - **Monitoring & Evaluation** – This will include: results-based management system, lean and cost-effective independent impact evaluation (e.g., through academic institutions), leveraging big data and ICT for monitoring and introducing short-feedback loops (see proposal 8.1).
  - Strengthen the oversight function of the Board – Mandatory reporting requirements (financial, monitoring, independent impact evaluation)

- **Knowledge:**
  - **Information Management** – Information management system, horizontal (with other government and non-government institutions) and vertical coordination (government-community) mechanisms
  - **Skills** – Staff training and staff access to professional courses (particularly for social workers)

- **Leadership:**
  - **Independence** – Competitive recruitment process for the Chairperson and the Chief Administrator

**Partnerships and management arrangements/responsible actors:**

This proposed initiative will be implemented under the overall leadership of the Ministry of Finance and Planning, in partnership with the Ministry of Social Integration and Economic Empowerment, other ministries belonging to the Board and, naturally, NEF.

**Timeframe:**

This initiative will be implemented according to the following timeframe:

- **In the short term [1-12 months]** – Within the short term, NEF can discontinue the implementation of the three flagship programmes, become the principal agency for the management of the social contracts under the Marshall Plan Social Contract scheme, begin acting as the main coordinating agency at the community development, and become the principal information channel for all government programmes at the community level.

- **Medium term [1-3 years]** – All actions recommended for strengthening the institutional capacity of NEF (under the domains of institutional arrangements, accountability, knowledge and leadership) will stretch beyond the first year and will take two to three years to yield the first results.
Proposal 11.3 Design an Official Poverty Line for Mauritius

Background:

We need to calculate and establish an official poverty line to guide policies and implement programmes, including measuring the impact of the social protection/social contract component of the Marshall Plan. We also need a poverty line to set context-specific targets to monitor progress and assess results towards SDG1, on poverty eradication. Since the WB calculated international poverty line of USD 1.25/day (now revised to USD 1.90/day at 2011 prices) is not meaningful for Mauritius, our country needs a more context-specific and socially relevant poverty line.

We currently use the Rupees 6,200 per month, per household (corresponding to approximately USD 229 PPP) as the poverty threshold to guide policy and programmes’ implementation to address poverty. For example, eligibility to a number of government programmes is linked to the Rupees 6,200 poverty threshold, verified through the proxy mean test (PMT), under the Social Registry of Mauritius (SRM). However, there are several issues related to the use of the Rupees 6,200 poverty line, namely:

i. Equity - The Rupees 6,200 per month poverty threshold applies to the household unit, notwithstanding its size. This means that, for example, a two persons’ household may qualify for the same social programmes and benefits as a seven persons, or even larger, household.

ii. Methodology - There is no known methodology behind the calculation of the Rupees 6,200 poverty threshold.

iii. Adequacy - The Rupees 6,200 per month per household poverty threshold is not considered adequate to cover the basic needs of a household comprising four or more members.

Against this, we recommend that we consider calculating and adopting a different poverty line, which responds to the need of addressing issues of equity, and whose calculation is grounded on a robust methodology. The poverty line for Mauritius needs to be ‘socially relevant’, whereby its calculation (on the basis of a bundle of food and non-food goods) represents the absolute minimum below which both livelihood and inclusion are not considered possible in Mauritius.

Statistics Mauritius (SM) calculates and publishes relative income poverty lines and poverty rates using the Household Budget Survey (HBS) data. Defined in relation to the overall distribution of income, Mauritius’ relative poverty line (RPL) is set at half median monthly household income per adult equivalent. On the basis of the 2012 HBS, the relative poverty line was Rupees 5,652 (or USD 208 PPP) per adult equivalent. With rising inequality (the Gini coefficient has increased from 0.388 to 0.414 between 2007 and 2012), relative poverty has also seen an upward trend, moving from 7.8 per cent in 2002, to 8.5 per cent in 2007, and reaching 9.8 per cent in 2012.

Statistics Mauritius also calculates an absolute poverty line, more generally known as the General Poverty Line (GPL), but is not published. The SM-calculated GPL is more relevant to the Mauritius’ context than the WB-calculated international poverty line. The GPL uses the expenditure approach and is calculated on the basis of a bundle of food and non-food goods (food, clothing, health, education and housing) that is considered the minimum requirement to meet basic needs in Mauritius. The GPL is calculated on a per-
adult equivalent basis. The GPL has been developed using HBS 2006/07 data and the Living Conditions Survey 2008 (LCS2008). Since the LCS 2008 questionnaire has been integrated in the HBS 2012 questionnaire, the GPL can now be calculated on the basis of the HBS alone. In 2012, the GPL was calculated at Rupees 3,500 (129 USD PPP) per adult equivalent.

