MARSHALL PLAN AGAINST POVERTY
VOLUME 2 - BACKGROUND ANALYSIS

31 March 2016
# Table of Contents

Abbreviations .................................................................................................................. 5
Executive Summary........................................................................................................... 8
Background ....................................................................................................................... 8
Strategic Approach to Change ......................................................................................... 8
1. Social Inclusion............................................................................................................. 8
2. A Community-based approach to service delivery for social inclusion ....................... 11
   A community-based approach: rationale, opportunities and risks ......................... 11
   Principles..................................................................................................................... 12
   Mapping actors and their roles ................................................................................. 12
   Identification and prioritization of communities ...................................................... 13
   Institutional arrangements for a community-based approach to service delivery .......... 13
Key Development Challenges ......................................................................................... 14
3. Poverty and inequality ................................................................................................. 14
4. Institutional capacity.................................................................................................... 17
   Public service delivery ............................................................................................... 17
   Redress mechanisms ................................................................................................. 19
   Local governments ..................................................................................................... 19
   Non-Government Organizations ............................................................................... 20
   The National Empowerment Foundation (NEF) ....................................................... 20
   Corporate Social Responsibility .............................................................................. 24
5. Social Protection .......................................................................................................... 28
   Policy ......................................................................................................................... 28
   Programmes and services ......................................................................................... 29
   Institutional capacity ............................................................................................... 32
6. Employment and Entrepreneurship ........................................................................... 33
   Education and skills ................................................................................................. 35
   Government response ............................................................................................... 37
   Entrepreneurship development ................................................................................. 39
7. Social Housing ............................................................................................................ 40
   The nature of housing in Mauritius ............................................................................ 40
Infrastructure supply ......................................................................................................................... 40
Affordability of housing .................................................................................................................... 41
The housing supply process ................................................................................................................ 41
Empowerment and dependency .......................................................................................................... 42

8. Education ........................................................................................................................................ 43
The system ........................................................................................................................................... 44
Early Childhood Care and Education ................................................................................................. 45
Primary education ............................................................................................................................. 46
School Feeding Programme ................................................................................................................ 48
Secondary education .......................................................................................................................... 48
Tertiary education and Life-long learning ............................................................................................ 50
Education reform .............................................................................................................................. 50

9. Health ............................................................................................................................................. 52
Sexual and reproductive health services and family planning ........................................................... 52
HIV/AIDS ........................................................................................................................................... 55
Alcohol and drug use .......................................................................................................................... 55
NCD ................................................................................................................................................... 56

10. Environmental Protection ............................................................................................................. 56
Environmental Quality ...................................................................................................................... 57
Air Pollution ....................................................................................................................................... 57
Fresh Water Pollution ......................................................................................................................... 57
Solid waste .......................................................................................................................................... 58
Wastewater generation ....................................................................................................................... 58
Natural Resources Management ......................................................................................................... 59
Land Degradation .............................................................................................................................. 59
Coastal and marine Resource degradation ......................................................................................... 60
Depletion of the fishery ....................................................................................................................... 60
Biodiversity Loss ................................................................................................................................ 61
Environmental issues in Rodrigues ....................................................................................................... 61
Climate Change .................................................................................................................................... 61
Disaster Risk Management ................................................................................................................. 62

11. Rodrigues ....................................................................................................................................... 63
Poverty and inequality outlook ............................................................................................................ 64
<table>
<thead>
<tr>
<th>Section</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>Key poverty and inequality challenges</td>
<td>64</td>
</tr>
<tr>
<td>ANNEX: International Experiences</td>
<td>65</td>
</tr>
<tr>
<td>12. Community-based service delivery</td>
<td>65</td>
</tr>
<tr>
<td>13. Social Protection</td>
<td>69</td>
</tr>
<tr>
<td>Active Labor Market Policies</td>
<td>78</td>
</tr>
<tr>
<td>Social Housing</td>
<td>80</td>
</tr>
<tr>
<td>Education</td>
<td>82</td>
</tr>
<tr>
<td>Health</td>
<td>86</td>
</tr>
<tr>
<td>Environment</td>
<td>88</td>
</tr>
<tr>
<td>ANNEX: UNDP Mission Programme &amp; Key Stakeholders</td>
<td>92</td>
</tr>
<tr>
<td>Bibliography</td>
<td>106</td>
</tr>
</tbody>
</table>
## Abbreviations

<table>
<thead>
<tr>
<th>Abbreviation</th>
<th>Meaning</th>
</tr>
</thead>
<tbody>
<tr>
<td>AHCs</td>
<td>Area Health Centers</td>
</tr>
<tr>
<td>AIDS</td>
<td>Acquired Immune Deficiency Syndrome</td>
</tr>
<tr>
<td>ART</td>
<td>Antiretroviral Treatment</td>
</tr>
<tr>
<td>BTW</td>
<td>Back-to-Work Programme</td>
</tr>
<tr>
<td>CAHF</td>
<td>Centre for Affordable Housing Finance in Africa</td>
</tr>
<tr>
<td>CBNRM</td>
<td>Community-based Natural Resource Management</td>
</tr>
<tr>
<td>CCTs</td>
<td>Conditional Cash Transfers</td>
</tr>
<tr>
<td>CHCs</td>
<td>Community Health Centers</td>
</tr>
<tr>
<td>CHSC</td>
<td>Cambridge Higher School Certificate</td>
</tr>
<tr>
<td>CPD</td>
<td>Continuous Professional Development</td>
</tr>
<tr>
<td>CPE</td>
<td>Certificate of Primary Education</td>
</tr>
<tr>
<td>CR</td>
<td>Corporate Responsibility</td>
</tr>
<tr>
<td>CS</td>
<td>Corporate Sustainability</td>
</tr>
<tr>
<td>CSC</td>
<td>Cambridge School Certificate</td>
</tr>
<tr>
<td>CSR</td>
<td>Corporate Social Responsibility</td>
</tr>
<tr>
<td>EAP</td>
<td>Eradication of Absolute Poverty Program</td>
</tr>
<tr>
<td>ECCE</td>
<td>Early Childhood Care and Education</td>
</tr>
<tr>
<td>ECCEA</td>
<td>Early Childhood Care and Education Authority</td>
</tr>
<tr>
<td>ECED</td>
<td>Early Childhood Education and Development in Indonesia</td>
</tr>
<tr>
<td>EEZ</td>
<td>Exclusive Economic Zone</td>
</tr>
<tr>
<td>EPA</td>
<td>Environment Protection Act</td>
</tr>
<tr>
<td>ERfKE</td>
<td>Education Reform for Knowledge Economy in Jordan</td>
</tr>
<tr>
<td>ESAs</td>
<td>Environmentally Sensitive Areas</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Abbreviation</th>
<th>Meaning</th>
</tr>
</thead>
<tbody>
<tr>
<td>ESCAP</td>
<td>United Nations Economic and Social Commission for Asian and the Pacific</td>
</tr>
<tr>
<td>ESG</td>
<td>Environmental, Social and Corporate governance</td>
</tr>
<tr>
<td>GER</td>
<td>Gross Enrolment Rate</td>
</tr>
<tr>
<td>GOC</td>
<td>Government Online Centre</td>
</tr>
<tr>
<td>GPL</td>
<td>General Poverty Line</td>
</tr>
<tr>
<td>GRI</td>
<td>Global Reporting Initiative</td>
</tr>
<tr>
<td>ICT</td>
<td>Information and Communications Technology</td>
</tr>
<tr>
<td>ICZM</td>
<td>Integrated Coastal Zone Management Plan</td>
</tr>
<tr>
<td>IDU</td>
<td>Injecting Drug Use</td>
</tr>
<tr>
<td>ISO 26000</td>
<td>International Organization for Standardization designation on social responsibility</td>
</tr>
<tr>
<td>IUU</td>
<td>Illegal, Unreported and Unregulated fishing</td>
</tr>
<tr>
<td>HDR</td>
<td>Human Development Report</td>
</tr>
<tr>
<td>HH</td>
<td>House Hold</td>
</tr>
<tr>
<td>HIV</td>
<td>Human Immunodeficiency Virus</td>
</tr>
<tr>
<td>IWRM</td>
<td>Integrated Water Resources Management</td>
</tr>
<tr>
<td>KM</td>
<td>Kreol Morisien</td>
</tr>
<tr>
<td>KRN</td>
<td>UNDP Kolektif Rivier Nwar project</td>
</tr>
<tr>
<td>HBS</td>
<td>Household Budget Survey</td>
</tr>
<tr>
<td>HRDC</td>
<td>Human Resource Development Council</td>
</tr>
<tr>
<td>ILO</td>
<td>International Labor Organization</td>
</tr>
<tr>
<td>IOM</td>
<td>International Organization for Migration</td>
</tr>
<tr>
<td>IWM</td>
<td>Integrated Waste Management</td>
</tr>
<tr>
<td>IWS</td>
<td>Informal Waste Sector</td>
</tr>
<tr>
<td>Acronym</td>
<td>Full Form</td>
</tr>
<tr>
<td>---------</td>
<td>-----------</td>
</tr>
<tr>
<td>LCS</td>
<td>Living Conditions Survey</td>
</tr>
<tr>
<td>M&amp;E</td>
<td>Monitoring &amp; Evaluation</td>
</tr>
<tr>
<td>MACOSS</td>
<td>Mauritius Council of Social Service</td>
</tr>
<tr>
<td>MDGs</td>
<td>Millenium Development Goals</td>
</tr>
<tr>
<td>MFPA</td>
<td>Mauritius Family Planning Association</td>
</tr>
<tr>
<td>MHC</td>
<td>Mauritius Housing Company Ltd</td>
</tr>
<tr>
<td>MIS</td>
<td>information management</td>
</tr>
<tr>
<td>MITD</td>
<td>Mauritius Institute of Training and Development</td>
</tr>
<tr>
<td>MLPA</td>
<td>Marine and Land Protected Area</td>
</tr>
<tr>
<td>MOE</td>
<td>Ministry of Environment</td>
</tr>
<tr>
<td>MOFED</td>
<td>Ministry of Finance and Economic Development</td>
</tr>
<tr>
<td>MOGECDFW</td>
<td>Ministry of Gender Equality, Child Development &amp; Family Welfare</td>
</tr>
<tr>
<td>MoHL</td>
<td>Ministry of Housing and Lands</td>
</tr>
<tr>
<td>MOHQL</td>
<td>Ministry of Health and Quality of Life</td>
</tr>
<tr>
<td>MMR</td>
<td>Maternal Mortality Ratio</td>
</tr>
<tr>
<td>MPCF</td>
<td>Marshall Plan Community Fund</td>
</tr>
<tr>
<td>MRA</td>
<td>Mauritius Revenue Authority</td>
</tr>
<tr>
<td>MSIEE</td>
<td>Ministry of Social Integration and Economic Empowerment</td>
</tr>
<tr>
<td>MSMEs</td>
<td>Micro, Small and Medium Sized Enterprises</td>
</tr>
<tr>
<td>MSS</td>
<td>Ministry of Social Security of Mauritius</td>
</tr>
<tr>
<td>MST</td>
<td>Methadone Substitution Therapy</td>
</tr>
<tr>
<td>MWF</td>
<td>Mauritian Wildlife Foundation</td>
</tr>
<tr>
<td>MWVC</td>
<td>Municipal Wards and Village Councils</td>
</tr>
<tr>
<td>NAS</td>
<td>Neighborhood as School initiative in Brazil</td>
</tr>
<tr>
<td>NATReSA</td>
<td>National Agency for the Treatment &amp; Rehabilitation of Substance Abusers</td>
</tr>
<tr>
<td>NBSAP</td>
<td>National Biodiversity Strategy and Action Plan</td>
</tr>
<tr>
<td>NCD</td>
<td>Non-communicable diseases</td>
</tr>
<tr>
<td>NDS</td>
<td>National Development Strategy</td>
</tr>
<tr>
<td>NEF</td>
<td>National Empowerment Foundation</td>
</tr>
<tr>
<td>NEP</td>
<td>National Empowerment Program</td>
</tr>
<tr>
<td>NEP 2007</td>
<td>National Environmental Policy 2007</td>
</tr>
<tr>
<td>NEP</td>
<td>Needle Exchange Programme</td>
</tr>
<tr>
<td>NES</td>
<td>National Environmental Strategy</td>
</tr>
<tr>
<td>NHDC</td>
<td>National Housing Development Company Ltd</td>
</tr>
<tr>
<td>NIASS</td>
<td>National Invasive Alien Species Strategy</td>
</tr>
<tr>
<td>NPCS</td>
<td>National Parks and Conservation Service</td>
</tr>
<tr>
<td>NWEC</td>
<td>National Women Entrepreneurship Council</td>
</tr>
<tr>
<td>NWP</td>
<td>National Water Policy</td>
</tr>
<tr>
<td>OECD</td>
<td>Organization for Economic Co-operation and Development</td>
</tr>
<tr>
<td>PHC</td>
<td>Primary Health Care</td>
</tr>
<tr>
<td>PISA</td>
<td>Programme for International Student Assessment</td>
</tr>
<tr>
<td>PLHIV</td>
<td>People Living with HIV</td>
</tr>
<tr>
<td>PMO</td>
<td>Prime Minister Office</td>
</tr>
<tr>
<td>PMT</td>
<td>Proxy Means Testing</td>
</tr>
<tr>
<td>PoPs</td>
<td>pockets of poverty</td>
</tr>
<tr>
<td>PPP</td>
<td>Purchasing Power Parity</td>
</tr>
<tr>
<td>PPS&amp;PS</td>
<td>Pre-Primary Schools and Primary Schools</td>
</tr>
<tr>
<td>Abbreviation</td>
<td>Description</td>
</tr>
<tr>
<td>--------------</td>
<td>-------------</td>
</tr>
<tr>
<td>PR</td>
<td>principal recipient</td>
</tr>
<tr>
<td>PSUP</td>
<td>Participatory Slum Upgrading Programme</td>
</tr>
<tr>
<td>PVE</td>
<td>Pre-vocational Education</td>
</tr>
<tr>
<td>PWDs</td>
<td>Persons with Disabilities</td>
</tr>
<tr>
<td>PWID</td>
<td>People Who Inject Drugs</td>
</tr>
<tr>
<td>RBPs</td>
<td>responsible business practices</td>
</tr>
<tr>
<td>RDI</td>
<td>Relative Development Index</td>
</tr>
<tr>
<td>RPL</td>
<td>Recognition of Prior Learning</td>
</tr>
<tr>
<td>RoM</td>
<td>Republic of Mauritius</td>
</tr>
<tr>
<td>SDGs</td>
<td>Sustainable Development Goals</td>
</tr>
<tr>
<td>SDI</td>
<td>Slum/Shack Dwellers’ International</td>
</tr>
<tr>
<td>SEMPA</td>
<td>South East Marine Protected Area</td>
</tr>
<tr>
<td>SIDS</td>
<td>Small Island Developing States</td>
</tr>
<tr>
<td>SIP</td>
<td>Social Inclusion Project in Bulgaria</td>
</tr>
<tr>
<td>SLM</td>
<td>Sustainable Land Management</td>
</tr>
<tr>
<td>SM</td>
<td>Statistics Mauritius</td>
</tr>
<tr>
<td>ZEP</td>
<td>Zones d’Education Prioritaires</td>
</tr>
<tr>
<td>SMEs</td>
<td>Small and Medium Sized Enterprises</td>
</tr>
<tr>
<td>SNC</td>
<td>Second National Communication under UNFCCC</td>
</tr>
<tr>
<td>SRM</td>
<td>Social Registry of Mauritius</td>
</tr>
<tr>
<td>STIs</td>
<td>Sexually Transmitted Infections</td>
</tr>
<tr>
<td>TEDBP</td>
<td>Training and Employment of Disabled Persons Board</td>
</tr>
<tr>
<td>TFSIVG</td>
<td>Trust Fund for Social Integration of Vulnerable Groups</td>
</tr>
<tr>
<td>TVET</td>
<td>Technical, Vocational Educational Training</td>
</tr>
<tr>
<td>UNESCO</td>
<td>United Nations Educational, Scientific and Cultural Organization</td>
</tr>
<tr>
<td>UNFCCC</td>
<td>the United Nations Framework Convention on Climate Change</td>
</tr>
<tr>
<td>UNFPA</td>
<td>United Nations Population Fund</td>
</tr>
<tr>
<td>UNGC</td>
<td>United Nations Global Compact</td>
</tr>
<tr>
<td>UPF</td>
<td>Urban Poor Funds</td>
</tr>
<tr>
<td>WB</td>
<td>World Bank</td>
</tr>
<tr>
<td>YEP</td>
<td>Youth Employment Programme</td>
</tr>
<tr>
<td>Y-PEER</td>
<td>Youth Peer Education</td>
</tr>
</tbody>
</table>
Executive Summary

The Marshall Plan is articulated around 11 sections with an aim to address poverty and inequality, including social protection, employment, social housing, education, health, equity in service delivery, and a focus on Rodrigues. Based on a detailed analysis and drawing on international best practices, it provides evidence, a broad strategic framework to guide key choices and actions, recommendations and clear implementation frameworks.

In order to tackle poverty, it devises an approach tackling the root cause of exclusion through a community-based approach to service delivery for social inclusion. Promoting gender equality and greater opportunities for young people are thereby integrated themes that run 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.

Background

Government committed to achieve a meaningful change with the Government programme 2015 -2019. This included a strong focus on the most vulnerable citizens, with the ultimate aim of shaping a second socio-economic miracle in the interest of one and all, by reducing the gap between the rich and the poor, promoting social justice, economic empowerment and national unity, and protecting the elderly and vulnerable. To that end, Government announced that a medium to long term Marshall Plan will be developed to combat poverty and social exclusion.

The March 2015 budget speech reiterated the will of the Government to tackle the issue of the pockets of poverty through the Marshall Plan. Similarly, the launch of the vision 2030 by the Prime Minister in August 2015 also offered the opportunity to touch upon the issues of unemployment and poverty by stating the need to build on the existing economic set up and create new opportunities to ignite growth across all economic sectors.

Against this background, the Ministry of Finance and Economic Development has requested UNDP’s technical assistance to develop the Marshall Plan, through a multidisciplinary team and a mission fielded from its Regional Service Center for Africa (RSCA) in Addis Ababa. The Marshall Plan to eliminate poverty and reduce inequality has been developed under the leadership of the Ministry of Social Integration and Economic Empowerment, and is aligned on the Government’s vision 2030.

Strategic Approach to Change

Social Inclusion

The Marshall Plan proposes a social inclusion framework anchored in human rights, to assist with the integration of the vulnerable segments of the population into the social, political and economic life of the nation. The goal of social inclusion is ensure all citizens enjoy equal opportunities.
Grounding the proposed framework in human rights originates in international standards that have placed an obligation and duty on governments to ensure that their plans, policies and processes uphold and promote rights and that no person can be discriminated against or experience inequality. This reflects the fact that equality is a fundamental issue central to social, economic, cultural and political rights; and will lead to economic growth.

The human rights based approach provides a useful structure that governments can use to work toward ensuring that no human being is deprived of the resources required to enjoy an adequate standard of living and related rights. It also serves to empower communities and individuals to know, claim and defend their rights and to know their responsibilities. By doing so, this approach shifts the focus from the fact that people have needs to the fact that people have rights.

Social inclusion is a long-term prospect but vital to achieve Mauritius’ 2030 Vision. This presumes two processes taking place simultaneously:

First, barriers preventing the vulnerable groups from participation in economic, political and societal life among the poor are addressed to facilitate a greater access of the marginalized groups to public services, economic opportunities, and resources and whether the existing programmes are available in sufficient quantity and of good and culturally appropriate quality and whether they are accessible to all groups of society, particularly to the poor. From this perspective, the Plan has analyzed barriers to access and provided proposals for interventions pertaining to four levels:

- **Upstream policy level**, including an enabling environment of national legislature, policies and strategies, ensuring that citizens particularly vulnerable groups are involved actively and meaningfully in the design, implementation and monitoring of policies and programmes that affect them.
- **Institutional capacity level**, including key central institutions that deliver services to the excluded groups.
- **Programmes and services**, including government programmes and services, such as social protection, employment, health, education, housing, environment).
- **Community level**, including efforts by the government to empower communities and individuals to know, claim and defend their rights, to know their responsibilities; and meaningfully participate in national development.

Second, changes in attitudes and behaviors take place among the vulnerable groups to allow for their transformation from passive recipients of governments programmes into agents for change at the individual and community level, to eventually become agency in the economic, political and societal processes of the country. The Marshall Plan suggests the community development approach as best suited for the change to happen.

The design and implementation of interventions across all these four levels call for an integrated approach and feedback loop mechanisms that ensure improvements to the programmes based on evidence (See Figure 1).
Figure 1: The Marshall Plan Framework

Marshall Plan Framework

**Social Inclusion**

**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.

**Rights Based Approach**

**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.
A Community-based approach to service delivery for social inclusion

The implementation of the Marshall Plan will be grounded on a new community-centric institutional framework to service delivery, which will ensure that services meet community needs and address local priorities. This new institutional framework should focus on the following:

▪ Working with communities and building stakeholders’ platforms around a community development agenda;
▪ Extending services at the community level through a mix of state and non-state providers, and tailoring them to meet communities’ needs;
▪ Promoting quality of service delivery and driving excellence in the public service, engaging citizens in monitoring service delivery and co-designing solutions.

A community-based approach: rationale, opportunities and risks

The Marshall Plan will be grounded on a community-based approach to service delivery.

Stakeholders have, in several interviews, called for a Marshall Plan that is grounded on a community development approach. They have also noted that intercommunity dynamics are improving and that change is taking root mainly at the community level. There is, therefore, 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.

A Marshall Plan that is grounded on a community-based approach has the potential to promote inclusion and strengthen linkages between non-state actors and the government. Mobilizing communities to identify problems, plan and manage projects helps to empower them and strengthen local capacity for collective action. Communities can lead the change process and use their own capacities to attain their objectives. International experience has shown the value of capitalizing on pre-existing social structures and the efficacy of reaching out to groups rather than individuals.

Choosing to ground the Marshall Plan on a community-based approach is, however, not risk-free. The following risks require attention and management.

Sustainability – 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.

Formal structures of local governance – Notwithstanding how meagre, the central government transfers resources to local governments (District Councils and Municipal Wards/Village Councils) for the implementation of local priorities (i.e., drainage systems, development and maintenance of socio-economic infrastructure and public spaces, and others). Similar and systematic transfers to local communities would not be possible without competing with local governments (i.e. village councils) and undermining their role. Any community-based initiative needs to be carefully designed to ensure that it builds on existing formal and informal community structures – including the village councils – rather than undermining them.

Voice and representation of the poor – Communities have their own internal dynamics, whereby some members of the community exercise power over others and capture the community’s resources. In community dynamics, it is not automatic that the needs of the poorest and most disadvantaged are adequately taken into consideration and addressed. Through adequate representation of the poor in community platforms – or community development councils – the likelihood that their interests are
safeguarded and addressed increases. Against this, close attention must be given to processes such as community mobilization, the establishment of community institutions (community development councils or platforms) and decision-making processes regarding communities’ priorities and initiatives. These are extremely delicate processes that call, first and foremost, for very well trained and professional community mobilisers and social workers. It will be important as well to develop and implement processes that will ensure participation and inclusion to minimize the risk of elite capture.

**Principles**

With consideration of the above, the following are some key principles that should guide the Marshall Plan’s community-based approach to service delivery.

- Bringing services closer to the community; tailoring services to the needs of their users;
- Promoting a mix of state and non-state providers, including NGOs and the private sector, grounded on collaboration, coordination and the creation of synergies;
- Building on existing community structures, wherever possible, rather than establishing new ones;
- Empowering communities to drive their own development, shifting from recipients of aid to principal actors;
- Ensuring broad engagement of diverse members of the community, including households, schools, health centres and traditional leadership structures, local governments, public administration offices, the most disadvantaged members of the community, women and youth;
- Promoting a culture based on inclusive dialogue, listening, debating and consulting; ensuring the active and meaningful participation of children, youth and women;
- Promoting the participation of local governments (i.e. village councils) and representatives of the public administration from the outset, to ensure the effectiveness of this approach and its long-term sustainability;
- Ensuring communities’ contribution (with their own resources) for the implementation of plans, thus promoting sustainability and ownership and avoiding dependency.

**Mapping actors and their roles**

There are a number of actors that interact with communities and that play a role in their development.

*Government/public administration institutions* – First and foremost, there are the institutions of government at the central (ministries) and local level (public service institutions such as schools, clinics, youth centres, etc.). These institutions play a role in several different ways.

1) Implement programmes that will be part of the Marshall Plan Social Contract scheme. These are programmes in the areas of education, employment and others, delivered by line ministries through their deconcentrated structure (i.e., schools, training institutions, social security field offices, etc.).

2) Implement other social programmes that are not part of the Marshall Plan Social Contract scheme, such as, for example, the Youth Employment Programme and the Women Back to Work Programme of the Ministry of Employment, the school feeding programme and similar programmes.

3) Deliver services, such as health services, education, water, sanitation and others.

*Non-government institutions* – The non-government institutions include NGOs, CSR foundations, associations, charities, religious organizations, development partners’ projects and others. These institutions provide a gamut of different services to the community, ranging from education services, health services, services for people with disabilities and for old persons and others. Some non-government
institutions work with local communities, through community mobilisers, to develop and implement community development plans. Social workers and community mobilisers are the interface between non-government institutions and local communities.

**Village councils** – The village councils are the locally elected forms of government; however, given the limits of the decentralization agenda in Mauritius, these have very limited administrative and fiscal power. Most subjects of interest to the poor, such as health, education, water, sanitation and others, have not been decentralized. District and village councils have a very limited budget, which can fund a limited and not strategic number of projects, such as the development and maintenance of public areas (community parks, community centres, sport facilities), small-scale public infrastructure (derange systems, roads) and others alike. Village councils also play an important role with regard to the issuance of permits for land use and others. While incomplete decentralization limits the scope of interventions of village councils, there are some examples of dynamic district and village councils; however, these are not found in the poorest areas.

**Identification and prioritization of communities**

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 MWVC¹.

This initiative will also target beneficiaries of the new income support scheme and other programmes (social protection programmes) enrolled in the SRM and the village councils.

**Institutional arrangements for a community-based approach to service delivery**

This section describes the model of community-based development for delivering the Marshall Plan and other programmes in Mauritius.

**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, NEF will be the operational arm of the MSIEE. NEF will coordinate community initiatives and manage the social contract under the Marshall Plan Social Contract Fund through its social workers and community coordinators. Where NEF will not have capacity to coordinate actions at the community level, NEF will partner with a non-government or government (village councils) institution, which will be identified through a competitive bidding process.

**Delivery of Marshall Plan Social Contract programme** – The MSIEE/NEF will be given the overall responsibility to manage the Marshall Plan ‘social contract’, including coordination with line ministries implementing the programmes that are part of the social contract and the Ministry of Social Security. Through professional social workers, NEF will ensure the effective implementation of programmes that are part of the social contract and the fulfilment of conditionalities on the part of the beneficiaries. Through its social workers, NEF will manage the social contract at the community level, interacting with beneficiaries. NEF social workers will be based in community service centres.

**Delivery of public programmes and services** outside the Marshall Plan Social Contract – NEF, or other coordinating institution at the community level, will provide information to community members

¹ 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).
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 mobilisers, 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.

Of particular importance is the capacity of community platforms to include public sector actors, such as
the youth centres and the youth field officers. 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.

**Community development plans** – NEF or other coordinating institutions at the community level will work
with community platforms through social mobilisers to develop community development plans. Where
NEF lacks capacity to reach out to all communities, it will partner with non-government organizations,
including NGOs, CSR foundations and others, to carry out community organization activities.

---

**Key Development Challenges**

**Poverty and inequality**

Mauritius’ story is a story of success, on both economic and social development, creating a high income
economy with impressive human development indicators, built on a strong and longstanding social
contract between the government and its citizens, as well as to an effective collaboration between the
state and the private sector.

Notwithstanding achievements in the social and economic development domains, Mauritius faces some
longstanding and emerging challenges. A Household Budget Survey undertaken by Statistics Mauritius in
2012 found that 9.8 percent of the population (approximately 122,700 people) lives on less than Rupees
5,652 per month (the relative poverty line), up from 8.5 percent (105,200 people) in 2007. More
specifically, poverty is higher i) amongst women and in households headed by females and by those with
education below the secondary level, and ii) in Rodrigues where economic livelihoods are largely based
on subsistence agriculture, fishing, live-stock rearing, microenterprises and a small tourism industry.

Inequality is another concern and is on the rise. Between the two last rounds of HBS in 2006/7 and 2012,
inequality, as measured by the Gini coefficient, has risen from 0.388 to 0.414. More robust analysis

---

2 Statistics Mauritius (2015)
3 27.4% of household farms in Rodrigues produce mainly for own consumption – 2014 Census of Agriculture, Statistics
Mauritius.
4 Ibid
conducted by the UNDP International Policy for Inclusive Growth (UNDP IPC-IG) using the yearly Continuous Multi-Purpose Household Survey (CMPHS) confirm the increasing trend of the Gini over the period 2007 to 2014 (Figure 2 below)

Figure 2: Inequality, Gini - household per capita income 
Mauritius, 2007-2014 (population)

Further evidence from the same sources tends to show that this increasing inequality is mainly due to the widening differences in salaries and increased demand for high-skill labor. Table 1 below, which gives 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 over the last 8 years.
Table 1: Gini decomposition by income sources
Mauritius, 2007-2014 (population)
Household per capita income without imputed rent

<table>
<thead>
<tr>
<th>Year</th>
<th>Gini</th>
<th>Emp.</th>
<th>Self-emp.</th>
<th>Assets</th>
<th>Pension emp.</th>
<th>Social transfers</th>
<th>NPF</th>
<th>Widow</th>
<th>Other</th>
</tr>
</thead>
<tbody>
<tr>
<td>2007</td>
<td>374</td>
<td>288</td>
<td>57</td>
<td>10</td>
<td>20</td>
<td>-4</td>
<td>0</td>
<td>0</td>
<td>2</td>
</tr>
<tr>
<td>2008</td>
<td>390</td>
<td>308</td>
<td>44</td>
<td>19</td>
<td>21</td>
<td>-3</td>
<td>1</td>
<td>-1</td>
<td>1</td>
</tr>
<tr>
<td>2009</td>
<td>409</td>
<td>325</td>
<td>50</td>
<td>13</td>
<td>22</td>
<td>-3</td>
<td>2</td>
<td>0</td>
<td>1</td>
</tr>
<tr>
<td>2010</td>
<td>407</td>
<td>329</td>
<td>50</td>
<td>8</td>
<td>23</td>
<td>-4</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>2011</td>
<td>413</td>
<td>327</td>
<td>49</td>
<td>16</td>
<td>22</td>
<td>-3</td>
<td>1</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>2012</td>
<td>408</td>
<td>321</td>
<td>47</td>
<td>17</td>
<td>23</td>
<td>-4</td>
<td>3</td>
<td>0</td>
<td>1</td>
</tr>
<tr>
<td>2014</td>
<td>439</td>
<td>346</td>
<td>40</td>
<td>16</td>
<td>29</td>
<td>-3</td>
<td>12</td>
<td>0</td>
<td>0</td>
</tr>
</tbody>
</table>

Most notably, the income of the bottom 40 percent of the population has been growing much more slowly than the rest of the population - at an annual rate of 1.8 percent compared to 3.1 percent for the rest of the population. This trend is concerning, signaling that a large proportion of the population is at risk of falling back into poverty.

Figure 3: Relative poverty rates and numbers, Republic of Mauritius, HBS 2001/02, 2006/07 and 2012

The higher gradients of the lines between 2006/07 and 2012 compared to the less steep lines between 2001/02 and 2006/07 in Figure 3, indicate that the rate of increase of relative poverty has been higher in the last inter-HBS period than in the previous one.

---

5 World Bank, Systematic Country Diagnostic 2015
Extreme absolute poverty, measured by the international poverty line of USD 1.90/day (PPP), has been on the rise over the last 8 years and has exceeded the 1% mark in 2014 (Figure 4 below).

**Figure 4: Per capita income < US$1.90/day (PPP 2011) Mauritius, 2007-2014 (population)**

![Graph showing per capita income](image)

Achieving the last mile of poverty eradication and inequality reduction requires to address both the immediate and root causes. In this regard, a series of key challenges need to be tackled for inclusive and sustainable growth to be achieved.

**Institutional capacity**

**Public service delivery**

Mauritius has a sophisticated and rich welfare system, which includes a myriad of programmes and schemes promoted by different line ministries, some of which are aimed at reaching the poor and most vulnerable members of society. Most crucially, access to public services critical to drive human development, including health and education, is free and universal. Nonetheless, Mauritius 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. Some members of the Mauritian society remain excluded from the economic and social life of the island nation. The reasons behind the ineffectiveness of the system to promote inclusion, shared prosperity and
wellbeing are several; much of these have to do with weaknesses in the design, implementation, monitoring and evaluation systems of social welfare programmes.

Many public programmes are poorly designed, with insufficient attention to the long term impact on the beneficiaries, conditionalities and exit strategies, leading, in some cases, to dependency. Interventions tend to be focused on inputs, with insufficient attention to processes and impact. For example, the training courses provided by the Ministry of Gender Equality, Child Development and Family Welfare do not seem to be designed to address the need of the labor market; moreover, they reinforce gender stereotypes, by providing women with training in areas culturally reserved to them, such as embroidery, tailoring, nursing, and other. Programmes are also not sufficiently pro-poor, very often targeting the population at large, rather than people living in poverty. Moreover, beneficiaries are seldom part of formulation processes of projects and programmes and there is a tendency towards a ‘top down’ approach.

Until the introduction of the Social Registry of Mauritius (SRM), social programmes lacked a uniform (i.e. common to all ministries) eligibility assessment mechanism, with large errors of both exclusion of potentially eligible beneficiaries, and inclusion of ineligible ones (i.e. the non-poor). This is currently being addressed by the establishment and roll-out of the SRM.

Monitoring and evaluation, in 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. From Statistics Mauritius, the mission has learned that most ministries, with the exception of the Ministry of Health, have a Statistics Unit staffed with officers from Statistics Mauritius. However, the extent to which data is used to assess the impact of programmes and inform policy formulation is unclear. For example, the Ministry of Gender Equality, Child Development and Family Welfare has informed the mission that it does not have access to gender disaggregated data to inform programme and policy design. In the absence of impact assessments, policy makers lack the information to guide their decisions on policies and programmes. Most recently, the new government has requested all ministries to establish M&E units and to regularly report to the Ministry of Financial Services, Good Governance and Industrial Reforms, which has been designated as the institution with oversight functions over the entire government.

Gaps and uneven quality in public service provision have been identified as issues; these unveil in many different ways including, for example, in teachers’ performance, 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, and reduce their access to services. This is compounded by lack of accountability of public institutions and of civil servants.

Opportunities to create synergies and maximize impact of social programmes are missed because of lack of coordination between government ministries, as well as between government and non-government actors. The tendency, across government and non-government institutions, is to work in silo.

In many instances, beneficiaries lack access to information regarding social programmes that have been designed and put in place to address their needs. For example, jobs vacancies for the unemployed are advertised on the Ministry of Employment’s portal, which is not easily accessible by the most disadvantaged members of society, who might be illiterate or with no access to a PC.

---

6 The Ministry of Health relies on administrative data – civil registration and vital statistics.
Social welfare in Mauritius has failed to effectively connect the state and the local level, with a series of programmes rarely forming a coherent whole. There is a need to better tailor social services to the needs of their users and to expand the social services network at the community level.

Redress mechanisms

Citizens who wish to provide feedback about their experience with the public administration or on the quality of services received can do so through the Citizens Advice Bureau (CAB). The Office of the Ombudsperson for Children is also a redress mechanism made available to citizens to report violations of the rights of the child. It can be contacted dialing the 177 free number. Several complaints also reach the Office via email or post.

The Office of the Ombudsperson for Children is a dynamic institution, which proactively reaches out to citizens through extensive and intensive information campaigns, workshops with students and teaching staff of primary and pre-primary schools, as well as meetings and workshops with ordinary citizens organized in different locations twice a week. The Office of the Ombudsperson for Children also organizes radio programmes to sensitize and provide information about the rights of the child to citizens throughout the country.

On average, the institution receives 350 complaints per year. From an analysis of the cases lodged with the Ombudsperson for Children it emerges that most complaints come from pockets of poverty and relate to violations of the rights of the child in education institutions. These include high rates of teachers absenteeism, stigmatization of children from vulnerable households by the teachers, and alike.

The Office of the Ombudsperson for Children investigates reported cases with the relevant authorities (i.e. the police) and refers cases to the NEF for follow up at the community level. It also formulates recommendations for policy changes in a number of sectors, including education; however, there is no evidence that these actions have brought about the desired changes in public institutions and in the way in which they provide services to citizens.7

Local governments

Mauritius is administratively divided in District, Municipal Wards and Village Councils, which are locally elected forms of government. However, given the limitations of the decentralization agenda in Mauritius, local planning remains limited and local government units have very limited administrative and fiscal power. Most subjects of interest to the poor, such as health, education, water, sanitation and others, have not been decentralized. District, Municipal and Village Councils have a very limited budget, which can fund a limited and not strategic number of projects, such as the development and maintenance of medium and small scale public infrastructure (e.g. roads, bridges, derange systems), public areas (community parks, community centers, sport facilities) and others alike.

The new Local Government Act is expected to come into place by the end of 2015 and to bring forward the decentralization agenda.

7 In 2013, the Office of the Ombudsperson for Children provided recommendations for education reform. These included: placing the best teachers in the worse schools, reducing the children to teacher ratio, placing social workers in schools that receive children from pockets of poverty, establishing incentive systems to reduce teachers’ absenteeism, launching sensitization campaigns on parenting.
Non-Government Organizations

The non-profit sector is emerging as an alternative provider of social services to the most disadvantaged communities. Numerous are the civil society organizations and other non-state actors, engaged in the fight against poverty. However, these are very small, they are fragmented and lack coordination. The impact of their work is yet to be seen, and for some of these organizations the unit of intervention is the individual, rather than the community, thus reducing the scope of their potential impact.

The government’s two percent CSR policy has also contributed to promote a somewhat artificial growth in NGOs and foundations; however, this has resulted in an uncoordinated and somewhat parallel and competing system of non-state actors.

Box 1: Development partners’ initiatives

Amongst the non-state actors working on poverty, is the UNDP Social Inclusion and Empowerment project. The initiative promotes collaboration amongst public and private sector institutions, NGOs and CSOs to effectively deliver services and programmes to the most vulnerable sections of society. The project works with local communities on the development of community plans and activates community members as champions within the community. The initiative takes a holistic, multi-sectoral, multi-agency, integrated approach. The flagship initiative of the UNDP project is the Kolektif Rivier Nwar (KRN), a community development initiative that empowers local communities to take charge of their own development, through the development and implementation of their own strategic plans. Like a number of other non-government organizations, the UNDP Social Inclusion and Empowerment project works with social workers, most of whom come from the pockets of poverty. The social workers are the interface between community platforms and members of vulnerable communities.

The UN-HABITAT Participatory Slum Upgrading Programme (PSUP) is another initiative that aims at building capacities at the local and national level for sustainable urbanization, through slum-upgrading policy development and the implementation of community action plans.

The lack of a monitoring and evaluation culture and attention to results (or impact) appears to be widespread also amongst the non-government actors (NGOs and foundations). 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 more rigor and to be strengthened, the process also needs to be underpinned by more rigorous evaluations, to ensure effectiveness of public investments.

Funding of local NGOs remains ad-hoc, not results and long-term oriented.

Local planning involving local stakeholders that identifies needs, develops plans, and seeks partnerships and resources, is not well developed, and a welfare well-coordinated mix that includes government and non-government providers has not really taken shape.

The National Empowerment Foundation (NEF)

The National Empowerment Foundation (NEF) is a non-profit state-owned company created and incorporated as a private company. It was established in 2008 from the merger of three programmes: the Eradication of Absolute Poverty Program (EAP), the Trust Fund for Social Integration of Vulnerable Groups (TFSIVG) and the National Empowerment Program (NEP). The 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.

**NEF programmes**

Consultations held during the mission highlighted a number of concerns about the design and the implementation of the three NEF programmes:

- **Inaccurate targeting:** NEF programmes suffer from large inclusion errors. In March 2015, Govt. took the decision to have all NEF clients registered and assessed under the SRM. The registration exercise is almost over for the main island, with an expected total of 12,000 households. NEF staff have been trained in SRM data collection and MSIEE staff (3-4) in SRM basic data analysis. The data collection has been done by NEF officers on printed SRM questionnaires and data capture effected by MSS staff on the SRM system. Registration for Rodrigues is being planned for early December. Up until the registration in the SRM, the targeting of beneficiaries was done on the basis of their self-declared income, with no verification mechanism from NEF. Preliminary analysis and eligibility assessment using the Proxy Means Test (PMT1) on some 8,400 households already registered in the SRM revealed that only about 74 percent (6,200 households) are eligible. The precision will increase with the new PMT2, which the MSS is currently testing. The exchange of SRM information between MSS and NEF will take place through the Government Online Centre (GOC) and the MSIEE.

- In addition, supply-side subsidies in housing, which have featured largely in NEF projects, have been notorious for their targeting errors in that, even if the recipient household is within target at the granting of the dwelling, it does not cease to receive the ongoing housing benefit after it has climbed out of the target group.

- **Not sufficiently pro-poor:** NEF programmes have been found not to be sufficiently pro-poor. For a programme to be pro-poor, its benefits must accrue disproportionately to the poor relative to the non-poor. For example, in its 2012/2015 progress report, NEF reports that, under the P&T Programme, only 10 percent of the trainees in Mauritius Island, in 2014, were reportedly from vulnerable households (259 out of a total of 2,418). In this case, the agency does not apply any targeting, but simply recruits participants via advertisement in the press. Where NEF benefits are available only if the beneficiary can meet up-front or regular payments, they are unlikely to be used by the very poor, who cannot make such payments.

- **Impact:** Since no impact assessment has ever been conducted by NEF for any of its programmes, it is challenging to talk about impact of NEF’s programmes in the absence of any data. However, limited impact of NEF’s programmes emerges from NEF’s own progress reports. For example, 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. These results suggest ineffectiveness. This might be due to several reasons, including quality of the training courses offered by NEF, lack of attention to the needs of beneficiaries, mismatch between supply and demand of skills, and lack of coordination with employers. Moreover, under the Housing and Community Empowerment Programme, the mission found that a housing project of 59 units, built in 2012, had only 11 units occupied as of 2015 (http://www.lexpress.mu/node/269882) and NEF was unable to explain why that was the case.

---

8 Containing about 29,500 individuals
Lack of community empowerment approach: Programmes such as the Child and Family Development Programme and the Housing and Community Development Programme provide in-kind support (dwellings, uniforms, book bags, school supplies). While continued support to low-income households is critical, the mechanisms to deliver such support need to be re-examined. Even if delivered in communities, in-kind benefits can be stigmatizing\(^9\) and emphasize ‘welfare’ rather than empowerment. A gradual change to provision of a cash benefit should be considered, especially as there is evidence that cash transfers are more empowering than in-kind support.\(^10\) In addition, in-kind provision relies on large suppliers and may interfere with the development of income-earning opportunities in poorer communities, e.g., small seamstress and tailor shops that make uniforms (see community procurement under section 3 of the plan), small contractors who build low-cost housing, and other. Moreover, community participation in NEF programmes is currently limited to information and does not involve engagement and empowerment.

Institutional capacity

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’.

Following are some capacity issues that have been identified:

Understaffed: Currently, NEF operates with some 220 staff\(^11\) (most of whom are social workers), including one programme manager, nine community project coordinators, a dozen community project executives and an insufficient number of social workers (see organogram in Figure 3). Moreover, the households-to-social-worker ratio is currently around 500:1, when ideally it should be between 150:1 and 200:1. The NEF leadership informed the mission that the number of field officers – the interface between the NEF and the beneficiaries – is insufficient to provide effective support to the beneficiaries. For example, NEF currently has only one desk officer to cover all NEF initiatives in Rodrigues.

\(^9\) This is likely to be especially the case for the CIS dwellings, which stamp the ‘welfare label’ on the occupant household very publicly.