Policy recommendations:

Against this background following are recommendations for the adoption of an official poverty line:

- **Option 1**: Adoption of the General Poverty Line (GPL) calculated by Statistics Mauritius on the basis of the Household Budget Survey (HBS). This means considering the GPL as Mauritius’ official poverty line, used as the official threshold below which beneficiaries qualify for social programmes under the SRM. An analysis of the fiscal impact of the adoption of the GPL requires a technical study.

- **Option 2**: Given that the relative poverty line changes with variations in the distribution of income, it is recommended to adopt both the relative (RPL) and the absolute (GPL) poverty lines, with the understanding of their different policy implications. For example, while the GPL will be used as the official threshold below which beneficiaries qualify for social programmes under the SRM, the RPL will be used to guide the design of policies and programmes addressing inequality and to monitor their impact.

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86 Equivalence scales must be defined for poverty analysis in order to allow for welfare comparisons and aggregation of households of different demographic composition. The adult-equivalent is a standard, common measurement for the whole population, whereas the household is not a standard measure since its composition varies from household to household.
Annex 1: Technical addendum for proposals on Social Protection

Improving Efficiency and Impact on Poverty while Leaving No one Behind

A. The current Social Aid system: Key features and findings

(i) The selection of beneficiaries in the Social Aid program is based on 2 types of targeting mechanisms: the first step is a categorical targeting (Medical, Abandoned women, Imprisonment of partner, etc.), which acts as a filter before applying the second step which is a means test. This implies that the large majority of poor, many of whom being working-poor, are not covered by the current legislation, as they do not fall into the abovementioned categories.

(ii) The means test is based on reported income. Given the high informality of incomes among Social Aid beneficiaries (from SRM data less than 6% work in the formal sector), it is hard to estimate the true income of the majority of applicants; hence the means test uses the reported income.

(iii) Originally designed as a temporary support to shocks and vulnerability, most beneficiaries stay in the program for an extended period of time:
   - In the Medical category, 68% of beneficiaries stay in the program for more than 1.5 years, and 26% for more than 5 years\(^87\)
   - In the Abandoned Women category, 60% stay for more than 1.5 years, and 27% for more than 5 years\(^88\)

(iv) Very large inclusion and exclusion errors characterize the Social Aid program\(^89\)

(v) Targeting errors make it difficult for the poor to obtain Social Aid, while challenges prevent the exit of households that could potentially graduate from the program\(^90\). Improved recertification of beneficiaries is a key step in improving the exit of those no longer eligible; and steps need to be taken to reduce disincentives to work by transitioning them to labor-market programs\(^91\).

B. How the Marshall Plan proposes to address the issues of the current Social Aid system, while leaving no one behind

1. Concerns about beneficiaries who are not empowerable
   Proposal 1.1 of the Marshall Plan recommends the setting up of a conditional cash transfer (CCT)-like program which will be opened to all poor, and aims to fill the gaps left by Social

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\(^{87}\) World Bank, Modernization of Social Aid, September 2012
\(^{88}\) Ibid
\(^{89}\) Muller, C. (UNDP), Targeting indicators of Social Aid in Mauritius, June 2010
\(^{90}\) World Bank, Inclusiveness of growth and shared prosperity, September 2015
\(^{91}\) Ibid
Aid’s categorical targeting. The program will be implemented through the SRM-PMT platform, while the National Empowerment Foundation (NEF) will ensure and monitor compliance as regards to the conditionality of the contract.

While Social Aid improves income for today’s earners, CCT programs work to build human capital for tomorrow’s earners.

Proposal 1.2 in the MP recommends the phasing out of the Social Aid program and the transitioning of beneficiaries to the mechanism proposed in 1.1, but at the same time taking into consideration the degree of vulnerability and level of destitution of the current beneficiaries, even if they do not pass the PMT test. The MP mentions that income support will be provided to all eligible persons who meet the conditions of the ‘social contract’ as well as to all persons who satisfy additional criteria which qualify them to receive income support outside of the ‘social contract’ framework due to specific circumstances.

Additional criteria:
Additional criteria besides the PMT will be applied which will lead to the inclusion of existing and future applicants who would be excluded according to the pure PMT criterion with a view to protect very destitute households that have not been picked up by the PMT formula. These additional criteria emerged during brainstorming sessions with MSS Officers from all the local offices in the country, building on their long-standing experience. The additional criteria apply only to cases that have not passed the PMT, and who are not capable of working or finding a job. Alternative scenarios of the PMT reform through statistical simulations were conducted to provide a range of possibilities to policy-makers. These additional criteria can be further improved to take on board new experience and lessons learnt.

The additional criteria apply to the categories Medical, Unmarried mother, Carer’s Allowance and Ex-Gratia as follows:

- **Medical**:
  
  (i) The case of an unemployed single non-head aged 45-59 years (age limits can be reviewed) – the person is the sole beneficiary (not the whole household).

  Rationale: Any individual below the age of 45 should be empowered to work after being temporarily medically unfit for work. After 45, the probability of an unemployed acquiring a job is difficult. The individual receives the basic retirement pension when she gets 60. This situation applies to some single women living in a non-poor household.

  (ii) The case of an unemployed head aged 55-59 years (age limits can be reviewed) – all household members who are not working and are dependent on the head are beneficiaries.

  Rationale: The head is the sole bread-winner in the household. It is difficult to be empowered and/or work above the age of 55 after recovering from sickness. The individual receives the basic retirement pension when he/she gets 60.

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92 Muller, C. (UNDP), October 2010
- **Unmarried mother**: unmarried mother aged between 11 and 18 years – the mother and her kid/s are beneficiaries.
  Rationale: Unmarried mothers above 18 and capable of working are assessed by PMT only, whereas those below 18 are not.

- **Carer’s Allowance and Ex-Gratia**: Take all cases. No PMT assessment.
  Rationale: There is a general consensus to continue to support all the beneficiaries for these 2 schemes.
  All the other categories do not have additional criteria and are assessed only by PMT.
  Many of the eligible beneficiaries can be directed to the human capital development programme associated with the proposed CCT, such as those under Proposal 1.3 (Integration of existing empowerment programmes in the SRM) and Proposal 3.1 on employment (Enhance access to training and placement opportunities for the poor).
  A critical element for the successful implementation of the CCT is the MP recommendation to establish clear ‘empowerment’ criteria, against which the entire programme will be measured. Indicators of success (i.e., a degree to which people became ‘empowered’) will be defined, quantified, standardized and analysed. Progress will be closely monitored and updated in the system. Proposal 1.8 to set up an M&E system of social assistance programmes delivered via SRM supports this endeavor and will facilitate evidence-based policy making and improve performance at the level of individual schemes and at the macro-level.

Simulations using (i) PMT only and (ii) PMT with additional criteria:
Although the quality of the Social Aid data recorded in the SRM need to be revisited, some dry-runs of the PMT with and without additional criteria have been conducted to have a rough idea of what is expected when cleaned data are available. Moreover, since there is yet no agreed threshold or cut-off to identify Social Aid applicants in the SRM, the author has used the threshold that is currently being used for Child Allowance and NEF, i.e. Rs 6,200 per month per household. Table 1 gives the results of these PMT and PMT + Additional criteria runs.

**Table 1: Social Aid beneficiaries by category and eligibility status using a threshold of Rs 6,200 per household under (i) PMT only, (ii) PMT + additional criteria, December 2015**
Roughly, 67% of Social Aid beneficiaries would qualify using PMT alone. Applying the PMT together with the additional criteria brings the proportion of those eligible up to 73% (last row in table).

Category-wise, 65% of beneficiaries for “Medical” are eligible with the additional criteria against 61% with PMT only; for “Unmarried mother” those eligible increase from 74% to 78%; while for “Carer’s Allowance” and “Ex-Gratia”, all applicants become eligible compared with 29% and 48% respectively.

Further additional criteria can be developed and proposed during future consultations in connection with the MP implementation. For example decisions can be taken to take on board exceptional serious Medical cases (certified by the Medical Board); all applications for benefits in-kind – highlighted in blue in Table 3 (such as wheel-chair, spectacles, etc.) or all victims of severe idiosyncratic shocks such as fire and or covariate shocks such as flood – highlighted in pale green in Table 3. These are policy decisions which can be integrated in the system’s eligibility assessment mechanism.