\(^11\) Data from September 2015
High staff turnover: In the course of interviews with the mission, NEF reported that staff turnover is high and limits its capacity to operate effectively. One of the reasons that has been cited and that would explain the high staff turnover is the condition of employment. Social workers, field coordinators and other NEF staff hold a two-year contract and do not enjoy the same entitlements as their counterparts in the civil service (pension, paid overtime, job security, etc.). In particular, this affects staff on the ground – the social workers – who are often requested to work outside working hours without compensation.

Staff motivation: Lack of terms of reference, as well as NEF’s continuous changing mandate, are driving low staff morale and overall discontent.

Technical capacity: While the mission has not had the time and the space to look at some of these issues in depth, low technical capacity of NEF staff has been reported by several stakeholders and identified by previous missions. NEF and several stakeholders have indicated the need for the professionalization of NEF’s (and others’) social workers. Moreover, the fact that NEF was requested to absorb a 15-person multi-purpose unit from the Ministry of Tourism suggests that NEF programmes or administrative needs do not drive recruitment of NEF staff.

No impact assessment or M&E culture: After seven years of operation, NEF has not conducted any impact assessment on NEF programmes. Progress reports prepared by NEF for the Board are limited.
to inputs and activities, with no attention given to the process and results of its programmes. In the past few months and upon request by the MSIEE, NEF has been investing in the development of an M&E framework. In addition, while NEF deals with a large number of beneficiaries, it does not have an information management system in place; until now, NEF has relied on an Excel-based database to identify and monitor beneficiaries.

- **Lack of accountability:** While being under the oversight of a board comprising government ministries, including the Ministry of Finance and the Ministry of Social Integration and Economic Empowerment, NEF has not prepared financial statements for the past three years. These, in turn, have not been solicited by the Board, which has not taken any action in this regard and has not demanded any accountability. Reports to the Board so far have been only in the form of progress reports of inputs and activities. The mission has been informed that an audit is currently underway.

Against this, the mission has recommended a reorientation of NEF’s operations; a proposal in this regard is included in the Marshall Plan.

**Corporate Social Responsibility**

For the past years, the Government of Mauritius has promoted and opened the space for the engagement of the private sector in the social development of the country. Government policies and regulations on corporate social responsibility (CSR) have, over the years, led to a proliferation of CSR initiatives, projects and foundations. Mauritius’s approach to CSR, however, has remained very traditional, whereby companies’ CSR programmes – often charity-like programmes – are separated from their core operations.\(^\text{12}\)

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. Also, until 2015, strict guidelines governed the private sector’s investments in CSR; such guidelines covered areas of interventions such as health, education, environment, social housing and others. These CSR guidelines, as of 2015, are no longer in place. Still, according to government’s regulations, private corporations can use the resources of the CSR Fund to: 1) implement one or more projects directly, through foundations that they establish for this purpose; 2) fund one or more NGO projects; 3) support one of the programmes implemented by the National Empowerment Foundation (NEF); or 4) partner with a public sector organization for the implementation of specific initiatives or projects.

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.\(^\text{13}\) However, lack of coordination among these and with government institutions has led to fragmentation, to diseconomies of scale and to few results on the ground. Larger CSR foundations have made some efforts to promote greater coordination; however, working groups established under the aegis of the Joint Economic Council (JEC) have not produced tangible results, with the exception of a few of initiatives. Furthermore, CSR efforts cannot be planned long-term as they hinge on the profits of their parent companies, which can fluctuate year to year. This

---


\(^{13}\) Currently, some 550 NGOs are registered under NEF and 350 are under the MACOSS umbrella organization.
often results in brief, *ad hoc* projects. Lack of clarity about the direction of CSR in the country (e.g., changes in guidelines and priorities) and difficult relationships with some government units, reported by CSR managers, further complicate the CSR landscape. Moreover, no independent evaluation of CSR performance has documented the role that CSR has played in Mauritius’s fight against poverty.

Recent developments in Mauritius’s CSR practice have seen the emergence of the *parrainage* approach, whereby private sector organizations adopt selected households in pockets of poverty and, through empowerment initiatives and coaching, accompany them along a journey out of poverty. The *parrainage* approach has been, by and large, welcomed by the new government, which sees it an effective poverty reduction strategy for Mauritius. Notwithstanding the good intentions of the *parrainage* concept, international experience shows the efficacy of reaching out to groups rather than to individuals or households. Still limited to 4,000 beneficiaries, the *parrainage* initiative is very limited, very expensive and different than the community-based approach recommended for implementation of the Marshall Plan. Moreover, Mauritius’s traditional approach to CSR and the *parrainage* seems out of pace with the most recent global CSR developments.

**From corporate social responsibility to corporate sustainability**

The role of business in development has been an ongoing discussion in the literature for more than half a century. Born in the West (United States), the concept of CSR has evolved over the years (see Table 1 below) and has been subject to different interpretations in different country contexts.

**Table 1. The evolution of the CSR concept**

<table>
<thead>
<tr>
<th>1950s</th>
<th>Social responsibility of businessmen</th>
<th>The obligations of businessmen to pursue policies, to make decisions or to follow lines of action that are desirable in terms of the objectives and values of society</th>
<th>Bowen (1953)</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>Some socially responsible business decisions can be justified by the long-run economic gain of the firm, thus repaying its socially responsible behaviour.</td>
<td>Davis (1960)</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Private contribution to society’s economic and human resources and a willingness on the part of business to see that those resources were used for broad social ends</td>
<td>Frederick (1960)</td>
</tr>
<tr>
<td>1960s-1970s</td>
<td>Stakeholder approach</td>
<td>Instead of striving only for larger returns for its shareholders, a responsible enterprise considers the interests of employees, suppliers, dealers, local communities and the nation as a whole.</td>
<td>Johnson (1971)</td>
</tr>
<tr>
<td></td>
<td>Three-dimensional model</td>
<td>The concept consists of corporate responsibilities (i.e., economic, legal, ethical and philanthropic), social issues of business (e.g., labour standards, human rights, environment protection and anticorruption) and corporate actions (e.g., reactive, defensive, accommodative and proactive).</td>
<td>Carroll (1979)</td>
</tr>
<tr>
<td>1980s-1990s</td>
<td>Three-dimensional model of principles, policies and processes</td>
<td>Integration of the principles of corporate responsibility, the policies of social issue management and the process of action into an evolving system</td>
<td>Wartick and Cochran (1985)</td>
</tr>
<tr>
<td>---------------</td>
<td>---------------------------------------------------------------</td>
<td>---------------------------------------------------------------------------------------------------------------------------------</td>
<td>---------------------------</td>
</tr>
<tr>
<td></td>
<td>Institutional framework and extended corporate actions</td>
<td>Four types of corporate responsibilities (i.e., economic, legal, ethical and philanthropic) were linked to three institutional levels (i.e., legal, organizational and individual), while corporate actions are extended to assessment, stockholder management and implementation management.</td>
<td>Wood (1991)</td>
</tr>
<tr>
<td></td>
<td>New concept</td>
<td>A process to integrate social, environmental, ethical, human rights and consumer concerns into business operations and core strategy in close corporation with stakeholders</td>
<td>European Commission (2011)</td>
</tr>
</tbody>
</table>

Source: ESCAP (2013), ‘From Corporate Social Responsibility to Corporate Sustainability: Moving the Agenda Forward in Asia and the Pacific’, Studies in Trade and Investment No. 77

In the early 2000s, with the adoption of the MDGs and the big scandals of 1999 and the 2000s, the concept of CSR stated assuming new meanings. This is when Kofi Annan launched the United Nations Global Compact Initiative and the concept of environmental, social and corporate governance (ESG) was introduced, together with increased scrutiny on corporate governance. At this time, the OECD Guidelines for Multinational Enterprises and standards, such as the Global Reporting Initiative (GRI) and ISO 26000, were introduced.

Against this, it is critical to understand how this concept has changed in order to better understand the role of business in contributing to sustainable development and design policies that promote a new way of engaging the private sector in development. These developments in CSR focus on its integration into core business management.

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 (operating in full alignment with the human rights, labour and environmental standards and anti-corruption policies) and actually designing business models that address societal needs such as access to education, health, water and sanitation, energy, productivity-enhancing services, including ICT and financial services, and, naturally, livelihood opportunities, integrating the poor and vulnerable in businesses’ value chains as employees, suppliers and entrepreneurs.

---

14 Such as those involving Enron, Worldcom, Tyco and others.
15 [https://www.unglobalcompact.org/](https://www.unglobalcompact.org/)
With new meanings, new terms have also emerged for CSR. These are: ‘corporate sustainability’ (CS), ‘corporate responsibility’ (CR) or ‘responsible business practices’ (RBPs). The idea behind this new terminology is to emphasize a shift from a mind-set based on charity to a mind-set focused on a new way of doing business, i.e. a way that incorporates sustainability criteria as an essential part of corporate strategy on which the long-term survival of the business depends (ESCAP, 2013).  

There are two fundamental ways by which companies contribute to sustainable development: 1) by upholding respect for universal sustainability principles in their operations, thus making sure to do no harm; 2) by supporting advances on sustainable development, such as new products, services and business models. Below is a summary of prevailing CSR practices and approaches, some of which are more recent than others.

- **Global value chain** – This refers to the full range of cross-border, value-added business activities, involving the diverse interactions between companies and their partners and stakeholders locally and globally. CSR issues in global value chains focus mainly on environmental impacts, child labour and forced labour, fair trade, corruption, suppliers’ business practices and human rights.

- **The contribution of CSR to sustainable development** – This strand of CSR focuses mainly on the environmental sustainability of doing business, such as on the environmental damage caused by businesses (e.g., water pollution, deforestation, hazardous waste, etc.) and their impact on local communities that, in turn, becomes an obstacle to their long-term socio-economic development. From this perspective, CSR activities are conceived as those that can reverse or mitigate such adverse impacts of businesses’ operations.

- **Inclusive business (or pro-poor business)** – Inclusive businesses encourage local suppliers, producers and growers to participate in their value chain so that they can not only achieve commercial objectives, but also generate employment and livelihoods in local communities and improve productivity. Inclusive businesses also offer opportunities to local communities, micro and small businesses, entrepreneurs and others, in terms of skills development and know-how. They also offer goods and services to low-income communities. Inclusive businesses, however, need focused CSR initiatives, long-term commitment and close partnerships with government. One example of inclusive business is the Grameen Bank in Bangladesh.

- **Full integration of CSR into core business management** – Increasingly, companies are adopting sustainable business practices as an integral element of their corporate strategies. This approach calls for streamlining CSR practices in core operations and value chains rather than implementing isolated

---

17 This is called CSR or CR or RBP. The typical case is operationalizing the 10 Global Compact Principles.
18 This is called inclusive business.
20 Newell and Frynas (2007) suggest that CSR initiatives should target poorer groups more than other groups. They stress the key role of government in inclusive development (e.g., education and employment of minorities) and argue that CSR initiatives can make a larger contribution by reinforcing state-led pro-poor policies in addition to their direct contribution (ESCAP, 2013).
21 Newell and Frynas (2007) suggest that CSR initiatives should target poorer groups more than other groups. They stress the key role of government in inclusive development (e.g., education and employment of minorities) and argue that CSR initiatives can make a larger contribution by reinforcing state-led pro-poor policies in addition to their direct contribution (ESCAP, 2013). The Ministry of Business, Enterprise and Cooperatives (Business and Enterprise Division) has been promoted the inclusive business model in Mauritius, through the National Inclusive Business Award.
CSR programmes. For example, this requires compliance with codes of conduct, labour and environmental standards and non-discriminatory hiring practices, among others.

- **Social enterprises** – Social entrepreneurship refers to individuals or organizations engaged in entrepreneurial activities with a social goal. While business enterprises are established to create profits and growth, social enterprises are established with the primary goal of creating social value while also operating in a financially sustainable manner. Public and private sector organizations as well as non-profit organizations can engage in social entrepreneurship activities.

- **Sustainable investments** – These are defined as investments with the goal of benefiting society and the environment, in addition to financial returns. Sustainable investments include investment models such as socially responsible investment, social venture capital and impact investments. These investment models differ with respect to the degree to which they contribute to development, by the types of investors, by the risk level, by the nature of the enterprises that the model invest in and by how much emphasis is put on financial and impact goals. The type of investment products includes specialized sustainability funds (e.g., clean-tech); impact bonds; climate and crop insurance; and micro-finance and micro-insurance programmes. Investors of sustainable investments include family and corporate foundations, individuals, government agencies, development finance organizations, SME funds, institutional investors and others. By and large, sustainable investing focuses on sectors such as microfinance, clean energy, food and agriculture, affordable housing, education and water and sanitation.

- **CSR instruments** – These are voluntary regulatory measures for CSR activities and include: the United Nations Global Compact (UNGC), OECD Guidelines for Multinational Enterprises, ISO 26000 and the ILO Tripartite Declaration of Principles concerning Multinational Enterprises and Social Policy. Most of these instruments were introduced in the 2000s, with the exception of the OECD Guidelines for Multinational Enterprises, which are much older.

- **CSR reporting** – This includes planning, measurement and appraisal of CSR initiatives. CSR reporting aims at measuring, monitoring and evaluating companies’ CSR performance and promoting companies’ accountability with respect to their CSR programmes. These cover environmental protection, labour relations, human right records, outstanding legal issues and community relations.

Against this changing landscape of CSR practices, objectives and understanding, the Marshall Plans includes concrete proposals for Mauritius to shift from Corporate Social Responsibility to Corporate Sustainability.

**Social Protection**

**Policy**

*Mauritius has had a long history of social protection to assist the poor and vulnerable, but its impact varies.*

The ‘non-contributory’ assistance comes in the form of transfers awarded due to belonging to a

---

22 The United Nations launched a set of Principles for Responsible Investment (PRI) that are guidelines for investors and include economic, social and environmental considerations (or the triple bottom line) in investment practices. The PRI provide a menu of possible actions for incorporating the agenda into mainstream investment decision-making.

23 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
specific category (universal pensions) or because of a low-income status combined with a specific hardship (e.g. social aid). Universal pensions comprise payments to all citizens either 1) over 60 years old or 2) widowed, disabled or orphaned. These transfers are made irrespective of a person’s income. The second form of support, such as ‘social aid’, is a targeted scheme to reduce hardship and vulnerabilities of the poor, associated with specific events in life (e.g. abandonment, female-headed households, carer’s allowance, bad weather allowance for fishermen, etc.). This support also includes in-kind provision of school uniforms, textbooks and school meals. The majority of social protection public expenditure goes (very high spending of 4.4 percent of GDP, unique in Africa) toward the universal pension, with social aid constituting only a small part of this budget. 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 (vocational training, entrepreneurship and self-employment support, job placement and intermediation). The legal framework is stipulated under the National Pensions Act (1976) and the Social Aid Act (1983) and the right to pensions is enshrined in the Constitution of Mauritius. Although rights to social protection, free health and education are enshrined in law, policy and practice, not all citizens who need social services can fully enjoy them due to some systemic issues related to programme design, coordination, lack of information, stigmatization and quality of provision.

Eradication of income poverty is within reach for the Government of Mauritius, but the country deserves a more ambitious social inclusion agenda. Statistics Mauritius estimates that 34,000 households, or 122,000 individuals, live below the relative poverty line, which in 2012 was calculated at Rs.5,652 per adult equivalent. According to UNDP estimates for 2012, lifting these people out of (relative) poverty would cost the government approximately 1.3 billion rupees per year. This paper, however, takes a position of the adoption of the General Poverty Line (ca. calculated at Rupees 3,500 per adult equivalent in 2012) and instituting the Marshall Plan Social Contract as a primary vehicle for anti-poverty programming in the country. The cash transfers are not a panacea to a variety of deprivations suffered by the poor; international experience shows that they work best in tandem with interventions offering the excluded groups a springboard to economic, political and societal opportunities. Lacking access to education, skills-building and decent jobs, people tend to languish under dependency and intergenerational poverty, a situation that many residents of the ‘pockets of poverty’ find themselves in. Therefore, the emphasis must be on the inclusion and empowerment of the poor in all spheres of society: political, economic and social. This agenda will require concerted effort from the entire government, NGOs, CSR and citizens themselves. In addition, though not the subject of this report, the social protection landscape in the country must consider the interplay between non-contributory and contributory schemes, such as contributory pensions or social insurance and their overall impact on the poverty dynamics in the country.

Programmes and services

Many social protection schemes and programmes are provided by state and non-state actors, but their anti-poverty record is mixed. 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 (e.g., over 20 social aid schemes), fragmentation as well as little coordination and coherence among them are key reasons behind their inherent inefficiencies, such as overlaps, inclusion and exclusion.

---

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.

errors, diseconomies of scale and considerable leakages to non-poor. Overall, the system is not pro-poor (i.e., not benefiting the poor disproportionally), as evident by average government transfers of Rs.2,400 to poor-and non-poor households;\textsuperscript{25} data show that goods and services subsidized by the state (rice, cooking fuel, transportation) are, except for rice, regressive.\textsuperscript{26} All this diverts public resources away from people who really need them. Non-state actors, NGOs, CSR and foundations have also been an important source of social protection provision. With the introduction of the 2-percent levy on the private sector to engage in poverty reduction efforts, the number of NGOs across the country has proliferated. To date, a whopping 12,000 NGOs are registered in the country, delivering a variety of social programmes, housing, health and community development with greater or lesser impacts, though most of them are reportedly ‘dormant’. There are serious issues with coordination and coherence of NGO/CSR actions, diseconomies of scale and competition. Coordination under such circumstances is a major challenge, which invariably results in gaps in coverage or overlaps. 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.

**Poverty has been cut in half thanks to the basic pension scheme.** Impressive poverty reduction outcomes are attributed to universal pensions (old-age pensions and categorical transfers, such as widowhood, disability, orphaned children, etc.). The poverty would have been at nineteen percent without basic pension versus 9.4 percent with the scheme.\textsuperscript{27} This costs the state 3 percent of GDP.\textsuperscript{28} The basic pension scheme takes a lion’s share (80 percent) of total spending on social assistance in the country, with 58 percent going to old-age pensions.\textsuperscript{29} Considering population ageing, universal old-age pensions (currently for persons 60+) are clearly unsustainable in the long-term, as they will increasingly drain public resources or divert them from those who need them more. The government already has taken action to address the changing ageing dynamics by extending the retirement age to 65; however, some targeting of universal provision might be necessary.

**Although the Basic Retirement Pension (BRP) is based on the principle of universality, recent evaluations find that the basic retirement scheme disproportionately favors well-off households, because a smaller share of the elderly reside in poorer households.**\textsuperscript{30} According to the World Bank, BRP coverage of the bottom decile is only 24 percent, compared with 34 percent nationwide because only 7 percent in the elderly are in the bottom decile. To address this problem and improve equity in the BRP, Mauritius could consider a two-tiered universal pensions system that would increase the transfers to the underprivileged segment while reducing them for higher income groups. This redistribution would increase ‘pro-poorness’ of the old-age pensions transfers while preserving their universality. A redistribution formula could be worked out to ensure that the scheme would not imply higher budget allocation.\textsuperscript{15} **Social aid, a flagship targeted anti-poverty programme of the government, needs strengthening to become more effective in reaching the poor.** Several studies reveal that social aid has

\textsuperscript{25} Poverty Analysis 2012, Statistics Mauritius.
\textsuperscript{27} Statistics Mauritius, October 2015.
\textsuperscript{28} Mauritius, Systemic Country Diagnostics, World Bank, 2015.
\textsuperscript{29} Inclusive Growth Report, World Bank, 2015.
\textsuperscript{30} According to the World Bank (Inclusive Growth Report, 2015), beneficiaries in the poorest decile received an average benefit that was 16 percent lower than that of the wealthiest half of the population (MUR3,372 versus MUR3,901) with one reason being a smaller share of older persons in the poorer households.
\textsuperscript{15} For example, 20% (or 25%) of any future overall increase in the Basic Retirement Pension could be allocated to the 10% poorest, and 80% (75%) of the increase to the rest of the beneficiaries.
not been effective in covering the neediest.\textsuperscript{31} The Household Budget Surveys of 2006-2007 and 2012 show that only 30 percent of the social aid goes to the poorest decile,\textsuperscript{32} an unintended outcome, given the pro-poor pronouncements of the government. Considering weak pro-poor targeting of the programme as well as limited resources allocated for its implementation (only 0.35 percent GDP compared to 3 percent of GDP going to universal pensions and 1.7 percent GDP to contributory pensions), the impact of the programme is relatively limited.\textsuperscript{33} The estimates suggest that poverty reduction outcomes of social aid are negligible. According to data from 2012, in the absence of the scheme, poverty would have been 9.8 percent rather than 9.4 percent with the provision of social aid.\textsuperscript{34} Previous studies calculated that 60 percent of the poor do not have access to any form of social protection in Mauritius.\textsuperscript{35} Although income poor, they might be excluded from the social aid provision because they do not belong to one of the categories under which social aid is provided and which is the first test of inclusion.

Social aid consists of 20-some schemes ranging from income support in various life contingencies, to bad weather allowance for fishermen, to transitional unemployment benefits. It is conceived as a temporary measure to ameliorate risks and hardship of the poor associated with abandonment, being one-parent family, loss of job, sickness or other events; in reality, it rarely is a temporary feature. Due to a lack of a clear exit strategy, many participants receive benefits for a prolonged period and never actually graduate from the system. As a result, the leakages to the non-poor are very large, especially as the institutions apply different criteria for eligibility, different income thresholds and do not communicate among each other, which leads to double-coverage. Social aid programme has also shown a limited ability to ‘empower’ participants to re-join the productive processes.

**The ‘empowerment’ function of the current social protection programme needs to be strengthened.**

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 lead independent and productive lives. Currently, the social protection system shows signs of dependency syndrome, with many participants staying on welfare for a long time with little connection to productive sectors (e.g., skills enhancements, etc.). Although the amount of transfers hardly suffices to cover basic living expenses, casual work to supplement government transfers is available in the informal labour market.\textsuperscript{36} This discourages people from seeking full-time employment and engaging in more productive activities and de facto perpetuates their current state and dependency on cash transfers. The issue of disincentives to work needs to be carefully examined to arrive at a situation where assuming full-time employment is more beneficial than social assistance and income from casual work. Dependency on public transfers is particularly pronounced in Rodrigues, where, on the whole, no viable employment opportunities exist. The proposed Marshall Plan Social Contract with payments contingent on participants’ strengthening their and their children’s human capital (health, education, skills, employability) is one measure to contribute to the ‘empowerment’ of disadvantaged populations. Cases of multiple vulnerabilities and cumulative disadvantages of individual households (e.g., unemployment might be compounded by sickness and a lack of education and skills prevent a person from finding gainful employment, etc.) might require tailored approaches that combine financial assistance with mentoring, counselling, coaching, job placements and other measures delivered through a network of social workers.

\textsuperscript{31} Muller, Profile of Social Aid Beneficiaries, 2010, Muller 2013.
\textsuperscript{32} HBS 2012.
\textsuperscript{33} Mauritius, Systemic Country Diagnostics, World Bank, 2015.
\textsuperscript{34} Poverty Analysis 2012, Statistics Mauritius, October 2015.
\textsuperscript{36} The current threshold for social transfers is Rs.6,200 per month per household, whereas the relative poverty line has been estimated at Rs.5,652 per adult equivalent (Statistics Mauritius); the so called General Poverty Line elaborated by UNDP stands at Rs.3,500 per adult equivalent. This implies that a household of two persons or more with an income of less than Rs.6,200 can hardly cover its living expenses and must resort to informal jobs to supplement income.
(case management). The minimum wage policy, currently under discussion in the country, is also a step in the right direction, but more strategies are needed. For example, other measures that enhance the linkages between social protection and labour markets need to be strengthened, e.g., wage subsidies, tax breaks, entrepreneurship and social entrepreneurship development or using CSR modality to employ the poor in CSR’s parent companies.

**Institutional capacity**

**Institutional arrangement and capacity for social protection delivery needs strengthening.** Issues pertaining to performance standards, fragmentation, lack of coordination, silo-approach, and overlaps in the delivery as well as lack of monitoring and evaluation seriously undermine the impact of existing programmes to assist the poor. In general, the modality of the delivery of social assistance is outdated and bureaucratic and to some extent politicized. For example, institutions might keep their own databases of the poor and apply their own selection criteria to service provision. Social housing is provided by NEF, MSS, the Ministry of Finance and CSR-sponsored measures. As described elsewhere, the SRM system, once adopted, might address some of those deficiencies. However, more needs to be done to ensure an integrated approach to social protection provision in the country.

There is general consensus that NEF needs serious reforming of its management, programmes and practice if it is to play a role of ‘empowering the nation’. The UNDP mission was not the first to conclude that, in its current form, the Foundation cannot perform according to the needs of the people it ought to serve and to the standards of a modern institution.**37** NEF operates three programmes: housing, child development and training and placement. The programmes lack a broader vision, adequate targeting, monitoring and evaluation and are not always pro-poor. For example, training/placement opportunities are available to whoever has read a press announcement about the programme. Furthermore, lack of financial management, information management (MIS), monitoring and evaluation are severely limiting the impact of the Foundation. Finally, other institutions are better equipped to provide training and placement and housing than the NEF (e.g., the Ministries of Labour, Education and Housing) and validity of this function to remain in NEF is disputable (see more on the NEF in the Section 12 of the Plan).

**Social workers are the cornerstone of a case-based social protection work, but the profession requires more support.** NEF’s social workers and regional coordinators are a group of highly dedicated professionals, but they are severely overstretched and do not have 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.**38** Their workload has increased recently, as they have been tasked with conducting questionnaires for the inclusion of the poor in the SRM system. It is expected that they will continue to play an even more important function once the system is fully operational with added-on schemes and will require regular updates. Being contractual employees, they 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 Mauritius Qualification Authority (MQA), with UNDP assistance, have recently taken steps to professionalize the industry; these efforts need to be supported (See more in proposal 2.3 in the Plan).

Many potential beneficiaries of the social protection programmes are not aware of the programmes’ existence. The analysis of preliminary data on the recent registration of NEF clients into the SRM system reveals that only 27 percent of NEF client were registered despite an outreach efforts by the NEF officers.

---

37 UNDP-World Bank Report, 2010; Rapid Assessment of NEF and other studies.
38 According to the World Bank (interview with the NEF).
Innovative and traditional channels of reaching the poor need to be considered. For example, because poor communities often lack access to the Internet, television or radio announcement or print media would be more appropriate.

Monitoring and evaluation of social protection are practically absent at the levels of institutions, policies, programmes and the system. The culture of monitoring progress, reporting on results and evaluating government initiatives is weak across government units and sectors and in NGOs. While external studies attest to the effectiveness of some of the social protection programmes in alleviating poverty, there is no systematic monitoring and evaluation. This prevents policymakers and civil servants to make crucial decisions regarding the design of the programmes, making amendments to its execution and advocating for policy change. 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 (See Section 2).

The Social Registry of Mauritius (SRM) helps streamline the social protection provision and makes it more pro-poor and more cost-efficient. The SRM is a centralized dynamic database of social programme beneficiaries to manage social programmes in an integrated manner by improving their targeting efficiency and thus minimizing leakages to non-poor and under-coverage of the poor. It has the potential to become a key source of data on poverty dynamics in the country, which would be invaluable for policy analysis. It operates under the aegis of the MSS with support from the Ministry of Finance and Economic Development (MOFED) and with technical assistance from UNDP. Current programmes that use SRM for administering the beneficiaries are: child allowance, housing and crèche (child care). The initial analysis of the impact of the SRM on programme provision is encouraging (e.g., elimination of programme leakage to the non-poor). For example, in case of child allowances, the system has been able to limit provision to non-poor: out of some 18,000 households registered in the SRM for Child Allowance, 48 percent (around 8,700 households) have been found to be eligible for benefits from the scheme. Furthermore, the Mid-Term Review of the UNDP Mauritius Country Programme notes that the SRM is reaching the poorest and most vulnerable members of society and is mitigating gender bias relating to poverty; this is especially relevant, as approximately 50 percent of the poorest registered households are headed by women. At the same time, SRM will need to enhance its redress mechanism for families that feel unjustly excluded from the programme (see Section 2).

**Employment and Entrepreneurship**

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 employment situation is particularly dire in Rodrigues, where very few employment opportunities exist, especially for those who do not pass the exams for the certificate of primary education (CPE). As a result, many Rodriguans come to Mauritius to look for work. However, having a job does not necessarily mean that one has a way out of poverty. Indeed,
eighty-two percent of workers in sectors that are less productive, such as agriculture or sectors that demand low levels of skills (e.g., fisheries, low-end services, manufacturing), are also more likely to remain poor, as are those without the CPE.\textsuperscript{43}

Employment and economic activity are important not only for their income-generation function. Jobs are associated with increased self-worth, stronger social networks and overall enhanced human capital. But the value of having a job goes far beyond the individual and household level. Studies show that jobs benefit society as a whole by installing a sense of participation, contributing to shared values and fostering civic participation and trust in institutions.\textsuperscript{44} Employment fosters social inclusion, mobility and social cohesion. In multi-ethnic societies, such as in Mauritius, jobs can offer a platform for interaction between different cultures, thereby helping to fight stereotypes and to build social cohesion. In contrast, long-term exclusion from the labor market not only undermines human capital at the individual and household level, but also weakens social capital, networks and societal ties and perpetuates the cycle of poverty and exclusion, even across generations. Though specific data on this subject does not exist, interviews with NGOs indicate that jobs and social mobility of disadvantaged groups are quite restricted, particularly among residents of pockets of poverty, and are further compounded by segmentation of employment and lack of equal opportunities in accessing certain jobs.

Disadvantaged persons cannot take full advantage of the available employment opportunities in Mauritius. According to a recent study by the World Bank, over 50 percent of Mauritian companies cannot find the workers with the right profiles to fill vacancies, especially in IT, higher-end services and finance.\textsuperscript{45} Furthermore, the mission as well as earlier studies found that, in several sectors that require low levels of skills, vacancies remain unfilled. In this context, around 30,000 foreigners currently work in Mauritius, not only in jobs requiring higher levels of skills, but also in manufacturing (e.g., in lower-skilled textile jobs) and tourism. With current official unemployment figures standing at 7.8 percent (2014),\textsuperscript{46} if local workers filled the jobs currently performed by foreigners, most Mauritians who are willing and able to work could find employment.

As the economy shifts toward modern services and ‘new’ industries that require a very specialized workforce (e.g., in ocean economy), excluded groups will likely be further negatively affected unless the country seriously addresses the skills issue. Employment opportunities will likely arise in the following sectors:

- Tourism with a forecast of 8,000 new jobs in the near future
- The care economy is a growing sector, given population ageing
- Ocean economy will likely provide 25,000 new jobs in the next three years along the skills spectrum (e.g., lower-end jobs in port facilities, shipment, cargo, net reparation, waste disposal, fisheries and value-added production in the sector, such as canning).
- Financial services and IT. (Although both sectors show a healthy jobs growth, they require more skills and thus might not be an immediate source of employment for unskilled workers. Longer-term skills gaps among this part of the population will need to be tackled.)
- Agriculture and agroindustry: currently employing around 7 percent of the population,\textsuperscript{47} the sector has a significant growth potential for small-scale farmers and value-added food production by local SMEs, which would reduce the country’s need to import food.

\textsuperscript{43} Ibid
\textsuperscript{44} World Development Report 2013: Jobs, World Bank, 2013.
\textsuperscript{45} Mauritius, Systemic Country Diagnostics, World Bank, 2015.
\textsuperscript{46} Statistics Mauritius
\textsuperscript{47} Poverty Analysis 2012, Statistics Mauritius.
• Green jobs can become an important source of jobs for disadvantaged populations. According to earlier studies, environmental management, agriculture, manufacturing, tourism, transport, water, energy and waste sectors are growing sectors and can include green jobs (please see more in the section on environmental protection).
• Over the medium term, the change from top-down housing supply to enabling the small-scale construction sector to build dwellings should create more work in construction as the informal sector usually employs more unskilled workers per dollar output than the state or formal private sectors.

The current situation requires an examination of the constraints on employment among the poor.

**Education and skills**

Low standards of education and vocational training in the country fail to equip young men and women 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. This implies that the quality and relevance of the training offered does not match the requirements of the private sector. According to the mission, even when candidates for jobs possess the required education or certification, they still lack appropriate skills, experience or attitude. Young people reportedly have unrealistic expectations regarding the entry-level positions. This leads to high turnovers at the cost of the firms and disassociates youth from the labor market. Soft skills, such as work ethics, professional behavior, punctuality, etc., have also been in short supply among disadvantaged youth, according to the interviews.

• **Disadvantaged groups do not access available jobs.** Vacancies exist at different skill levels, but remain unfilled even though training and placement programmes are available. For example, the tourism sector offers a broad range of opportunities for workers with lower skill levels; the same
is true of the fishing industry and manufacturing. The construction sector also provides an easy-entry work for unskilled workers, especially that part of it which builds low-cost housing and the attendant infrastructure. Aside from the skills mismatch, 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 employment. In other cases, fear of losing social transfers (e.g., social aid, child allowance or other cash 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.

- **Lack of information:** Notwithstanding government efforts to address the skills mismatch, enhanced employability of the disadvantaged youth, training and placement programmes offered by several state and non-state providers, many people are not aware that these exist.

- **Some available programmes are not pro-poor:** Some training and placement programmes offered by the government are open to graduates of secondary education (e.g., the Dual Training Programme). This excludes a large share of disadvantaged youth who drop out of school before completing the primary level. In a similar vein, people from poorer backgrounds find it difficult to use the job intermediation website https://www.mauritiusjobs.mu/ run by the state employment services. The website is in English only, which might be a problem for most people, who speak Creole or French. In addition, people from a poor background have limited Internet access.

- **Segmentation of the labor market and restricted access:** the labor market in Mauritius shows signs of segmentation whereby, for some groups, access to certain jobs are restricted. Though the government has instituted several policies to ensure equal opportunity (e.g., through enactment of the Equal Opportunity Act, 2008), interviews reveal that, when applying for jobs, residents of

---

**Opportunities for employment in the tourism sector for vulnerable groups in Mauritius**

Tourism is an important sector in Mauritius, constituting 7.4 percent of country’s GDP in 2014. Currently, 28,780 persons work in tourism in establishments with more than 10 employees; additional employment can be found in smaller seasonal enterprises servicing tourists. According to estimates, the sector will create an additional 8,000 jobs in the near future. Tourism potential in Rodrigues is large and can bring tangible economic benefits to the island, including investment and much-needed jobs. The overall policy has been to preserve the island; thus small boutique hotels and establishment would be preferred. For that to happen, the state will need to address water scarcity, airport capacity as well as skills deficits.

The sector is relatively labour-intensive, as higher-end hotels require two employees per room and jobs for lower-skilled workers are abundant (e.g., housekeeping, waiting, food production). The entry-level salary in the tourism industry is between Rs.8,000 and Rs.10,000, reaching between Rs.12,000 and Rs.15,000 per month when benefits such as meals, accommodation, tips, insurance and free transportation are added. However, the hoteliers find it hard to fill these jobs and thus resort to hiring foreign students seasonally. Discussions with the Association of Hotels and Restaurants reveal that one bottleneck seems to be the mismatch between available skills and the needs of the industry. Only one school prepares youth for jobs in the tourism industry: l’Ecole Hoteliere G. Douval. Though considered competitive by Mauritian standards, the school has not in the past decade been able to produce graduates with profiles that the industry demands. Another challenge identified by the industry is the shortage of unskilled and semi-skilled labourers in the labour market. Though jobs in tourism are available, the number of applicants per advertised job vacancy is very low and the turnover very high. The industry is also part of the Dual Training Programme. Some plausible explanations for the labour shortage might include: odd or long hours; commuting, often at night; and, in case of families with children, difficulty in finding child care while parents work long hours.

*Source: Interview with Ministry of Tourism and the Association of Hotels and Restaurants, Port Louis, September 2015*

---

certain areas are disadvantaged on the basis of their address or their lack of permanent residence. The Equal Opportunity Commission is mandated to address complaints alleging discrimination on the basis of one or more grounds: age, caste, color, creed, ethnic origin, impairment, place of origin, political opinion, race or sex. The Commission also sensitizes employers to promote recruitment on the basis of merit and promotes ‘positive action policies’ to level the playing field for all citizens through education, integration and sensitization campaigns. Cases investigated by the Commission regarding discriminatory practices in hiring and promotion come from the private sector only. From 2012 to 2014, the Commission received 1,058 complaints, most on the ground of ethnic origin and political opinion. The Public Service Commission handles cases related to civil servants’ promotion, but not cases questioning the fairness of civil service recruitment practices.

**Government response**

The government has many active labor market programmes aimed at increasing employment opportunities for poor and vulnerable populations. Several ministries run labor market services including training and placement, job intermediation and entrepreneurship development services. However, in the absence of evaluation of those programmes, the mission has not been able to establish the extent to which they can make a real difference in the employment situation of disadvantaged populations. Furthermore, the mission found that coordination between existing strategies and programmes needs to be improved, as does the interaction between the government programmes, private sector and non-government sector. Some programmes, though intended for low-skilled disadvantaged populations, have design failures that prevent their use by the poor, e.g., the information on the job opportunities is available in English, and access to job ads requires Internet access or programmes are open only to graduates with secondary education degree, which many poor do not have. Despite these considerable efforts, the existing programmes reach less than a quarter of unemployed workers, according to a government document. Furthermore, while the emphasis on youth as main target of those programmes is sensible given higher unemployment figures among young people, older workers as well as the long-term unemployed (inactive) have very limited support from the state.

The policy measures implemented include, inter alia, the following:

- **Employment Services**: the Ministry of Labor, Industrial Relations, Employment and Training operates 14 Employment Information Centers in different regions, including one in Rodrigues. They register jobseekers and facilitate placement.

- The Ministry of Labor also maintains a portal for jobs seekers, www.mauritiusjob.mu, which provides information on available vacancies, employment programmes, registration guidelines and other topics. Though the portal also advertises vacancies for lower-skilled workers, its reach to disadvantaged groups might be limited. The portal is in English only, a fact that, in addition to a lack of Internet access, might prevent the poor from using it.

- In addition to the above, the Ministry of Labor runs the three flagship programmes described here below. These programmes, however, have not been designed to address the specific needs of, and do not target the poor. On the contrary, by design the likelihood that these programmes can help make a dent into poverty is very low. For example, women with less than secondary level education have less chances to benefit from the Back to Work Programme, given that the programme does not specifically target women registered in the SRM, who are more likely to have less than secondary level education. The same logic applies to the Youth Employment Programme (YEP). Youth with higher level

---

49 Albeit many generations ago.

education are more likely to access and benefit from the programme, than youth coming from poorer households with lower than secondary level education, as the latter are far less competitive than the former in the job market. For these programmes to be able to contribute to the fight against poverty, they would need to target the poor and be reserved for people registered – and found eligible – in the SRM system.

- **The Youth Employment Programme (YEP),** a public-private initiative, provides placement and employment opportunities to those aged between 16 and 30 years. It promotes skills development in line with the needs of industry and helps employers find qualified personnel.

The government subsidizes the placement of participants by paying 50 percent of their salaries. To date, some 15,000 young persons have been placed in sectors like ICT, hotels and restaurants, trade and manufacturing, representing 72 percent of the number of youth registered. As of December 2015, the programme now also places participants in the public institutions. The YEP programme shows good results, with 90 percent placements and 75-80 percent still in the job after one year. Following the success of the YEP, the duration of the placement of youth under this programme has been extended to two years to enhance prospects of employment.

- **The Dual Training Programme,** a subsidized scheme based to some extent on the German model, allows students to spend part of the week in the classroom and the rest of the week in on-the-job training. However, as it requires secondary education, this programme is not pro-poor.

- **Back-to-Work Programme (BTW)** is another subsidized training and placement programme for women over 30 who wish to start or return to work. The participants are placed for six months in companies with the aim of permanent employment after this period.

- NEF has its own training and placement programme for vulnerable groups. However, as indicated elsewhere in this document, it is debatable whether the Foundation has a comparative advantage in this area.

- The Training and Employment of Disabled Persons Board (TEDPB) provides training in agriculture, basketry, jewelry, wheelchair repair, embroidery and reception, which enhance employability.\(^{51}\)

- The Human Resource Development Council (HRDC), housed in the Ministry of Education and Human Resources, Tertiary Education and Scientific Research, has the responsibility of assessing and forecasting the labor market and of ensuring that skills meet the demands of the shifting economy. The HRDC also introduced a programme of 2- to 4-week placements in enterprises for secondary school students.

- The Circular Migration Initiative launched a programme for semi-skilled workers to work in Canada, France and Italy and then to return to Mauritius with more skills and knowledge. Since the launch of the programme, 476 workers have been placed in Canada; in 2015, 70 people, including 15 from Rodrigues, were selected for a 15-day training programme in Italy.\(^{52}\)

- Ten recruitment agencies in Mauritius focus on placement of Mauritian on cruise ships.

- The Mauritius Institute of Training and Development (MITD) has been operating since 2009 under the aegis of the Ministry of Education and Human Resources to promote excellence in technical,

---

\(^{51}\) The mission noted that almost all of the cited activities assume mobility disabilities. Perhaps their scope should include those without motor or mobility disabilities, such as deaf people and those with learning difficulties.

\(^{52}\) MDG Report 2015.
vocational education and training within a network of 25 centers across the country, including one in Rodrigues.

- Finally, with the assistance of UNDP, the government (Ministry of Finance and Economic Development) has designed a project to support social entrepreneurs to cater to the most vulnerable groups. This project is currently in the pipeline.

Entrepreneurship development

The estimated employment in the SMEs in Mauritius was around 306,900 as of 2012. Most SMEs jobs are created in wholesale, retail and trade, followed by construction, light manufacturing, agriculture and services. The government support offered to entrepreneurs seems to be working well. There are a number of programmes offered for entrepreneurs and micro-entrepreneurs, including skills enhancement, facilitation of access to finance, markets, life skills training, etc. Entrepreneurship courses are now compulsory in primary and secondary schools. A new SME bank as well as a one-stop shop for all paperwork related to setting up an enterprise are the newest additions to ensuring the right entrepreneurship environment. Entrepreneurs can take loans up to Rs.150,000 without collateral; they can also take up loans for equipment and technology upgrades.

Entrepreneurs and those interested in self-employment can use one of the 10 business development offices around the country that help assess liability of projects, acquire loans, register a company and coach/hand-hold programme participants. They assist entrepreneurs from inception of a business idea to its realization, including access to finance, markets and know-how. The assistance is offered to formal and informal enterprises. In addition, the government has set up several specific schemes to promote entrepreneurship:

- To promote innovation, the government launched the start-up entrepreneurship scheme for firms with creative and innovative business ideas. The government subsidizes salaries up to Rs.20,000 for 12 months of business and a two-year moratorium on any repayment. The Inclusive Business Award is a competition to reward procurement of goods and services from enterprises led by the disadvantaged.

- The Mauritius Business Growth Scheme is another government programme; it was set up in 2010 in response to the economic crisis to avoid closures of businesses. The government provides: matching grants covering up to 50 percent of business costs; capacity advisory; financing up to 90 percent; and assistance with business development and connecting businesses to markets.

- To address the lack of access to industrial space, the government has set up SME parks across the island.

- The SME Development Authority, a parastatal body established in 2009, offers a wide array of services to help SMEs develop and expand.

Finally, the National Women Entrepreneurship Council (NWEC) is supporting women who want to set up businesses by providing training, support and access to markets for MSMEs. The NWEC has 5,000 members, supported by three business development officers. One-thousand cooperatives in the country bring together 50,000 members in agriculture, the sugar industry, fisheries and transport.

---

53 Data from the Ministry of Business, Enterprise and Cooperatives.
54 Formulation of social inclusiveness and social entrepreneurship strategy, 10 Propositions for Mauritius, Republic of Mauritius, UNDP, 2014.
Social Housing

The nature of housing in Mauritius

Unlike many other African countries, Mauritius does not have a serious problem of housing shortage, nor is there a serious shortfall in infrastructure provision to dwellings. The comparatively small rural-urban migration is a great advantage in this. There are, of course, pockets of poor housing and lack of infrastructure, but these are the exception rather than the rule. It is, however, these on which this Marshall Plan focuses.