2. **Similarity of MP proposal with the former New Income Support Scheme framework, allocation of responsibilities, empowerment capacity, time-frames, action plan**

CCT, multi-prong approach, shared responsibilities and commitment:

<table>
<thead>
<tr>
<th>Category</th>
<th>PMT only</th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Not Eligible</td>
<td>Eligible</td>
<td>Total</td>
<td>Not Eligible</td>
<td>Eligible</td>
<td>Total</td>
<td>Not Eligible</td>
<td>Eligible</td>
</tr>
<tr>
<td></td>
<td>No.</td>
<td>%</td>
<td>No.</td>
<td>%</td>
<td>No.</td>
<td></td>
<td>No.</td>
<td>%</td>
</tr>
<tr>
<td>Medical</td>
<td>5,484</td>
<td>39.0</td>
<td>8,566</td>
<td>61.0</td>
<td>14,050</td>
<td></td>
<td>4,892</td>
<td>34.8</td>
</tr>
<tr>
<td>Unmarried mother</td>
<td>145</td>
<td>26.1</td>
<td>411</td>
<td>73.9</td>
<td>556</td>
<td></td>
<td>120</td>
<td>21.6</td>
</tr>
<tr>
<td>Carer’s allowance</td>
<td>1,818</td>
<td>70.8</td>
<td>749</td>
<td>29.2</td>
<td>2,567</td>
<td></td>
<td>0</td>
<td>0.0</td>
</tr>
<tr>
<td>Ex-Gratia</td>
<td>161</td>
<td>51.9</td>
<td>149</td>
<td>48.1</td>
<td>310</td>
<td></td>
<td>0</td>
<td>0.0</td>
</tr>
<tr>
<td>Wheelchair</td>
<td>92</td>
<td>23.1</td>
<td>307</td>
<td>76.9</td>
<td>399</td>
<td></td>
<td>92</td>
<td>23.1</td>
</tr>
<tr>
<td>Hearing aid</td>
<td>76</td>
<td>36.9</td>
<td>130</td>
<td>63.1</td>
<td>206</td>
<td></td>
<td>76</td>
<td>36.9</td>
</tr>
<tr>
<td>Spectacles</td>
<td>1,586</td>
<td>24.5</td>
<td>4,890</td>
<td>75.5</td>
<td>6,476</td>
<td></td>
<td>1,586</td>
<td>24.5</td>
</tr>
<tr>
<td>Dentures</td>
<td>185</td>
<td>20.6</td>
<td>713</td>
<td>79.4</td>
<td>898</td>
<td></td>
<td>185</td>
<td>20.6</td>
</tr>
<tr>
<td>Fire</td>
<td>37</td>
<td>48.7</td>
<td>39</td>
<td>51.3</td>
<td>76</td>
<td></td>
<td>37</td>
<td>48.7</td>
</tr>
<tr>
<td>Flood</td>
<td>7</td>
<td>53.9</td>
<td>6</td>
<td>46.2</td>
<td>13</td>
<td></td>
<td>7</td>
<td>53.9</td>
</tr>
<tr>
<td>Refund of travelling</td>
<td>46</td>
<td>23.0</td>
<td>154</td>
<td>77.0</td>
<td>200</td>
<td></td>
<td>46</td>
<td>23.0</td>
</tr>
<tr>
<td>Unemp. Hardship Relief</td>
<td>102</td>
<td>12.9</td>
<td>686</td>
<td>87.1</td>
<td>788</td>
<td></td>
<td>102</td>
<td>12.9</td>
</tr>
<tr>
<td>Abandoned women</td>
<td>1,445</td>
<td>21.8</td>
<td>5,178</td>
<td>78.2</td>
<td>6,623</td>
<td></td>
<td>1,445</td>
<td>21.8</td>
</tr>
<tr>
<td>Imprisonment</td>
<td>366</td>
<td>42.6</td>
<td>493</td>
<td>57.4</td>
<td>859</td>
<td></td>
<td>366</td>
<td>42.6</td>
</tr>
<tr>
<td>Additional Social Aid</td>
<td>12</td>
<td>52.2</td>
<td>11</td>
<td>47.8</td>
<td>23</td>
<td></td>
<td>12</td>
<td>52.2</td>
</tr>
<tr>
<td>Abandoned Child</td>
<td>734</td>
<td>45.2</td>
<td>891</td>
<td>54.8</td>
<td>1,625</td>
<td></td>
<td>734</td>
<td>45.2</td>
</tr>
<tr>
<td>BRP-Rental allowance</td>
<td>47</td>
<td>7.6</td>
<td>568</td>
<td>92.4</td>
<td>615</td>
<td></td>
<td>47</td>
<td>7.6</td>
</tr>
<tr>
<td>Multiple birth</td>
<td>84</td>
<td>69.4</td>
<td>37</td>
<td>30.6</td>
<td>121</td>
<td></td>
<td>84</td>
<td>69.4</td>
</tr>
<tr>
<td>Funeral grant</td>
<td>1,367</td>
<td>29.1</td>
<td>3,334</td>
<td>70.9</td>
<td>4,701</td>
<td></td>
<td>1,367</td>
<td>29.1</td>
</tr>
<tr>
<td>Food aid</td>
<td>318</td>
<td>24.2</td>
<td>999</td>
<td>75.9</td>
<td>1,317</td>
<td></td>
<td>318</td>
<td>24.2</td>
</tr>
<tr>
<td>Sudden loss of employment</td>
<td>48</td>
<td>38.7</td>
<td>76</td>
<td>61.3</td>
<td>124</td>
<td></td>
<td>48</td>
<td>38.7</td>
</tr>
<tr>
<td>Partner dead/missing</td>
<td>58</td>
<td>25.7</td>
<td>168</td>
<td>74.3</td>
<td>226</td>
<td></td>
<td>58</td>
<td>25.7</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>14,218</td>
<td>33.2</td>
<td>28,555</td>
<td>66.8</td>
<td>42,773</td>
<td></td>
<td>11,622</td>
<td>27.2</td>
</tr>
</tbody>
</table>