Census data from 2011\(^{55}\) show that more than 75 percent of households occupy separate houses (the Villa-type accommodation). Whilst semi-detached or block of flats together have increased from 12 percent to 17 percent between 2000 and 2011, they are still in a minority. Housing in Mauritius is roughly equally divided between single-storey and multi-storey buildings. The latter is increasing partly because housing suppliers have been experimenting with apartment blocks and partly because storeys have been added to existing dwellings to accommodate several generations living together. Many structures have reinforcement bars extending above the roof level for further extension. The extension activity that this demonstrates offers much increase in built housing space on the existing development footprint. The overwhelming majority of housing in Mauritius is built in concrete, following practice after the 1945 cyclone. There are, however, approximately 2,000 dwellings built in the 1960s from asbestos panels held together with steel section.

Housing is generally not overcrowded in Mauritius. As household sizes have decreased to 3.6 since 2000, mean occupancy rates per room have declined from 0.91 to 0.79. The World Bank and UNDP report\(^{56}\) recognizes that there is a critical need for housing for households living in poverty. It reports that poor households average four persons and occupy 3.7 rooms (just over one person per room) compared with 5.2 rooms overall. Even this, however, is hardly overcrowding against international experience and it flies in the face of suggestions from government stakeholders that it is common for many people to share a single room in the ‘pockets of poverty’.

The overwhelming majority of housing in Mauritius (nearly 90 percent) is owner-occupied. This is very unusual in sub-Saharan Africa and suggests that there might be an important lack of choice in housing tenure, generating classes of households that are ‘house-rich but cash-poor’. The World Bank and UNDP report\(^{57}\) suggests that renting is more common among poor households, at 16 percent compared with 8 percent overall. The Landlord and Tenant Act dates from 40 years ago, with only an amendment for business premises in 2002. There is said to be a relatively large proportion of empty dwellings in Mauritius\(^{58}\) and especially Rodrigues, as owners have emigrated and not passed the right to occupy the dwelling to anyone else.

Infrastructure supply

Domestic infrastructure supply in Mauritius is exceptionally good for sub-Saharan Africa. Mauritius Island has a very high proportion (over 90 percent) of homes with piped water supplies and waterborne sanitation. Almost all of the water supplies include running water in the bathroom. Sanitation is almost universally by a flush toilet, usually to a septic tank or soak away. Almost all households have a kitchen

\(^{55}\) Statistics Mauritius (not dated).
\(^{56}\) World Bank and UNDP (2011)
\(^{57}\) Ibid
\(^{58}\) The representative of the Joint Economic Council suggested this.
within the house. It is not uncommon in Mauritius for water supplies to run dry on occasions during the summer season. In Rodrigues,\(^{59}\) however, freshwater is so scarce that many households receive water only once every month for a few hours, so water tanks are universally used to store water against the long stoppages and half of households do not have access to improved sanitation.\(^{60}\)

The 2011 census reports that almost all households in Mauritius use gas for cooking, leaving only 2 percent using wood and charcoal. The WB and UNDP report to NEF shows that fuel use is different from this. In it, 20 percent of households are reported to use wood and 6 percent to use kerosene for cooking. Of poor households, however, 41 percent use wood and 11 percent use kerosene.\(^{61}\)

Authorized waste collection is the overwhelming method of solid waste disposal and management in Mauritius. There is some recycling of plastic bottles, paper, cardboard and other wastes.

In all of this, Mauritius misses out on the community development potential of housing and infrastructure supply and maintenance. Although there is a policy to use labour-intensive methods of construction, the lack of community participation should be acknowledged and supported.

Affordability of housing

Unlike many countries in the region, Mauritius has a relatively small low-income group. Only about 30 percent of households have incomes lower than Rs.15,000 per month. Genuine efforts are made by the government’s suppliers to target the lowest 30 percent of the population and especially those (about 10 percent) who earn less than Rs.6,200 per month in Mauritius (Rs.5,000 in Rodrigues).

According to the CAHF Yearbook for 2014,\(^{62}\) 80 percent of Mauritians have accounts in the 21 banks doing business there, but 70 percent of the country’s financial sector is concentrated in four banks. The recent slowdown in economic growth that has dampened construction sector activity increased non-performing loans to 3.5 percent in September 2013. The banks are mainly funded from deposits from customers, but savings have declined from almost 30 percent of GDP to around 13 percent. Mortgages are available from 15 banks and just over 12 percent of dwellings were mortgaged in 2011, down from 16 percent in 2000.

Constraints on the growth of the mortgage market in Mauritius include a lack of affordability for informal sector workers and the cost and time involved in foreclosing. A public credit bureau keeps credit records for just over half of the population.

The housing supply process

Unlike most countries in the region, the Government of Mauritius has had quite a hands-on housing supply process for so-called ‘low-income’ groups and people living in so-called ‘pockets of poverty’. The supply process has been heavily project-oriented, using a top-down approach of deciding what housing is suitable, without consultation with future residents, and providing as much of it as they can under their budgetary constraints. There has been little help to households who are not resident in project areas. Social housing has been provided in projects by government and major employers (sugar estates) with varying degrees of success. Several of the projects are very small, however, and there is a need to scale up housing supply whilst keeping the best aspects of the supply experience.

Much of the low-income housing supplied by official institutions for low-income households has probably passed to medium- or higher-income groups, either originally when it was allocated or through the

\(^{59}\) According to the Rodrigues Assembly minority leader.
\(^{60}\) Statistics Mauritius (2011).
\(^{61}\) World Bank and UNDP (2011).
\(^{62}\) CAHF (2014).
improvement in the livelihoods of those households since allocation, a problem to many current low-income households to find accommodation through the informal sector. This impression is reinforced by windshield surveys of government-built estates where extension activity is very common indeed and often to quite a high standard and, therefore, at a high cost.

Housing supply in the past has been divided between the formal private sector at the top of the market, the informal private sector at the bottom and various government institutions seeking to supply low-middle- and low-income households. The dwellings have generally been quite small (39m$^2$–50m$^2$) and intended for owner-occupation through accumulating rents in lieu of mortgage payments or through subsidized loans awarded by government institutions, often the same ones that supplied the housing.

Housing in Mauritius has been seen as a welfare good, something that government should provide to people in need at a subsidized rate because they cannot afford to pay its full cost. Within its policy of being a welfare state, the Government of Mauritius has defied international trends and continued to be intimately involved with housing supply for the poorest third of its households. This is surprising and to be commended. As usual in sub-Saharan Africa, however, government housing in Mauritius is too expensive and in too short supply to reach all who ‘qualify’, even though it is very low-cost and constitutes a significant proportion (one third) of the housing stock. Few countries have found government housing supply to be the best solution for the poor. At this juncture, the question needs to be asked whether Mauritius can sustainably cope with this centralized supply.

Empowerment and dependency

Though social housing supply has fitted into the impressive welfare state that Mauritius has constructed over many decades, it is seen to be productive in that it improves the quality of life enjoyed by its occupants who can thus be more productive and work their way out of poverty. In addition, efforts have been made to ensure labour-intensive construction as a means of creating improved incomes among the poor.\textsuperscript{63} It also seems to have disadvantages that affect housing supply in complex ways. These can be summed up as creating a sense of dependency and entitlement within the population and probably removing most of the incentives for building low-cost accommodation that drive the informal sector supply for the poor in much of the world. In addition, occupants of social housing are regarded as ‘beneficiaries’ in receipt of government’s largesse. Over the last 60 years, therefore, housing types decided by government officials have been awarded to households in need as a welfare measure.

In the 2015 Budget speech (para 174) under the concept of parrainage (patronage, sponsorship), private companies are encouraged to take a ‘pocket of poverty’ “under [their] wing” and to sponsor them. While the compassion expressed is laudable, the lack of agency granted the people involved is very marked. In this and over the years, the recipients have not been seen as agents in the process, being unable to help themselves or as having their own priorities that should be taken into account, but have been given one-size-fits-all housing ‘solutions’ in the concrete form of dwellings, either as cores for extension or as completed dwellings. Government has directly provided some of the things that people need rather than equipped people to satisfy their needs in an efficient way. The dwellings have tended to be small, but have been seen by the authorities as the basis for a settled life and, therefore, as productive. Conversely, however, such interventions encourage a culture of dependency among its recipients rather than encourage them to act for themselves.

Currently, the parrainage concept is being adopted widely in Mauritius to involve private companies in housing and domestic infrastructure improvements. The limit for the private partner’s spending on housing within Corporate Social Responsibility (CSR) is 30 percent per dwelling. Beneficiaries must agree

\footnote{\textsuperscript{63} UNCHS and ILO (1995).}
to the social contract and to pay Rs.500 per month for 84 months; thus, for payment of Rs.400,000 a ‘beneficiary’ acquires a dwelling worth Rs.1,200,000.

Because government housing assistance is variously targeted at households having a monthly income of less than Rs.6,200 and between Rs.6,200 and Rs.10,000, ‘beneficiaries’ in many cases have insufficient income to pay for and maintain the dwelling. In these cases, it may reinforce or worsen their poverty rather than empower them as government intended. They are, to coin a phrase, ‘house-rich but cash-poor’. This is the ideal condition for housing to deteriorate and for households to crowd into existing premises rather than to extend or look for somewhere larger, as happens in a great deal of inner-city stock in Europe.

Whenever officials of the Government of Mauritius and other Mauritians talk about housing, they demonstrate a very strong bias towards homeownership. The government’s encouragement of the idea that all Mauritians want to own their own home has resulted in a focus exclusively on housing for owner-occupation in the welfare system and there being very little choice in housing tenure for vulnerable people. Thus, when subsidized housing for the lowest income groups is planned, it is as owner-occupied single dwellings on serviced plots with no concessions to any need for rented rooms or dwellings at the bottom of the market.

Although there is a thriving rental market mainly around the coast, it is for expatriates and the rentals charged are similar to those found in central cities in Europe. A low- or middle-income household looking to rent a room or an apartment would find that there is little that it could afford. Furthermore, renting is seen as ‘failed ownership’. In addition, the phenomenon in which several households within the same extended family share an extensive dwelling seems to generate owner occupation status in the census. Elsewhere in Africa, these would be regarded as rent-free family occupants rather than as owners.

It is common in Mauritius for households living in poverty to wait for several years for a dwelling to which they are entitled. Meanwhile, it would be economically rational for them to improve neither their housing by moving elsewhere nor their current accommodation. The ability of households eventually to gain a dwelling by being on the waiting list for the subsidized housing is thus bound to reduce the standard of maintenance on current housing and to depress the market for new private-sector low-income housing. Both of these are likely to reduce the viability of informal sector small-scale contractors who are the backbone of supply at the lowest part of the housing stock within the region and in comparator countries such as South Africa or Colombia. How far this is affecting the ability of small-scale building contractors to thrive, or simply to survive, is unknown. Research into the economic effect of housing subsidies in Mauritius would be very helpful in determining the future direction of housing policy.

These circumstances taken together indicate that the Marshall Plan’s housing and infrastructure sectors, and the community development potential contained within them, need improvement and focus on vulnerable groups that, while concentrating on a small part of the population, require a paradigm shift in how housing is regarded.

Education

As of 2004, education in Mauritius is compulsory until the age of 16. Since the 1990s, the proportion of the employed population (aged 16 and above) with at least secondary level education has risen from 45 to 70 percent (in 2014). This was made possible thanks to education policies and Mauritius’ continuous

64 Mauritius MDG Report 2015.
investments in the sector, with public spending on education reaching 3.6 percent of GDP, in 2014.\textsuperscript{65} Notwithstanding such achievement, the World Bank reports that poverty, in Mauritius, is found in households whose head has less than secondary education. Poverty is also prevalent amongst children below 15 years of age and is concentrated in female headed households: between 2007 and 2012, poverty among individuals living in households headed by younger people has increased from 25.6 percent to 40.5 percent.\textsuperscript{66}

\textbf{Figure 4: Education and Income}

\begin{figure}[h]
\centering
\includegraphics[width=\textwidth]{education_income.png}
\caption{Education and Income}
\end{figure}


The World Bank also finds that between 2007 and 2012, a third of households headed by a person without any education were part of the poorest quintile. Those with more formal education have higher labor force participation, employment, and income. Furthermore, holding a secondary and tertiary education certification ensures Mauritians a place in the country's middle class.\textsuperscript{67} This relationship between education outcomes, income level and social mobility, calls for a Marshall Plan that is focused on investments in education, children and youth, particularly girls.

\textbf{The system}

Mauritius has a 6+5+2 education structure; that is, six years of primary schooling, followed by five years of secondary education and a further two years of higher secondary. At the primary level, promotion from one grade to the next is automatic until Grade 6, when pupils sit for the Certificate of Primary Education (CPE). Students can follow both academic and vocational education and training tracks, and the decision to choose one track or the other often follows the student’s results in the Certificate of Primary Education (CPE). Students are given two opportunities to sit for and pass the CPE. If unsuccessful in both of them, they are offered a place in the pre-vocational track and will remain in school until they complete the age of sixteen. Similarly, access to Upper Secondary is conditioned by successfully passing of the Cambridge

\textsuperscript{65} Mauritius MDG Report 2015.
\textsuperscript{66} World Bank Mauritius Systematic Country Diagnostic 2015.
\textsuperscript{67} Ibid
School Certificate (CSC) and entry to University is permitted to pupils who have passed the Cambridge Higher School Certificate (CHSC).

The system of administration has been decentralized with the island of Mauritius being divided into four (4) Education Zones. As for the island of Rodrigues, decentralization is already effective with the Education Commission there assuming responsibility for the system management for the entire island.

**Early Childhood Care and Education**

In Mauritius, 74 per cent of Early Childhood Care and Education (ECCE) services are provided by private institutions (approximately 672 pre-primary private schools), 20 per cent of the services (approximately 189 schools) are provided directly by the Early Childhood Care and Education Authority (ECCEA), and only 6 per cent by the Local Authorities (51 schools). The government provides a subsidy, in the tune of Rs.200 per child per month, to all children attending registered pre-primary schools.

Over the years, a number of initiatives have been put in place to address the challenges faced by ECCE, which ranged from the quality of institutions providing ECCE, to unqualified personnel and other institutional issues.

First and foremost, 10 new preschools have been opened in underserved areas, including in Chanarel, Cité Barkly, Belle Mare, Baie du Tombeau and Bambous. Data shows that, while in 2000, 23 percent of 3 to 5 years old children - most of which from pockets of poverty - were not enrolled in pre-primary school, in 2014 enrolment rate rose to 98 percent. However, anecdotal evidence continue to suggest that children from low income households do not have access to pre-schools. Interviews with stakeholders reveal that pockets of poverty are underserved; pre-schools are either too far or no – free – transport is available to and from the pre-schools. This poses enormous challenges particularly to single mothers who cannot look for employment because they need to care for their children. To address the specific needs of working mothers, regulations of private pre-schools were reviewed for extending services outside school hours; however, it is unclear whether such measures have increased opportunities for women in pockets of poverty to seek and retain employment.

With the aim of addressing the specific needs of low income households, the Child and Family Welfare Programme has been designed by the Ministry of Social Integration and Economic Empowerment and implemented by National Empowerment Foundation (NEF). The programme provides children from eligible households (household income below Rs.6,200) with a school meal, transport facilities, school materials and uniforms, medical and health screening services and the payment of school fees to private pre-primary schools. However, until the introduction of the Social Registry of Mauritius (SRM), NEF’s selection of beneficiaries was based on beneficiaries’ self-selection, as NEF officers did not have any means to verify households’ eligibility. Moreover, the absence of any monitoring or evaluation report, makes it difficult to assess the impact of the programme on the target group.

In addition to the Child and Family Welfare Programme, the government pays a monthly allowance of Rs.750 to children coming from households earning less than Rs.6,200 per month, and conditional to a monthly school attendance of minimum 90 percent. The programme was introduced in 2013 and directly as a SRM feature, however, a monitoring system of the conditionality is still not in place.

With a view of improving the quality of pre-primary education (to conform the Norms Standards and Regulations 2000 and be registered), the government pays a One Off Grant of Rs. 200,000 to

---

69 UNESCO Education For All National Report Mauritius (2015)
70 Ibid.
disadvantaged private pre-primary schools, most of which are found in pockets of poverty. However, no impact assessment has been carried out to measure the effectiveness of such measure. The government has allocated RS. 10 million in the 2015/16 budget to continue the One Off Grant Scheme. The government is also implementing a Special Collaborative Programme for vulnerable children and women, however, the impact of such programme is not known.

**Primary education**

With a net enrolment ratio in primary school at 97 percent in 2014, Mauritius has achieved MDG 2.\(^71\) The survival rate, or the proportion of pupils starting grade 1 who reach the last grade of primary, stood at 99 percent in 2014; with, however, a primary completion rate of just 72.9 percent in the same year.\(^72\)

Access to primary education, in Mauritius, is free and universal, however, the system is highly elitist.\(^73\) The Certificate of Primary Education (CPE), which children need to attain at the end of the primary school cycle, creates disparities between the high and the low performers, with the latter mostly coming from vulnerable and poor households. Children from low income families have lower primary completion rates and performance than their well-off peers. In 2008, nearly 60 percent of poor household members did not hold a CPE, compared to a 34 percent for households overall.\(^74\)

Between 20 and 30 percent of children enrolled at primary school level do not succeed in obtaining the CPE. From interviews with the Ministry of Education, it has emerged that children who fail the CPE examination are stigmatized. Anecdotally, the Ministry of Education believes that behind pupils' failure to obtain the CPE there is: i) low level of education of parents; ii) unemployment; iii) household’s size; and iv) other social issues such as alcoholism and drug use. The mission was also frequently told that many children need some tutoring to supplement sometimes poor teaching during the day to ensure their exam success. Thus, they go to private classes after school, sometimes with the same teachers. This seems to create an economic rationality favouring poor teaching in conventional classes in order to benefit from paid tutoring opportunities.

The system is also affected by a high dropout rates among those failing the CPE (mostly coming from vulnerable households).\(^75\) In 2013, the government introduced the Child Allowance (Rs 750 per child), a conditional cash transfer (CCT) scheme aiming at reducing drop-outs rates in primary school. However, there are no data available to assess the impact of this scheme. The dropping out of school before CPE success was frequently mentioned to be the most important problem affecting young people in Rodrigues.

One of the main reasons, cited by stakeholders, for the failure of vulnerable children to complete their primary school cycle and attain the CPE is language. While the main school’s medium is English, children who come from pockets of poverty and vulnerable households only speak Creole. Kreol Morisien (KM) is being used as a support language in primary and secondary schools, and in 2012 was introduced as an optional subject in all primary schools. While the Ministry of Education, Human Resources, Tertiary Education and Scientific Research carried out an impact assessment of the use of Kreol Morisien, toto inform the review of the new National Curriculum Framework (in the context of the reform introducing the nine years continuous basic schooling), the results of such assessment are not known. The

---

\(^71\) Mauritius MDG Report, 2015.
\(^72\) Ibid
\(^73\) UNESCO Education For All National Report Mauritius (2015)
\(^75\) UNESCO Education For All National Report Mauritius (2015)
government is also currently piloting a project focused on remedial teaching for children in need, however, its impact is also not known.

The ‘Zones d’Education Prioritaires’ (ZEP) model was established to address educational failure in low performing primary schools (in total 29 were identified as low performing primary schools, all in pockets of poverty), with a CPE pass rate consistently below 40 percent for a number of consecutive years. These schools’ catchment areas were all characterized by high rates of poverty. While ZEP schools seem to have succeeded in decreasing pupil absenteeism rate (from 15.2 to 9.7 percent between 2006 and 2013), and raised CEP pass rates (half of the low performing schools have achieved pass rates above 40 percent), according to most key informants, they have further stigmatized and marginalized children attending them. Parents and children of ZEP schools are provided with appropriate training in life skills management, and families and communities are engaged and closely monitored by social workers and psychologists in the so-called Clubs des Parents... While the Ministry of Education, Human Resources, Tertiary Education and Scientific Research has conducted an impact assessment of the ZEP schools approach, the results of the same is not known.

Reports and stakeholders' interviews suggest that the best and most competent teachers are assigned to the best and elite institutions, with the least competent being assigned to schools which have pockets of poverty within their catchment area. Stakeholders have also reported that cases of teachers stigmatizing children coming from pockets of poverty at schools are frequent and reported to the Ombudsperson for Children. Absentee teachers are one of the reason behind poor quality of education.

Several are the programmes and the initiatives put in place by the government to address challenges in the education sector, including at primary level. However, none of them seem to target the specific needs of children coming from disadvantaged and dysfunctional households.

The Foundation project (previously known as the Bridging the Gap project), for example, aims at facilitating the transition between pre-primary and primary, particularly for children who could not attend pre-school. This initiative could help assess the learning needs of children coming from vulnerable households and put measures in place to help them reach the same level of other children. There is, however, no information on how this project is implemented, whether it is successful or how it helps children coming from low income households to transition into primary education.

The CPE Repeaters Project, designed to reduce the failure rate among CPE repeaters, has an emphasis on the completion rate, rather than on children's level of educational attainment. No programme has been put in place to ensure high and equal level of attainments of children at primary (and secondary) level. Since children are automatically passed to the next grade until the CPE, no attention is placed on whether students, particularly coming from disadvantaged households, are effectively learning and on whether they need particular attention.

The summer and winter School Project enables children from low performing schools to be exposed to activity-based learning during the school holidays. Free meals and educational tours provide students with incentives to join the programme. However, there are no data to assess whether the programme is effective in boosting performance, and whether it is able to attract low performing children from pockets of poverty.

---

76 Ibid
77 Ibid
78 UNESCO Education For All National Report Mauritius (2015)
With regard to the quality of primary education, Mauritius lags behind other middle-income countries in terms of learning achievements. Although most Mauritian children attend and complete primary education, they lag behind their peers in comparator countries with regard to basic literacy, math, and science skills. Results from Mauritius participation in PISA indicate challenges in quality of learning outcomes. Moreover, the curriculum privileges academic subjects, while neglecting other important dimensions for the development of the child, including life skills and creativity. The Ministry of Education, Human Resources, Tertiary Education and Scientific Research acknowledges that the education system, in Mauritius, needs to be more centered around the educational needs of the students – adopting a learner-centered pedagogy – and that the new Nine Year Continuous Basic schooling supports the continuous professional development of teaching staff.

**School Feeding Programme**

In 2008, under the Eradication of Absolute Poverty Programme, the National Empowerment Foundation (NEF) launched the School Feeding Programme providing school meals to students of pre-primary, Standard I and Standard II classes. Later, in 2013, a new programme, the Hot Mid-Day meal was launched for all children attending ZEP schools.