Roughly, 67% of Social Aid beneficiaries would qualify using PMT alone. Applying the PMT together with the additional criteria brings the proportion of those eligible up to 73% (last row in table).

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2. **Similarity of MP proposal with the former New Income Support Scheme framework, allocation of responsibilities, empowerment capacity, time-frames, action plan**

CCT, multi-prong approach, shared responsibilities and commitment:
Most safety net programs which aim at transforming the livelihoods of the poorest adopt a CCT-like program among other pro-poor schemes. A CCT program basically consists of identifying objectively the beneficiaries and providing them with a financial assistance contingent on them making investments in human capital, such as education of the children or employability.

From that perspective, the MP proposal compares with the New Income Support Scheme (NISS) or with any other CCT which would have the same safety net objectives. However, the MP proposal differs in substance from the NISS in that it has been built on the lessons learnt and challenges encountered with the NISS, the main one being the difficult coordination between the different implementing partners due to the absence of a stable and consistent overall coordination authority. While the NISS was a stand-alone project, Proposal 1.1 is an integral component of an all-inclusive Marshall Plan which is articulated around 35 proposals, framed around the most important dimensions of livelihoods of the vulnerable (such as social protection, education, housing, health, empowerment, employment, etc.).

For the successful implementation of the proposed interventions, a holistic approach will be adopted so as to promote close coordination between the different ministries and institutions involved. Proposals under section 10, in particular 10.1 (Setting up of a National Coordination Mechanism for the implementation of the MP), and 10.2 (NEF Reorientation – to improve its capacity to deliver) address the institutional arrangements which need to be put in place to establish national coordination and collaborative mechanisms between ministries and institutions, as well as capacity to deliver on the enhancement of human capital development.

The Marshall Plan in itself is not yet an Action Plan – it consists of actionable proposals with an outline of the main features for each proposal: objectives, initiatives, partnerships, time-frame and budget estimates – submitted to the Government for consideration and approval. Detailed Action Plans will be prepared once the proposals have been agreed upon and approved by Government.

The national coordination mechanism, in the form of a Steering Committee (SC) comprising key and relevant line ministries and institutions, will be established to decide on the most immediate areas of interventions in order of priority. For example recommendations such as addressing the enhancing of NEF capacity, the integration of existing skills enhancement programmes and job placement measures as SRM offerings, the fine-tuning of the legal framework, will require immediate attention. The SC will oversee implementation of the measures, with progress monitored using a time-table of activities (and Gantt Chart), a range of performance indicators (metrics) and responsible parties; and decides on the need to hire experts/consultants for specific activities. Technical and working committees will be established to practically implement each activity. The spokesperson/representative of each technical committee will report progress to the larger Steering Committee on an agreed regular basis.

**Timeframes:**
Regarding the timeframes for the implementation of proposals 1.1 and 1.2, the MP does not mention a time span of one year but the following periods:
Short term (1-12 months): Formulate social contract, identify monitoring indicators, finalize Memorandum of Understanding between MSS and NEF, fine-tune legislation, recruit communications specialists.

Medium term (1-3 years): Communication campaign, operationalization of new scheme

Long term (> 3 years): Evaluation on exit strategy, empowered households, school attendance and pass rates, poverty trends using available survey data (e.g. Continuous Multi-Purpose Household Survey data)

The MP also mentions a timeframe of 2 years from the time of the operationalization of the new scheme to the complete transitioning of social aid beneficiaries to the programme, which will be an ongoing process, following the expiration of individual benefits at the time of recertification.