In 2013, the Pre-Primary Schools and Primary Schools (PPS&PS) Programme was launched as a partnership between NEF and twelve NGOs, to provide all school children residing in pockets of poverty (PoPs) with a school meal. The programme also provides all beneficiaries with Accompagnement Scolaire.

Like for other government programmes, no impact evaluation has been carried out by the government, to be able to assess results.

**Secondary education**

Secondary education has two components: the general education or academic stream, and the vocational education stream. The latter is provided in secondary schools and in training centers. The gross enrolment rate (GER) for general and pre-vocational education is around 78 percent. Vocational education, however, remains marginal with very low enrollment rates. When excluding part-time students (mostly in apprenticeships), enrollment in vocational education represents less than 3 percent of the total secondary enrollment.

The secondary general education system is as elitist and competitive as the primary level, resulting in high grade repetition, use of private tutors by households who can afford them, and dropouts at intermediary stages. In 2000, only 27 percent of a cohort completed upper secondary education.

Girls’ drop-outs are, amongst other, owing to family needs (teenage pregnancy), requiring girls 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 care services. However, from interviews with the Ministry of Education, access to 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, and which warns parents of pupils who do not attend school (via SMS). This mechanism is the Student Tracking

---

80 UNESCO Education For All National Report Mauritius 2015.
82 UNESCO Education For All National Report Mauritius 2015.
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. The Ministry of Education, Human Resources, Tertiary Education and Scientific Research has identified the following issues affecting the Student Tracking System: i) lack of a dedicated department, adequately staffed, to implement the Student Tracking System; ii) lack of a support system, in schools, for children who drop out of school and are reintegrated, or who are absent for long periods; iii) data from the system is not analysed.

Given the high rate of CPE failure amongst children from disadvantaged family, and especially in Rodrigues, only a few of them enter the secondary general education stream, with the majority entering the pre-vocational stream. The Pre-vocational Education (PVE) stream was introduced in 2002 to cater for the CPE failures. As of 2013, pupils who fail the CPE examinations have the option to join the pre-vocational stream immediately, rather than repeating the CPE class. Since its introduction, the PVE has been suffering from a stigma of a track reserved for the academically less endowed.

The Mauritius Institute of Training and Development (MITD) operates a network of 25 training centers across the country, including one in Rodrigues, offering TVET courses at National Certificate and diploma level in a variety of fields. The institute trains about 10,000 persons every year; 70 percent of students are male. There is also a proliferation of small, private providers (approximately 460 registered institutions) which provide TVET courses. Although efforts have been made to improve the TVET system, there remain challenges regarding the design and delivery of skills programs including a focus on low skill levels. According to interviews with the representatives of the government, NGOs, and CSR and the private sector, young people in Mauritius lack the skills necessary to transition to professional life even though they might have graduated from the TVET courses. The extent of the mismatch between skills and jobs is large and illustrates the fact that 50 percent of companies cannot find workers with the right profiles. The lack of sector-specific skills (e.g., in tourism sector) is compounded by lack of working culture, ethics and professional behavior as well as reluctance to acquire new skills, which implies the need for beefing up soft skills in current curricula. There is also a lack of mechanisms for more regular interactions between MITD, other TVET suppliers and the private sector/employers, to better understand and respond to the needs and requirements of the labor market. Furthermore, there is an acute shortage of qualified teachers in certain areas and training equipment is obsolete. Most importantly, training institutions often do not track the employment of graduates. The poor fit between vocational training opportunities and useful skills for employment is a cause for concern in Rodrigues, where only one MIDT center exists leaving the residents of the island with few options for obtaining marketable skills.

The Human Resource Development Council, under the Ministry of Education, provides funding to MITD for apprenticeship programmes. The HRDC does also analytical work – through its research work team - on the type of skills needed by the economy and coordinates with the MITD for the design of training programmes. There is no evidence, however, of the effectiveness of the latter.

From a number of interviews with government stakeholders, it has emerged that there is a mismatch between the skills of new graduates and the demands of the labour market – particularly in the high end service sector. Given that the skills in the labour market do not meet the requirement of the economy, the government has designed policies that: i) promote the return of Diaspora for highly skilled jobs; ii) promote the import of high skills labour through the ‘open door’ policy, as well as the import of labour to

83 Ibid
84 World Bank Mauritius Systematic Country Diagnostic 2015
cater for the manufacturing and fishing industry; and iii) promote and support training of Mauritians (particularly young people) abroad through the ‘circular migration programme’ (implemented in collaboration with IOM and receiving countries, such as Canada, Italy, Seychelles and Australia). Mauritius’ commitment to shift towards high-end services and the Ocean economy calls for greater investment in human capital through the strengthening of the education system.

**Box 2: Ministry of Education support programmes**

The Ministry of Education offers a number of – untargeted and targeted – programmes, such as:

- Free transport to travel to school and back;
- Free textbooks;
- Full subsidy on fees for School Certificate and Higher School Certificate Examinations for students on the Social Register of Mauritius
- A monthly stipend conditional to 90 percent attendance (conditional cash transfer) to students on the SRM.

### Tertiary education and Life-long learning

The tertiary education system, in which just 10 percent of the population was enrolled in 1996, grew at a very high rate, with 40 percent of the tertiary school-age population enrolled in 2011. The Government Scholarship Schemes awards only 24 out of 68 scholarships (35 percent) on a combination of academic merit and social criteria.

The Second Chance Programme was introduced in 2009 to address the issue of out-of-school and out of employment youth (16 to 21 years of age). The programme focuses on basic numeracy & literacy skills. The payment of a monthly stipend of Rs.1500, the refund of their travel costs and the provision of learning material serve as incentive system. The Ministry of Education claims that up to 76 percent of the trainees find employment after training through the placement programme managed by the MITD.

The implementation of Recognition of Prior Learning (RPL) has helped to reintegrate skilled workers into the education and training system. Following successful projects piloted in the tourism and construction sectors, the RPL was launched as a national scheme in 2009.

The Work Placement provides lower VI and vocational school students with short term placement of 2-3 weeks during the school holidays to ease the transition between the school and employment.

### Education reform

A reform of the education system is currently underway. The reform is introducing a 9 years basic schooling, with no CEP after the first 6 years. The reform will bring the mandatory education up to grade 9, with performance-inducing measures, such as remedial education and grade repetition. Under the current education policy, children are automatically passed from grade 1 to grade 6, with the option for parents to request the repeat of one – or more – years at grade 3. Children would be able to access the pre-vocational and vocational training stream only upon completion of the 9 years of basic schooling. A final examination is foreseen at the end of the 9 years cycle, including remedial education.

Following are some initiatives in the area of education policy, which the government has announced (see Mauritius MDG Report 2015):

- Implementing the nine-year schooling of continuous basic education.

---

85 Ibid
Institutionalising an assessment and evaluation of the schooling system across the sub-sectors (right from pre-primary through to secondary) to gauge progress in learning outcomes. This will lead to the elaboration and establishment of standards of learning at the national, institutional and individual learner levels;

The removal of the stigma of Technical, Vocation Educational Training (TVET) seen as a track fit only for the academically less endowed and representing a ‘dead-end’: a greater articulation is to be created between the TVET and academic pathways.

Further strengthening the Outreach Project through a Parental Empowerment Programme that will be central to the School Plus Concept

Following is the summary of key issues identified in the area of education, which the Marshall plan aims to address:

**Pre-primary/Early Childhood Care and Education (ECCE):** 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.

**Primary education:** several are the issues that need to be addressed in primary education.

- **No focus on educational attainment of vulnerable and low income children** - The focus of the Ministry of Education appears to be on enrolment and survival rate of primary schools students, but not on the educational attainment of children, particularly those coming from pockets of poverty. Remedial programmes are implemented by the Ministry of Education, however, they don’t seem to have an impact on the poor.

- **Language** - The main education medium is English, however, children from poor background only speak Creole, and cannot meaningfully participate in classroom activities. In some schools (ZEP) Creole has been introduced as an alternative medium, however, the impact of such measure is not known.

- **The ‘Zones d’Education Prioritaires’ (ZEP):** while these schools seem to have achieved some results, these are shadowed by the stigma that comes with them. The special status of these schools has further stigmatized and marginalized children from poor households.

- **Quality of education** – There are ‘first class’ (star schools) and ‘second class’ schools, with the latter mainly catering for populations living in pockets of poverty. The quality of education in the so-called second class schools is affected by, amongst other things, quality of teachers and a high rate of teachers’ absenteeism.

- **Stigma in schools** – Stigmatisation of low income children also happens in education institutions. Several are the reported cases of teachers who stigmatise children coming from pockets of poverty. Also, civic responsibility and social justice values have not been integrated in schools curricula.

**Secondary education:**

- **Access to the secondary level academic stream by children from low income families is limited. Poverty, in Mauritius, is concentrated among households whose head has less than secondary education.** 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 (Figure 4 above). 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.\textsuperscript{86} The general/academic stream seem to be predominantly catering for the upper and middle class. Children/youth from poor background are not able to access this stream as most of them do not pass the CPE examination and this largely deprives them of their passport to beneficial employment.

- **Secondary level school drop-outs has emerged as a problem, particularly for 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.

- **Stigma of pre-vocational and vocational track** - The pre-vocational and vocation track suffers from a stigma of a track reserved for the academically less endowed.

- **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.

### Health

Access to health care, from basic to specialized health care services, is free and universal in Mauritius.

Mauritius provides free universal access to Primary Health Care (PHC) services. A comprehensive package of primary care services is provided through a network of 18 Area Health Centers (AHCs), 116 Community Health Centers (CHCs), 5 Medi-Clinics, 2 Community Hospitals and other satellite Primary Health Care institutions. The secondary level comprises 3 district hospitals (including one in Rodrigues) and five regional hospitals which provide primary inpatient and outpatient medical care, emergency services and supervision of satellite AHCs and CHCs.\textsuperscript{87}

Notwithstanding free and universal access to basic and specialized health services\textsuperscript{88}, the World Bank\textsuperscript{89} reports that out of pocket health spending is becoming an increasingly heavy burden at the household level, particularly for the lower income groups. Interviews with stakeholders also suggest that 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.

Several are the health issues that face the poor in Mauritius.

### Sexual and reproductive health services and family planning

Mauritius was one of the first countries in Africa to formulate a population policy in the early 1970’s; since then the country has undergone a significant demographic transition. Fertility has declined by about two

---

\textsuperscript{86} World Bank Systematic Country Diagnostic (2015).
\textsuperscript{87} Mauritius MDG Report, 2015.
\textsuperscript{88} Mauritius has nearly attained universal health coverage for primary care services (Mauritius MDG Report, 2015).
\textsuperscript{89} WB (2015), *Mauritius Systematic Country Diagnostic*
thirds\(^\text{90}\) and is currently below replacement level (at 1.4).\(^\text{91}\) Throughout the 60s and the 70s private and public family planning agencies spearheaded a family planning campaign with significant results. The Mauritius Family Planning Association (MFPA)\(^\text{92,93}\) introduced contraception methods, at the same time a Catholic organization, *Action Familiale*, supported the campaign encouraging the use of natural family planning methods. In 1972, both MFPA and *Action Familiale* were absorbed by the Government, and the family planning programme was integrated into the maternal and child health programme.

Table 2: Health and population at a glance

<table>
<thead>
<tr>
<th>Sector and Development</th>
<th>Indicator</th>
<th>Data</th>
<th>Source</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Total Population</td>
<td>1,300,000</td>
<td>2012 FPDY - MOHQL</td>
</tr>
<tr>
<td></td>
<td>Young people aged 10 – 24</td>
<td>312,000 (24%)</td>
<td>2012 FPDY - MOHQL</td>
</tr>
<tr>
<td></td>
<td>Population aged 0-14</td>
<td>263,900 (20.3%)</td>
<td>2012 FPDY - MOHQL</td>
</tr>
<tr>
<td></td>
<td>Population growth rate</td>
<td>0.4%</td>
<td>2012 FPDY - MOHQL</td>
</tr>
<tr>
<td></td>
<td>Population under Basic need poverty line</td>
<td>Less than 1 %</td>
<td>2013 Statistics Mauritius Report</td>
</tr>
<tr>
<td></td>
<td>Economic growth rate</td>
<td>3.2%</td>
<td>2013 Statistics Mauritius Report</td>
</tr>
<tr>
<td></td>
<td>Income Gini - coefficient</td>
<td>0.413</td>
<td>2012 HBS</td>
</tr>
<tr>
<td></td>
<td>Human development Index</td>
<td>80 out of 187</td>
<td>2013 HDR</td>
</tr>
<tr>
<td></td>
<td>Life expectancy at birth</td>
<td>73.7 years</td>
<td>2012 FPDY - MOHQL</td>
</tr>
<tr>
<td></td>
<td>Urban Population</td>
<td>42.8%</td>
<td>2012 FPDY - MOHQL</td>
</tr>
<tr>
<td></td>
<td>Population density</td>
<td>637</td>
<td>2012 FPDY - MOHQL</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Gender Equality and Empowerment of Women</th>
<th>Indicator</th>
<th>Data</th>
<th>Source</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Gender Inequality Index</td>
<td>0.38 (Ranked 70 out of 146)</td>
<td>2012 Gender Statistics - MOGECDFW</td>
</tr>
<tr>
<td></td>
<td>Women representation in Parliament</td>
<td>19%</td>
<td>2012 Gender Statistics - MOGECDFW</td>
</tr>
<tr>
<td></td>
<td>Women who experienced physical violence since the age 18 (reported cases)</td>
<td>0.17% (834 cases among 481,844 women aged 18 years and over)</td>
<td>2012 Gender Statistics - MOGECDFW</td>
</tr>
<tr>
<td></td>
<td>Women’s Employment status</td>
<td>83.7%</td>
<td>2012 Gender Statistics - MOGECDFW</td>
</tr>
</tbody>
</table>


\(^{91}\) Mauritius MDG Report, 2015.

\(^{92}\) MFPA was established in 1957 and was given official status through Ordinance No. 15 of in 1967 and, in 1969

\(^{93}\) The MFPWA won the UN Population Award in 1990 and was considered the Most Outstanding NGO in Mauritius in 2000 and 2005. MFPWA was also selected as the NGO principal recipient (PR) by the Global Fund to fight AIDS, Tuberculosis and Malaria.
Today, sexual and reproductive health services and family planning 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 family planning clinics and services, stakeholders have informed that these are not reaching out to the vulnerable communities. This is substantiated by data from the MDG report for Mauritius (2015), which reports that the unmet needs for family planning has risen to 12.4 percent in 2014, up from 6.3 in 1991. As disaggregated data are not available, we cannot see whether unmet needs for family planning services are concentrated in pockets of poverty, however, stakeholders’ consultations and anecdotal evidence suggest that this is the case.

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, down from 45 in 1991, stakeholders’ consultations suggest that 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. Significant is the decline in the use of contraceptive, with the prevalence rate

---

94 Mauritius MDG Report, 2015
reaching 64.4 percent in 2014, down from 74.3 in 1991. Moreover, the percentage of young people (aged 15-24) reporting the use of a condom during sexual intercourse with a non-regular in the last 12 months was only 59.5 in 2014, up from 46.4 in 2004.\textsuperscript{95} 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.

While the rate of births attended by skilled personnel has almost reached 100 percent, maternal mortality, as measure through the maternal mortality rate (MMR), has only decreased slightly between the 1990’s and 2014, from 66 to 52 per 100,000 live births. There are concerns that morbidity and mortality result from induced abortion and complications of childbearing and childbirth, given that abortion, in Mauritius, is still illegal, with the exception of cases that are life threatening for the mother.

Recently the Ministry of Health launched the \textit{Sexual and Reproduction Health Project}. The project addresses issues of sexual and reproductive health of young people and underserved groups.

\textbf{HIV/AIDS}

HIV prevalence, in Mauritius, is 0.86 percent.\textsuperscript{96} HIV is prevalent amongst female sex workers (22 percent), man who have sex with men (20 percent), people who inject drugs (44 percent), and prison inmates (22 percent). In total there are 9,191 People Living with HIV (PLHIV) in Mauritius. These are high rates in these key populations and may cause an upsurge if not kept in check. The Ministry of Health has informed the Marshall Plan mission that, by and large, people living with HIV/AIDS are low income people living in pockets of poverty. While data suggests that HIV incidence is decreasing in Mauritius, it also suggests an upward trend among pregnant women, reaching 1.07 percent in 2014.\textsuperscript{97}

Injecting Drug Use (IDU) behaviour has largely been responsible for the spread of the HIV epidemic in country. Programmes such as the Needle Exchange Programme (NEP) and the Methadone Substitution Therapy (MST) drive Mauritius’ fight against AIDS.

Access to antiretroviral treatment (ART) commenced in 2002 and is universal. By the end of 2014, there were 5 National Day Care Centres for the immunosuppressed, including one in Rodrigues. HIV and AIDS services are also available to all prison inmates. Since 2006, access to ART has increased to 48.2 percent in 2014, up from 18.7.\textsuperscript{98}

\textbf{Alcohol and drug use}

The National Agency for the Treatment & Rehabilitation of Substance Abusers (NATReSA) was established in 1996 as a parastatal body,\textsuperscript{99} to address issues of prevention, treatment and rehabilitation of Substance Abusers. The institution operates under the aegis of the Ministry of Health & Quality of Life. Some twenty NGOs are also working in the area of alcohol-related problems, in partnership with Brown Sequard Hospital. Some NGOs are partly funded by the NATReSA, while others raise their own fund and acquire resources through sponsorships and public donations.

\begin{flushleft}
\textsuperscript{95} Ibid
\textsuperscript{96} Ibid
\textsuperscript{97} Mauritius MDG Report, 2015.
\textsuperscript{98} Ibid
\textsuperscript{99} Established by the provisions of the NATReSA Act No. 25 of 1996.
\end{flushleft}
**NCD**

Non-communicable diseases (NCD) is an emerging development issue, which will put pressure on the country’s health system in the future. According to the 2009 NCD Survey, 1 in 2 Mauritians aged 25-74 either has diabetes or impaired glucose metabolism (pre-diabetes).\(^{100}\) The World Bank\(^{101}\) reports that half of the population is estimated to be either overweight or obese, and the prevalence of hypertension is 38 percent. NCDs, including cardiovascular diseases, diabetes, cancer and chronic respiratory diseases amongst others, are responsible for the majority of morbidity, disability and deaths in Mauritius.\(^{102}\)

The World Bank has identified linkages between NCDs and the level of education. With the latter being a proxy for income level, it means the poor and most vulnerable section of the population, in Mauritius, face more risks of being affected by NCDs.\(^{103}\) Against this, prevention, regular screening and community-based treatment and management of these and other chronic diseases will be essential.

**Environmental Protection**

Mauritius has seen rapid economic growth and development in the last few decades (late eighties and early nineties). This development while resulting into improved lives of the population has also been responsible for an increase in environmental issues\(^{104}\) in the republic. As a result, the need to preserve the country’s fragile environment has been recognized as one of the challenges which have to be addressed for the country to continue with its impressive record of economic growth (GoM 2011; GoM 2009).

The primary drivers of environmental degradation are increase in economic activity and population increase which has increased the demand for land for housing, agriculture, industrial and commercial activity, demand for electricity and waste disposal. Increase in consumption patterns driven by increasing affluence has also led to increased traffic and congestion on roads, larger homes with higher consumption of energy, water resources and generation of household solid waste and waste water. All these lead to a lower capacity of the environment to provide the goods and services necessary for sustainable economic growth and poverty reduction. The MEO report of 2011 gives an overview of the environmental issues in Mauritius (GoM 2011).

The environmental issues may be categorized as the “environment quality” issues related to pollution and waste management; “natural resources sustainability” problems associated with natural resources degradation (land degradation, soil erosion, deforestation, biodiversity loss) which threaten agricultural production, forests, and biodiversity; and the "blue" environment related to water resources, coastal and marine challenges.

---

\(^{100}\) WB (2015), *Mauritius Systematic Country Diagnostic*

\(^{101}\) Ibid

\(^{102}\) Mauritius MDG Report, 2015.

\(^{103}\) The World Bank (2015) finds that those with 13 or more years of education have 53 percent lower odds of having diabetes and 50 percent lower odds of being hypertensive compared with those with 0-3 years of education. Those with 10 or more years of education have 25-30 percent lower odds of being overweight or obese than those with less than 3 years of education.

\(^{104}\) Environmental issues in Mauritius include localized air pollution, land degradation, waste management challenges, biodiversity loss, water scarcity and coastal and marine ecosystem degradation. Land and resource degradation is manifested in wide spread deforestation (only 2 % of the native forest remains), degradation and soil erosion in agricultural lands and beach erosion, coastal and marine ecosystem degradation, loss of biodiversity, and fish depletion; localized pollution is from industrial emissions and chemical and fertilizer effluents from agricultural areas, water scarcity is due to reduced recharge of aquifers and water pollution from discharge of waste water into river systems and coastal areas, solid waste management challenges are from increased economic activities and increased municipal waste.
Environmental Quality

Environmental quality issues relate to aspects of air and water pollution and waste management related situation. This is mainly characterized by declining air quality but somewhat localized to the main urban centers where there is a high concentration of the population, vehicular transport and industrial activity, declining water quality in the coastal zone areas and in rivers, increased generation of solid waste, hazardous waste coupled with limited recycling.

Air Pollution

Air quality in Mauritius is directly affected by local anthropogenic sources which include industrial activities including use of heavy fuels, transportation, electricity generation from fossil fuels and occasional sugar cane burning during the harvest season. Air pollution in Mauritius is not a major problem though a steadily growing population, increasing consumption and production patterns, the rising trade in goods and services, the expansion in industrial development and the general expansion of the economy are increasing emissions into the atmosphere\(^\text{105}\) and contributing to localized air pollution in areas of settlement, industrial activity and population concentrations. Air pollution has impacts on human health, the environment and ecosystems. While regulations are in place for air quality monitoring, the main challenge is the inadequacies in monitoring and enforcement due to limited number of trained technical staff in the responsible institutions to operate and maintain the air quality monitoring stations and undertake the necessary monitoring.\(^\text{106}\)

Fresh Water Pollution

Mauritius has a fairly well-managed and strong water sector characterized by good quality water resources, water supply infrastructure and relatively qualified personnel for the management of the water supply infrastructure.\(^\text{107}\)

The current challenges to water quality and supply in Mauritius include the reduction in average annual rainfall due to climate change, sea level rise leading to groundwater quality deterioration near the coast, impact to raw water quality due to low coverage of sanitation facilities and effluent discharge from industrial development. The rapid economic growth, some inadequacies in the management of waste and effluents from activities associated with industrial development, agriculture and tourism has also resulted in an exacerbated risk of pollution of aquifers and surface water sources (GoM 2014). Implementation of the well-defined National Water Policy (NWP) and execution of a well-funded Integrated Water Resources Management (IWRM) Plan should adequately address the water supply sector in the country.

---

\(^{105}\) According to the Government of Mauritius (2011) Mauritius Environment Outlook Report, the most common pollutants include: particulate matter (PM), Sulphur dioxide (SO\(_2\)), oxides of nitrogen (NO\(_x\)), carbon monoxide (CO), tropospheric ozone (O\(_3\)).


\(^{107}\) Approximately 99.6% of the Mauritian population has access to piped water supply mainly through house connections, with a small number served by yard taps while only very few are dependent on public fountains. Of the estimated total water utilizations nearly 900 Mm\(_3\)/day, an average of 22% of this amount is for domestic, industrial and tourism industry use. The rest is used for agro-industry and hydropower. Mauritius has an impressive sanitation provision system with 100% of the population reported to have access to sanitation. However, only 26% of the population is connected with public sewerage system and about 74% is still using on-site wastewater disposal systems of sanitation. A National Sewerage Programme is being implemented to increase the current level of coverage of the public sewerage system from 25% to 75% by 2040 ((Mauritius Wastewater Master Plan Study, Water and Sanitation Department, 2009, NWP 2014).
Solid waste

With a rapidly growing economy activity in the construction, agriculture, industry, tourism and other sectors, Mauritius’s waste generation has been increasing in both volume and composition over the years. Similarly, increasing populations, changes in lifestyles and social development have been accompanied with changes in production and consumption patterns leading to further increase in waste generation. Available data show that the average amount of wastes generated per capita has been increasing over the years and accompanied with limited waste handling capacities and systems. The main categories of waste are municipal, construction and demolition, commercial, industrial and port waste. Hazardous waste has likewise risen significantly and its disposal to the environment is a growing threat to water, air and land quality. Mauritius has a fairly good system of waste management with 100% of the urban population and 96% of rural population are served by municipal waste collection services according to the (GoM 2011). Recycling which is a key waste management approach is said to be still in its infancy while waste separation is still a major obstacle to increasing the volumes of paper, plastic, glass, textile, metals and other biodegradable waste for recycling. Relatively small quantities of waste are used in waste-to-energy systems for electricity generation and for composting.

Wastewater generation

With rapid urbanization and industrialization, wastewater may enter the river systems. It is recommended that mitigation measures and proper disposal systems are put in place to prevent wastewater from entering any water course or rivers. For instance, areas of rapid industrialization are connected to the public sewers which in turn are connected to wastewater treatment plants. Similarly, urban regions are connected to the public sewers and the regions that are not connected to the public sewers are governed by the Design Guide on Site Sewage Disposal of the Ministry of Housing and Lands (November 2004). Almost all hotels have Package Treatment Plants and they submit Efluent Analysis Results (EAR) to the Wastewater Management Authority (WMA). However, despite the good access to water supply and sanitation, use of on-site wastewater disposal systems as well as discharges of wastewater into the environment by the sugar industry and some tourist resorts have potential for polluting water resources and damaging the environment.

The disposal of liquid hazardous waste is an issue of concern, as it is said to be increasing in volume year by year against the background of not having a strategy for its management nor availability disposal facilities. On the other hand, small volumes of hazardous waste generated at household level such as expired drugs, compact fluorescent lamps, used batteries, expired chemicals from school laboratories and expired pharmaceutical products are all disposed together with other non-hazardous waste. Though these hazardous wastes are generated in small quantities (less than 1% of the total municipal solid waste) as compared to the non-hazardous components, they represent a high potential risk of groundwater contamination when disposed in the landfills.

The disposal of liquid hazardous waste is an issue of concern, as it is said to be increasing in volume year by year against the background of not having a strategy for its management nor availability disposal facilities. On the other hand, small volumes of hazardous waste generated at household level such as expired drugs, compact fluorescent lamps, used batteries, expired chemicals from school laboratories and

---

108 MEO 2011 indicates that the amount of wastes generated per capita had increased from 0.7 kg daily in 1982 to 1 kg in 2000 and over a five year period from 2000, the amount of wastes increased by 43% with the sound management of solid waste becoming an increasing challenge with the ever growing volume of waste, limited disposal capacity and low rates of recycling

109 Consisting of septic tanks, absorption pits and cesspits

110 Government of Mauritius, Mauritius Wastewater Master Plan Study, Water and Sanitation Department, 2009
expired pharmaceutical products are all disposed together with other non-hazardous waste. Though these hazardous wastes are generated in small quantities (less than 1% of the total municipal solid waste) as compared to the non-hazardous components, they represent a high potential risk of groundwater contamination when disposed in the landfills.

Natural Resources Management

While the poor especially in Rodrigues depend a lot on the land resources, land degradation is high and threatens agricultural production, forests and biodiversity. The main causes of land degradation include deforestation, overgrazing, soil erosion and conversion of forest and grassland areas into urban land uses. The degradation of the environment affects poor people who largely depend on it as land and natural resources productivity diminish (GoM 2011).

Land Degradation

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 coastal zone and beach erosion, degradation of arable land and pastures, wetland loss and deforestation. 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 has 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.

---

111 Government of Mauritius, Mauritius Wastewater Master Plan Study, Water and Sanitation Department, 2009
112 Land degradation can be considered in terms of the loss of actual or potential productivity or utility as a result of natural or anthropic factors; it is the decline in land quality or reduction in its productivity. In the context of productivity, land degradation results from a mismatch between land quality and land use. It is the most important environmental problem currently challenging the notion of sustainable development in many parts of the world and it will remain an important global issue for the 21st century because of its adverse impact on agronomic productivity, the environment, and its effect on food security and the quality of life (Beinroth et al., 1994).
113 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).
114 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).
115 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
117 The Mauritius Environment Outlook Report 2011, notes that many coastal settlements and related developments do not conform to the planning guidelines for setback, sea defenses, 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
118 Government of Mauritius (2010), Second National Communication to the UNFCCC, Republic of Mauritius
Environmentally Sensitive Areas (ESAs), such as wetlands, are being degraded or lost mainly due to backfilling for housing and hotel development or illegal construction. Estimates made by the Department of Environment in 1998 indicate that some 20% of wetlands in the Northern Tourist Zone and 50% in the western area of Flic en Flac have been backfilled and that 50% of remaining wetlands are under pressure including the Belle Mare Tourist Zone on the East coast. The loss of wetlands implies loss of ecosystem services key to resilience of poor communities to disasters and sources of livelihood natural assets that the poor depend on i.e. lagoon fishing and as such have serious implications on the livelihoods of the poor and poverty reduction efforts. This is particularly a serious threat given that there is no legislation for the protection of wetlands (GoM 2011)

**Coastal and marine Resource degradation**

Coastal and marine (oceans) areas are largely complex and fragile ecosystems with several different functions with direct and indirect bearing on public health, food security, and other economic and social benefits critical to alleviation of poverty. These important ecosystems provide a wide range of goods and services including cultural heritage, food, building materials, traditional livelihoods, tourism opportunities, transportation routes, storm protection, organisms for biotechnology to mention but a few. Good quality and resilience of coastal and marine systems are clearly important sources economic and livelihood assets for economic growth, community development and poverty alleviation.

One of the most visible environmental challenges in Mauritius is erosion in the coastal zone areas due to intense pressure being exerted on coastal and marine resources from both sea and land based activities. Factors such as population growth and economic development have over the years put pressure on these resources, which has resulted in their depletion or degradation. In addition, natural causes such as cyclones, climate variability and sea level rise have also significantly impacted coastal and marine resources adversely. Beach erosion is significant along several coasts as well as in the outer islands leading to loss of beach space and causing some damage to infrastructure.

Degradation of coastal and marine resources are aggravated in the absence of a proper monitoring and enforcement mechanism. The inadequate Management of coastal development, unplanned construction and urbanization around the northern and eastern tourist zones, land clearing and reclamation have also contributed to the degradation of the coastal and marine environment. This degradation is associated to some extent to insufficient monitoring of compliance with licenses and enforcement of laws due to a lack of capacity. Even where political will exists, ministries that are responsible for enforcement in the coastal zone are under-staffed and under-resourced (GoM 2011).

**Depletion of the fishery**

The fisheries sector is an important sector in Mauritius for provision of employment, export revenues, foreign license fees and other services. Fish catches have regressed and dwindled over the years due to various factors including climate change through its impacts on the coral cover and the marine ecosystem.

---

119 Government of Mauritius Environment Outlook 2011, indicates that at Flic-en-Flac and Grand-Baie, unsustainable patterns of development such as development on wetlands and the absence of drains, have been noted mainly due to lack of proper planning, non-compliance of promoters and poor enforcement mechanisms. These areas are prone to floods during heavy rains and cyclones. In many coastal areas, rapid development of housing and commerce has outstripped the rate of provision of environmental services

120 National Environmental Strategies, 1998; GoM 2011).

121 The wetland services include unique ecosystems where aquatic and terrestrial life-forms assemble, Provision of crucial habitats for terrestrial species having an aquatic life stage or requiring water for survival, capture of surface water flows, slowing down of water movement to the sea, natural sediment and pollution trapping, and promotion of sedimentation of particulate matter (MEO 2011)
It is reported that in January 2009, cases of fish mortality were recorded in the region of Poudre d’Or due to suspected sudden rise in sea water temperature (up to 31.5°C). Warming of the sea leading to coral bleaching as well as loss of scores of fish species and other marine life are generally noted to occur (GoM 2010).

The decline in fish catches is likely to adversely affect the Seafood industry and the economy of the country as well as the livelihoods of the poor fishers who depend so much on fishing.

**Biodiversity Loss**

Both terrestrial and marine biodiversity have declined in Mauritius. The causes of biodiversity loss include increase in population and economic growth that has induced land conversion and habitat destruction. Forest land has been converted for settlements, industries and agriculture resulting in loss and reduction of ecosystems, species and genetic diversity as well as habitat fragmentation. With the presence of dozens of invasive alien weeds, Invasive Alien Species are said to be one of the most serious threat to Mauritian biodiversity. Other causes of biodiversity loss are related to natural disasters and climate change impacts such as through more frequent cyclones and droughts that exert pressure on the already fragmented biodiversity (GoM 2011).

Biodiversity provides various goods and services important for the economy such as through tourism developments and biotechnology. Biodiversity is also important for ecosystems services as well as direct benefits especially to the poor who extract livelihoods from the ecosystems through harvesting of species of economic and food values such as fish and other terrestrial and aquatic species.

**Environmental issues in Rodrigues**

Over the past decades, the environment in Rodrigues has continued to deteriorate. The hilly and slope nature of most of the island makes it highly vulnerable to biophysical and socio-economic causes of land degradation. The main environmental problems with a direct bearing on the socio-economic status of the population include degraded land and forests due to deforestation, overgrazing, soil erosion, and push fires; declining soil fertility due to unsustainable agricultural practices, water scarcity and biodiversity loss. The high deforestation is a major challenge as it has led to the loss of the original forests that played a vital role in the conservation of water resources, the protection of the watersheds and the water tables, in the protection of biodiversity, in soil conservation, in attracting rainfall and for carbon sequestration (PEI 2015).

Rodrigues has an important agricultural culture with the production of basic food commodities (maize, beans, onion, chilli, lime, honey and meat). However, adverse climatic conditions and water stress have severely constrained agricultural development with a regression in agricultural activities over the recent decades. The mainly artisanal fisheries sector in Rodrigues which is considered a key pillar of the Rodriguan economy has also been in decline for over 40 years due to ineffective management and its open access nature (PEI 2015). The island faces many challenges to livelihoods, poverty reduction and sustainable development as a result of the severely degraded and water stressed environment amid a growing population.

**Climate Change**

Mauritius like most Small Island Developing States (SIDS) is highly vulnerable to the effects of climate change and its adverse impacts on the environment and socio-economic development. Meteorological observations have confirmed a change in the climate parameters of the Republic of Mauritius.
The main climate impacts experienced by the island include intense cyclones, abnormal tidal surges, sea level rise, flash floods, increase of sea surface temperatures and prolonged droughts. Climate change has direct and indirect socio-economic impacts such as changes in rainfall patterns with potential to decrease agricultural productivity in the medium and longer term due to increased rainfall variability. The functioning of the ecosystem is also suffering in terms of episodes of coral bleaching with coral reefs under the threat of extinction, accentuated beach erosion, natural habitats of fish and other marine species are rapidly eroding with some and other natural assets which are vital to the tourism industry being affected. These may deteriorate further, posing threats to the multi-million dollar tourism sector. The frequency of extreme climatic events is on the rise as well as the extent of damage to infrastructure and toll on human life. The low-lying areas of the Republic of Mauritius, in particular Agalega, is consequently vulnerable to sea level rise and Rodrigues is more exposed to long periods of water scarcity. The intensification of cyclones in shorter periods of time has also been observed.

Climate change has therefore more far-reaching implications than only on weather patterns as it is affecting not only the environment but also the social and economic prospects of Mauritius. The principal areas of vulnerability to climate change include the coastal zone, tourism, agriculture, fisheries, health and freshwater. The key sectors already impacted upon are: infrastructures that support the livelihood of communities, water resources, coastal areas, coral reefs, fisheries and other marine-based resources, agriculture, tourism, human health and biodiversity. The impacts of climate change are particularly more serious on the poor whose adaptive capacities are generally lower due to their limited access to resources and tend to live in environmentally fragile areas in low coastal zones and in less extreme events resilient low cost dwellings.

The country has a Climate Change Adaptation Policy Framework with several strategies and Action Plans for addressing the various climate change threats in addition to investing significant resources in both adaptation and mitigation measures. It also has a Plan for integrating climate change into Coastal Planning and Management with recommendations for mainstreaming Climate Change into the Integrated Coastal Zone Management Framework. To strengthen its climate action Mauritius is in the process of enacting a Climate Change Act which currently is at a Bill state. The Act will enhance the implementation of policies, strategies and plans to further mitigate the effects of climate change and promote adaptation measures (GoM 2010).

Disaster Risk Management

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.

---

122 The National Climate Change Adaptation Policy Framework for the Republic of Mauritius aims at integrating climate change into core development policies, strategies and plans. The main objectives of this Framework are to enhance the resilience of key economic sectors, mitigate risks and damages to human settlements, infrastructure and avoid the loss of lives due to extreme climatic events. The Framework has focused, amongst others, on the assessment of socio-economic impacts of climate change on key sectors, namely water, agriculture including terrestrial ecosystem, fisheries and marine ecosystem as well as tourism and coastal management. It will thus enable policy makers and stakeholders concerned to understand the challenges posed by climate change and take appropriate actions. It will further guide investments in climate change adaptation projects while offering benefits to many sectors by reducing risks and avoiding potential future losses.

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 environmental challenges highlighted above coupled with climate change and disaster risk of Mauritius 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.

Rodrigues

The island of Rodrigues is an autonomous outer island within the Republic of Mauritius. It has its own specific historic development path and developing constraints implying that it requires a specific development approach within the Republic of Mauritius. Recognizing the cultural specificities and the wish of Rodriguans to become autonomous, the Government of Mauritius approved the 2001 Rodrigues regional assembly (RRA) bill to provide more political and economic autonomy and allow Rodriguans to chart out their own development priorities. The RRA is a composed of elected members, acting on behalf of the Government of Mauritius but enjoys a large degree of autonomy having the power to exercise full responsibility in some thirty seven areas. Only a few but key areas of responsibility are shared with the central government, including education, social security, health, and justice.

Rodrigues is a low-income economy where livelihoods are largely based on subsistence. Despite the “Mauritius miracle” with its high income economy and impressive human development indicators, Rodrigues has been lagging behind and remains the second least developed region in Mauritius as measured by the Relative Development Index. It has not benefited appropriately from these gains.

---

125 Mauritius experienced two dramatic flood events in two consecutive months. The first event occurred in February 2013 during which more than 100 mm of rainfall were recorded in 24 hours at 8 places across the island. This caused flooding in several regions and landslide at Mt Ory. On 30 March 2013, Port Louis experienced torrential rains of the order of 152 mm in less than one hour resulting in a flash flood which caused 11 deaths and considerable material damage.
126 According to the ISDR 2009 study, 5-70 km of built up areas, 19-30 km of agricultural land, 2.4-3 km of motorway, 18-29 km of main roads and 68-109 km of secondary roads are exposed to flood hazards. Hazard mapping has provided a comprehensive National Risk Profile which identifies the various hazard prone areas in the entire island.
127 0.5570 compared to a national average of 0.77
notwithstanding the implementation of a number of national poverty alleviation programmes by the Government and several donors. For instance, the Sustainable Integrated Development Plan for Rodrigues (SIDPR) was developed a few years ago. It sought to address the development issues of the Island. However, it was only partially implemented and did not generate the change expected, notably in terms of poverty and inequality, on which Rodrigues is behind the national average on every indicator.

**Poverty and inequality outlook**

According to the continuous multipurpose household survey, 37.5 percent of Rodriguan households live below the poverty line (compared to a national average of 9.4%) in the small population of 41,788 inhabitants (2014 census). The proportion of poor persons measured by the relative poverty line increased from 18.9 percent in 2007 to 19.5 percent in 2012 while it stands at 9.8 percent in 2012 at the national level. According to the WB, Rodrigues is the only district with negative impact on poverty in Mauritius (-8.4 percent). There are also marked differences between Mauritius and Rodrigues in terms of basic services such as water distribution (once a month on average for an hour or so - water is a scarce resource in Rodrigues), unemployment rate (25 percent in Rodrigues versus 8 percent in Mauritius), and income inequality (Gini coefficient of 0.433 versus 0.414 for Mauritius).

While Rodrigues can be considered altogether as a pocket poverty, the poor are scattered in 101 villages except in “caverne patate” where some 30 poor households live. Poverty is concentrated in children, large families, female-headed households, and those with low levels of education. The incidence of poverty was higher among people living in female-headed households and, for them, poverty has increased sharply over time. Poverty has also a predominantly young face.

**Key poverty and inequality challenges**

According to stakeholders, poverty and inequality stem from deprivation, inability to satisfy basic needs, lack of opportunities, unemployment, inaccessibility to services, the mindset of Rodriguans (dependency on Government pensions, inability to save, reluctance to entrepreneurship, loss of key values like hard work and strong community bonds), unequal access to resources notably land for business purposes (most land tenure are leases) and lack of control over resources, large and single parent families (the population in Rodrigues increases faster than in Mauritius – 12.9 percent compared to 4.3 percent between 2000 and 2011; more divorced/separated/unmarried parent – 4.6 percent in 2011 versus 3.1 percent in 2000; and high teenage pregnancy). Furthermore, health related issues (33 percent of adults aged 20-74 are overweight and 23 percent are obese; and alcoholism) compound the welfare of the poor. There seems also to be a vicious circle of poverty from one generation to another, owing to poor education. According to the 2011 Housing and population census, 21 percent of the population over 10 years of age is illiterate, high drop-out rates are noted in secondary schools though diminishing (20 percent in 2010 to 15 percent in 2011) and 32 percent of those unemployed have not passed the Certificate of Primary Examination (CPE) while almost none of those with university degrees are unemployed.

---

128 WB, Mauritius Inclusive growth report, 2015
129 Statistics Mauritius, Rodrigues - 2012 Household Budget Survey
130 Ministry of Health – National action plan for Nutrition 2009-2010
ANNEX: International Experiences

Community-based service delivery

Serbia - The Social Innovation Fund

In 2003, the Government of Serbia established a Social Innovation Fund as a transitory mechanism providing competitive funding and management support to reform-oriented social services projects at the local level. This has stimulated local authorities to engage actively in social welfare reform.

The Fund works on developing local services in the social protection sphere, incorporating lessons learnt from local projects into strategic decisions by continually providing support to local actors and by making important contacts with national and international actors. The activities of the Social Innovation Fund make it one of the important participants in the process of developing social protection system of Serbia.

SIF introduced a “mixed modality” in service provision, which for the first time included Civil Society Organizations (CSOs) as service providers.

Thanks to SIF, 298 innovative projects were implemented in over 100 communities across Serbia. The spectrum of services included home health care for the elderly, independent living for people with disabilities, day care centers for children, and more. Community services were significantly expanded in municipalities which previously had few or none due to shallow capacity and a dearth of funding. UNDP helped to pioneer innovative services, such as the establishment of shelters for street children, training programs for women in organic farming, job-search support for people with cognitive disabilities, and new treatment programs in juvenile detention centers.

The new Law adopts and advances measures that SIF introduced, tested and advocated for, and thus has institutionalized the transformational change in social assistance and social service provision in Serbia. The Law on Social Welfare Services has embraced the targeted social services approach, the standardization of services, and the increased devolution of responsibility to for local level implementation. The new Law also envisages enhanced and strengthened services monitoring, a feature tested through SIF and which engaged Community Support Organizations intimately in this process.

UNDP Albania - Supporting Social Inclusion of Roma and Egyptian Communities

Roma and Egyptians are facing a level of poverty estimated three times higher than that of the other parts of population in Albania, due to long-standing social exclusion. The UNDP ‘Supporting the Social Inclusion of Roma and Egyptian Communities (SSIREC) Project, supported by European Union, was designed to empower the marginalized communities in the regions of Korca, Berat and Vlora socially and economically.

131 The Social Innovation Fund is a program of the Ministry of Labor and Social Policy, which is implemented in cooperation with the United Nations Development Program (UNDP) and supported by the European Union (EU), the Government of the Kingdom of Norway and the Government of Great Britain.
The project relies on the active participation of the Roma and Egyptian communities as well close collaboration with central and local authorities in the targeted regions. The project supports the Government of Albania in its efforts to achieve the objectives set forth in the Decade of Roma Inclusion 2005 - 2015 while promoting respect for human rights and appreciation for cultural diversity.