3. **Definition of child, household, introduction of Adult Equivalence, etc.**

   (i) **Definition of child:** For the purpose of the MP children will be defined as per the specificity of a programme and as agreed by the Steering Committee. For example, the Child Allowance scheme, which targets children (from poor families) who are attending school or undergraduate studies are not defined as per the UN Convention of individuals under 18. The definition for this specific scheme is closely associated with schooling-going age.

   (ii) **Definition of household:** The definition used by Statistics Mauritius and which is also used in the SRM will be maintained. While poorer households have a tendency to have more than 1 family nucleus, it is worthwhile noting than the average Mauritian household has less than 1 (0.96) family nucleus per household (Table H13, Household Characteristics, Census 2011).

   The PMT assessment will continue to be conducted at the household level. However, the SRM system has made provisions to identify the beneficiary or beneficiary-related family unit within the household.

   (iii) **Whether to take declared income into consideration when assessing eligibility:** PMT is used to address under-reporting of income in situations where it is not possible to verify the reported income against other evidences. However, if the applicant, on his/her own declares an income which is well above the eligibility threshold, he/she will not be qualified, irrespective of the PMT outcome.

   (iv) **Transfer income:** The Steering Committee will decide as to whether the assessment will take into consideration transfer income. If transfer income needs to be taken into account, then the same reasoning as in (iii) above applies. Moreover, a new significant new transfer will not reflect in the PMT in the immediate or short term. PMT measure longer-terms correlates and are not sensitive to changes in short-term welfare.
Introduction of Adult Equivalent scale: This is long overdue and the decision to have it implemented has to be taken as soon as possible by the Steering Committee.

Households differ in composition and size, and as a consequence of this intra-household differential, the requirements of households will also differ. For example, larger households are expected to have larger requirements than smaller households. Also, a child’s requirements differ from that of an adult. Because of these intra-household differentials, the “household” is therefore not a standard unit for welfare comparisons. A standard unit must be defined. This is where the concept of “adult equivalent” comes in. Equivalence scales formulae have been generated using the Living Conditions Survey to calculate the number of adult equivalent/s in any type of household. The “adult-equivalent” unit is a standard measure applicable to the whole population.

The eligibility criteria for a scheme should be defined on a per-adult equivalent basis, NOT by household. A criteria based on a per-household basis is not relevant and is unfair for large households. The table below explains why:

<table>
<thead>
<tr>
<th>Household</th>
<th>Household size</th>
<th>No. of adult eq.</th>
<th>Monthly household income (assumption)</th>
<th>Eligibility under current criteria</th>
<th>Mthly exp. per adult eq.</th>
<th>Eligibility using Rs2,500 per adult eq.</th>
</tr>
</thead>
<tbody>
<tr>
<td>A (Couple with 2 kids, and 1 elderly)</td>
<td>5</td>
<td>3.15</td>
<td>7,000</td>
<td>No</td>
<td>2,222</td>
<td>Yes</td>
</tr>
<tr>
<td>B (Couple with no kids)</td>
<td>2</td>
<td>1.53</td>
<td>6,100</td>
<td>Yes</td>
<td>3,986</td>
<td>No</td>
</tr>
</tbody>
</table>

*: The reasons for using Rs 2,500 per adult equivalent in the example are as follows: The current eligibility criterion is Rs 6,200 per household and applies to all household types. However, the most common household is made up of 2 adults and 2 kids, or 2.5 adult equivalents (see Appendix 1). Dividing Rs 6,200 by 2.5 gives Rs 2,480 per adult equivalent (rounded to Rs 2,500 per adult equivalent).

Household A with a monthly expenditure of Rs 7,000 is not eligible under the present criteria of Rs 6,200 per household, whereas household B is eligible. If the criteria were on a per adult-equivalent basis (say Rs 2,500 per adult equivalent) household A would qualify (Rs 2,222 per adult equivalent) whereas B would not (Rs 3,986 per adult equivalent).
It is worthwhile noting that the PMT gives the score for the adult-equivalent, not for the household, because the adult-equivalent is a standard/common measurement for the whole population. The household is not a standard measure since its composition varies from household to household. Hence, the PMT score can be compared directly with the cut-off eligibility threshold when the latter has been defined on a per-adult equivalent basis.

(vi) Single member households: will be included in the new programme.

End.