The project enables communities to participate in local planning processes and prioritization of infrastructure development of Roma/Egyptian neighborhoods. It also works to build capacities of Roma and Egyptian civil society organizations to be able to implement small scale projects in response to community needs. The project also supports Roma and Egyptian people through vocational trainings to increase their employability, as well as strengthen the artisan and entrepreneurship skills.

**International examples of citizen engagement mechanisms**

**Ureport** – Ureport, an SMS-based system that allows young Ugandans to speak out on what's happening in communities; data can be used for evaluations as well as for monitoring, [www.ureport.ug](http://www.ureport.ug) Ureport Uganda is a new communications technology developed by UNICEF Uganda and launched in 2011, which is revolutionizing social mobilization, monitoring and response efforts. The initiative equips mobile phone users with the tools to establish and enforce new standards of transparency and accountability in development programming and services. It is a free SMS-based system that allows young Ugandans to speak out on what’s happening in communities across the country, and work together with other community leaders for positive change. By sending the text message, ‘join,’ to a toll-free number and submitting a few personal details, anyone with a mobile phone can become a volunteer ‘U-reporter’, sharing their observations and ideas on a wide range of development issues. Topics have so far included female genital mutilation (FGM), outbreaks of disease, safe water, early marriage, education, health and inflation. Once a topic is decided, U-report sends a question via SMS text to U-reporters, who can respond either with a simple menu-based reply or with personal messages. Data and information sent by citizens are then analyzed and interpreted, sharing the results through visuals, maps and other such means – see: [http://www.ureport.ug/national-pulse/month/](http://www.ureport.ug/national-pulse/month/). The system comprises weekly SMS messages and polls to and from a growing community of U-reporters, regular radio programmes that broadcast stories gathered by U-report, and newspapers articles that will publish stories from the U-report community.

**Ipaidabribe** - Ipaidabribe, a platform to tackle corruption by harnessing the collective energy of citizens; data can be used for evaluations as well as for monitoring, [www.ipaidabribe.com](http://www.ipaidabribe.com)

In an effort to address one of the most persistent development challenges plaguing the sub-continent’s economy, a small non-profit organization launched Ipaidabribe, a platform for monitoring corruption across India. How it works: With the aim of heightening citizen’s awareness about the nature and spread of bribe-related exchanges and consequently promoting a purposeful public debate that pressurizes public officials to reduce and eventually eliminate corruption, the website allows Indians to post their bribe experiences under four distinct categories — I Paid a Bribe (captures incidences of bribery), I Am a Bribe Fighter (experiences where people resisted bribery), I Met an Honest Officer (recognizing honest officers) and I Do Not Want to Pay a Bribe (educating Indians how to avoid paying a bribe). While the website does not allow the naming and shaming of government departments it has had some preliminary successes. For example, the transport commissioner in Bangalore city used the website's feedback to reform its procedures and minimize bribery cases with a thrust on automation. In a global first, licenses can now be applied online and Bangalore city now gives automated driving test tracks to applicants to bring down the discretionary powers of its officials. What is interesting is the new category of Ipaidabribe that recognizes honest officers and not simply those engaged in corruption. Ipaidabribe has created a
significant size of knowledgebase of close to 16000 bribe reports and has been visited by more than 7.5 Lakh users. By raising awareness and providing citizens a ‘safe space’ to participate in public accountability, Ipaidabribe is filling a critical gap in the citizen charter for a very complex, deeply rooted and contemporary social issue.

**Lapor! - Indonesia** leads the way, with the President’s Delivery Unit for Development Monitoring and Oversight (UKP4). Lapor! (Report! In bahasa) uses a variety of media such as the LAPOR! website, text messaging and other mobile applications through which, citizens can report on anything from bribe requesting public officials to damaged bridges and teacher absenteeism. Users can also directly upload pictures or videos as evidence of the reported misconduct directly on the LAPOR! The UKP4 does a validity check within 3 to 4 days of receiving the complaint after which it is transferred to the relevant Ministry of Government Agency for responsive action. The turnaround time for the responsive action is five working days which is reported back through the website, which generates an SMS or email notification to the complaint informing them of the action taken. How does the validation work? The LAPOR! team screens reports for the ‘five w’s and one h’ (who, what, when, where, why and how) to validate the complaints. The ones that don’t pass the screening are archived into a collective sentiment report. While effective, LAPOR! is not without its fair share of challenges. Some of them are: handling the high number and frequency of complaints (6,000 a day), and integrating all ministerial offices and local government units to cooperate with LAPOR!, (64 ministries and government agencies and one provincial government). A critical contributing factor to the effectiveness of LAPOR! is incentives. Lapor! conducts tri-monthly progress reports which is presented to the heads of each ministry and agency. These progress reports are comparable across different ministries, which provides room for healthy competition as a great incentive to perform. Further, if a validated report is not responded to within one month, the LAPOR! team reports this to the President’s office, again creating a disincentive for non-compliance. Other contributing factors for the success of Lapor! is the ease of access for citizens from urban and rural areas to report their complaints, it is virtual and precludes the need to physically register a complain at any local institution and it gains the trust of citizens as they can monitor the validation of their complaint and track the progress of responsive action taken.

**Check my School** - From the **Philippines**, the World Bank Institute and Open Society Institute kicked off a participatory monitoring initiative with the aim to improve service delivery in public education by promoting social accountability and transparency. Check My School, now established as a joint initiative of the Affiliated Network for Social Accountability in East Asia and the Pacific (ANSA—EAP) Foundation Inc. and the Department of Education (DepEd) uses mobile and web technology to help the community monitor the system of basic education in the Philippines.

How does this work? CMS makes use of the ANSA—EAP formula to exact social accountability through constructive engagement and citizen monitoring. Working closely with DepEd and other relevant government offices, CMS resolves school issues by empowering citizens to engage in dialogues with the government offices and also explore collaborative problem-solving. By collecting and providing data, and sharing feedback and solutions, school communities are engaged in monitoring the services of the DepEd. CMS also combines this community engagement with digital media such as websites, social media, and mobile technology, enabling people to share information and send feedback. Its community mobilization
approach through partnership building with different groups such as the school stakeholders, local school board, the private sector, academe and government agencies is also instrumental in meeting CMS’s vision of ensuring public schools deliver quality services and better education performance, enabled by involving citizens, empowering communities, and ensuring a responsive government.

Other examples:

- In the US-American city of Chicago, citizens report issues and request services from local authorities using SeeClickFix (www.seeclickfix.com) and track the solution online.
- Tracking Violence Against Children in Benin, an SMS-based system based on Frontline SMS in Benin, www.youtube.com/watch?v=3zVqwkULoVM
- Harass Map, a system in Egypt for anonymously reporting sexual harassment via SMS and instantly mapping the reports online; quantitative and qualitative data can be used for evaluations as well as for monitoring www.harassmap.org/en/
- **Smoking Violations Reporting Platform**, a platform used to report smoking violations in Kosovo, www.77.81.240.20/smoking_violations/
- Green Clean, a crowdsourcing platform and mobile application for reporting waste in Montenegro using the Ushahidi platform, www.cleangreen.arhuscentri.me

---

Social Protection

Conditional Cash Transfers (CCTs)

1. What are CCTs?

Conditional cash transfers are a social assistance policy tool to reach two objectives: 1) in a short-term, they provide income support/address consumption poverty and 2) they are set to achieve improvements in human capital and thus address chronic social exclusion and inter-generational transmission of poverty. The cash transfers reach pre-determined poor households on conditions stipulated in the program (usually based on poverty levels) and in a specified way (i.e., using public services). By setting requirements on participating households, the CCTs compel their members to a socially desired behavioral change. Policy-makers need to set specific objectives for each individual CCT based on the country context. For example, in many cultures, girls lag behind boys in educational attainment due to traditional gender relations within families, which might be addressed by higher transfers for girls’ attendance than for boys. Likewise, parents who themselves are not educated might not appreciate the effects that education has on future wages or lack of knowledge on the importance of nutrition or health care prevention. In such cases, households tend to underinvest in human capital and thus conditions placed on transfers are justified.

The CCTs are perceived as a temporary measure with an ultimate goal for participants to lead fully independent and productive lives. However, while eligibility and targeting of beneficiaries are rather straightforward, the exit from the programme is a far more complex matter. Most countries apply periodic re-certification to verify eligibility, other decrease the size of benefits over time or put time limit on the receipt of transfers (e.g., Chile, USA).

Typically, the conditions involve high levels of school attendance or required health checkups (prenatal care, children’s or older person’s care). Though still less common, the second generation of CCTs (e.g., in Brazil and Mexico and in many OECD countries) aims at the inclusion of the participants in the productive processes via skills enhancement, training, job placements, microfinance or other services provided to the adults. These services are often complementary with softer or no conditions attached.

The proponents of the CCTs point to their effectiveness in reaching the above objectives while being relatively modest in cost (around 0.4% of GDP for large programmes). The argument is appealing from the point of view of redistribution, much more so than for example in case of universal subsidies or pensions. Furthermore, for those on the right of the political spectrum, the CCTs are more acceptable than unconditional transfers as they are not considered “hand-outs” but rather incite participants to take concrete steps to improve their well-being and thus increase the overall social welfare. In general, measures to improve children’s welfare are widely accepted and supported.

Those who oppose the CCTs believe that they perpetuate state’s paternalistic view of the poor by making a decision on how they should spend the social assistance based on an assumption that they would not make rational choices regarding the well-being of their families and society. Another concern raised relates to a relatively high administrative requirements to run such programmes as well as to the quality of services provided.
Notwithstanding this debate, strong evidence from programmes that have been operating for nearly two decades compels more and more countries to introduce the CCTs as a viable anti-poverty and social inclusion measure.

Management of CCTs requires efficient and mature public apparatus, transparent processes, technical capacity to design, implement and monitor delivery and compliance as well as a strong coordination mechanism. Because of a complex structure involving various line ministries, different levels of government, high level of political leadership is necessary, so is the buy-in of the programme participants and the general public.

1.1. Conditionality versus social contract

More and more CCTs, for example the majority of programmes in Latin America, frame conditionality as a “social contract” whereas the beneficiary and the state share responsibilities. This gives participants an agency to undertake steps to change their lives rather than a perception of a punitive notion of conditions attached to transfers. Although semantics for some, this is an important distinction because it positions beneficiaries and the state as partners.

The levels of conditionality vary from “hard” requirements that are strictly monitored and whose non-compliance results with the discontinuation of the transfers to “soft” conditionality whereas the adherence is encouraged but not reinforced (See Figure 1).

2. CCTs around the world

One of the first CCTs was Prospera, introduced in Mexico in mid-90s to provide direct cash transfers to women, conditional on their children going to school. This programme proved so successful that it was adapted and replicated in virtually every country in Latin America and its currently in its third generation.
Prospera – Oportunidades – Progresa). Throughout the 2000s the CCTs have spread across the developing countries; according to the World Bank, as of 2014, 70 countries around the globe use CCTs in their social assistance to the poor. They differ in size, scope, public expenditure as well as objectives they are set to achieve and conditionalities they employ (See Table 1 and 2).

Table 1: Conditional cash transfers in selected countries (adapted from the World Bank, 2014):

<table>
<thead>
<tr>
<th>Education (attendance)</th>
<th>Health (pre-natal, childcare, vaccinations, etc.)</th>
<th>Workshops/seminars (Family development, nutrition, health, etc.)</th>
<th>Labour activation</th>
</tr>
</thead>
<tbody>
<tr>
<td>Most LAC countries, Macedonia, Romania, Turkey, Cambodia, Philippines, Pakistan, Kenya, Tanzania, Ghana, Malawi, Congo</td>
<td>Brazil, Chile, Colombia, Ecuador, Honduras, Jamaica, Mexico, Panama, Peru, Kazakhstan, Turkey, The Philippines, Tanzania, Congo, Togo, Senegal</td>
<td>Colombia, Mexico, Panama, Mali, Niger, Senegal, Burkina Faso, Pakistan &amp; The Philippines</td>
<td>Brazil, Mexico, Ecuador, Kazakhstan, India, China, Cameroon, Liberia, Tanzania, Ethiopia, OECD countries</td>
</tr>
</tbody>
</table>

On average in Latin America, countries spend 0.4 percent of the GDP on CCTs that reach on average 21 percent of the total population (See: Table 2). The costs to run the scheme decline with time after initial necessary investments in selecting the beneficiaries, setting up institutions and procedures to run the programme, setting up monitoring and evaluation systems, etc. For instance, in the first year of Mexico’s Progresa, the cost of targeting represented 65 percent of the total cost of the programme, monitoring 8 percent and actual delivery 8 percent of the total. By 2000, the costs of targeting went down to 11 percent, monitoring conditionality to 24 percent, whereas 41 percent of the programme represented the actual transfers.133 The management costs of Brazil’s Unified Registry (the equivalent of Mauritius’s Social Registry of Mauritius), a key feature of the CCT system, are not even 1 percent of the funds that are transferred to beneficiary families from Bolsa Familia. The budget of Bolsa Familia in 2012 was US$10 billion.134

Table 2: Size and scope of CCTs in Latin America

133 World Bank, 2009.
134 Building Resilience and Opportunity, Government of Brazil, Ministry of Social Development and Fight against Hunger, powerpoint presentation.
In Africa, and especially in the Least Developed Countries (LDCs) on the continent, CCTs have been less widely used given that the quality and availability of services that would fulfill the agreed conditions varies to a large degree. Placing specific conditions on the programme participants, such as school attendance or health checkups implies that there are enough schools, teachers, clinics, nurses and doctors to provide the services. They also need to be of a quality that is adequate. Such programme also require capable institutions and public administration that can manage them. In the absence of both conditions, pouring resources into CCTs might not be advisable and unconditional transfers might be a more appropriate policy option for LDCs.

### 3. Impact of CCTs

Because of the way they are designed and delivered, the CCTs are among best documented policy tools thus lend themselves to a study on the effects of public policy. Data on beneficiaries needs is regularly collected, processed and updated; delivery of benefits recorded and reported and adherence to conditions measured by certification and re-certification of beneficiaries, attendance records or through other means.

Studies on the impact of the CCTs provide valuable lessons for policy-makers considering this tool in their countries or seeking to improve the existing schemes. Mexico is a particularly interesting case study, not only because of availability of longitudinal data as one of the oldest CCTs, but also as a leader in monitoring and evaluation of public policy due to the establishment of an independent body to measure poverty and assess social policy and programmes. Comparative studies from other countries and regions by the World Bank, Inter-American Development Bank or Asian Development Bank are also widely available.
By and large, impact evaluations of the CCTs point to their positive effects on the lives of the poor as measured by increased household consumption and its quality (for example, households that receive CCTs spend more on higher-quality nutrients) and decreased poverty levels and its depth. They also encourage utilization of educational and health services and by doing so encourage investments in human capital. In general, the CCTs also bring about good results in terms of gender equality as the transfers are typically directed at women and substantially decrease child labour, e.g., in Brazil, Cambodia, Ecuador, Mexico, and Nicaragua. Concerns regarding large negative impacts on labour participation are not substantiated with available data. Research on Cambodia, Ecuador, and Mexico shows that adults in households that received transfers did not forgo employment and livelihoods opportunities due to transfers. Furthermore the transfers do not seem to impact on the level of remittances or other transfers; they also have no major role in family planning, at least in the short term. In several countries, CCTs have spurred reforms to correct inefficient social transfers or regressive subsidies.

Brazil’s Bolsa Família programme has helped 36 million Brazilians to exit extreme poverty; contributed to the reduction of the national poverty rate from 9.7% to 4.3%; increased the education enrolment rate of poor children; and contributed to the reduction of 45% of infant mortality (under five years old) associated with poverty. Extreme poverty dropped by 12-17% among participants of Colombia’s Familias en Acción Program and in Mexico 25% of families save and invest a share of the benefits in productive assets.

The CCTs have been found to significantly increase the usage of education and health services – and what is especially encouraging – the uptake has been concentrated in poorest households that were least likely to use these services in the absence of the scheme. In Mexico, children receiving Progresa have a 12% lower incidence of illness, and adults reported a 19% decrease in sick or disability days. In Honduras, utilization of health services among young children increased by 15–21 percentage points. They helped reduce schooling gender bias in countries such as Bangladesh, Turkey, Pakistan, where gender cultural dynamics typically result in a preference for boys’ education. The findings of a randomized evaluation of different types of school completion grants in Colombia reveal that students who were offered a large reward for graduation were 49 percent more likely to enroll in a higher education institution. These transfers also incited families to save.

It is important to stress that an increased usage of health and educational services associated with conditionality does not necessarily translate into better health and educational outcomes. Current programmes measure school attendance or number of visits to a clinic, which does capture qualitative aspects of human capital accumulation. As the CCTs evolve, the policy-makers grapple with a challenge of shifting the focus from service usage to performance and outcome. For example, school exams data would provide insights into the educational attainment of the students; data on the quality of services would also need to be considered.

139 World Bank, 2014.
140 World Bank, 2009.
141 Poverty Lab.
Far less is known about the impact of CCTs on the inclusion of long-term unemployed or inactive populations into the productive process or on the effectiveness of case management delivered as part of the scheme. Such programmes only recently have gained on importance in developing countries as part of the CCTs and are often treated as an accompanying measure and not as a requirement to receiving a transfer. Here, lessons from labour activation programmes (so called workfare programmes) in OECD countries might provide useful insights. The participants of the workfare programmes are expected to actively increase their job prospects in exchange of receiving benefits while the state sharply increases available employment services. One of the major challenges in evaluation of CCTs aimed at labour activation is that changes in employment levels can be attributed to several factors and events that are independent from services provided by a single programme or service. The impact evaluations of such programmes show mixed results. Job-search assistance and placement strategies have been found to have larger positive effect whereas long-term measures, such as training or job creation programmes have little or negative effect short term.

Tailored and intensive employment services, case management, referrals and placement tend to have the largest impacts. This has been the strategy used by the Solidario programme, the chief anti-poverty programme in Chile. Evaluation of the programme shows its positive impact on psychological well-being of the participants and greater usage of the social programmes. In terms of employment, the programme has registered small but clearly positive effect on number of workers in the family.142

Country examples

France

In France, people who receive cash benefits from the Government are required to sign a social contract that requires them to undertake activities to re-integrate into employment and society. This scheme, Revenu Minimum D’insertion (RMI), is intended to address exclusion in education, employment, training, health and housing. A case manager works with the client to design a unique social contract that responds to that person’s difficulties: this might include literacy training, legal assistance to finalize a divorce or recover child support, treatment for drug or alcohol addiction, French language training for immigrants, job and life skills training, medical assistance for physical or mental disability, for example. Receipt of benefits is not conditional on participation in the insertion contract. An evaluation of the scheme found that exits occur mainly in the first two years after joining the scheme, and the probability of leaving decreases sharply thereafter. Participants who entered the scheme more recently leave more quickly and in higher proportions than those who entered a long time ago. [Source: Marc Gurgand and David N. Margolis (2002) Welfare and Labor Earnings: An Evaluation of the Financial Gains to Work, National Center for Scientific Research (CNRS); National Institute of Statistics and Economic Studies/Center for Research in Economics and Statistics, IZA Discussion Paper No. 461; P. Cordazzo (2005) Minimum Income Allocation System (RMI): a longitudinal view, Evaluation Review, vol.29, p.407-424]

Algeria

In Algeria the Ministry of Social Solidarity is implementing a cash transfer which is targeted at extremely poor (no income, widows, girls above 30 and other vulnerable groups including chronic ill). In addition to cash transfer the beneficiaries are also eligible for skills development (through nationally accredited

---

142 Evaluating the Chile Solidario program: results using the Chile Solidario panel and the administrative databases, Estudios de Economia. June 2011.
institutes) and micro-credit (interest free loan) and marketing and business development support as part of the graduation programme. While the Ministry of Labor manages three main programmes: contributory pension and health care for public and private sector employees (not informal sector yet), contributory retirement and health care benefits for business owners and unemployment support to those who lost their jobs because of economic reasons (fired from job), it is looking at providing skills development and interest free micro loans instead of cash for people who lost their jobs as unemployment benefit. **Example of how cash transfer for poor works and its link with graduation:** The beneficiaries illnesses receive a cash support of 40-50US$ per month and free health care and treatment (including free drugs) and they are also eligible for interest free loan, skills development training of 3-6 months and support in launching a successful business. While the cash programme is targeted at poverty reduction and addressing health inequality, the micro-credit is aimed at graduation from dependency. The application processing time for most vulnerable such as chronic ill people is done speedily. [Source: UNDP]

**Egypt**

Egypt is developing a national database to consolidate social safety net programs. This Unified National Registry has made some progress toward linking the smart card to other social assistance and social security databases. In time, it will enable the programs to expand to the entire country. Though the systems are being developed and rolled out there is still some experience to be learned from Egypt which is reforming its social protection system by gradually removing oil subsidy to fund targeted social protection systems (Takafal and Karama meaning Solidarity and Dignity) with the help from the World Bank. This initiative was launched in April 2015 by the Government as part of its Cash Transfer Program. Under this, poor families receive the equivalent of US$43–$83 a month, while some elderly people and people with disabilities receive US$47 a month. Takafal provides income support conditional on 80% school attendance by children ages 6–18, on medical check-ups for mothers and children under 6, and on attending nutrition classes. In contrast, Karama provides unconditional income support to the elderly and people with disabilities. The program aims to cover 1.5 million families by 2017. [Source: World Bank]

**Ghana**

In relation to the strategy for reaching the potential beneficiaries, one innovative example is the National Household Registry from Ghana. The new National Households Registry identifies potential beneficiaries for all Social Protection Programmes. While the other experiences are passive or semi-passive, i.e., the states relies on the capacity of the mobilization of the potential beneficiaries by radio, TV or occasional visits for stimulating the target groups to visit the registry centers, the model that has been designed for Ghana implies an active search and registering the target households. It is a very recent initiative. However, the design may bring some solutions for Mauritius. [Source: UNDP]

**Chile**

Chile Solidario is a good example of a programme that provides training and placement for beneficiaries. It is conceptualized as a bundle of programmes that are tailored to meet the specific needs of households. Chile Solidario is an example of the emergence of ‘active policies’, where social protection is combined with measures to promote insertion, and conditional on engagement in activities to promote
employability, including skills development. It includes the assistance of a social worker, that provides visits for a period of 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 programs, transfers, health, education, housing, family support services, drug prevention and rehabilitation, technical help for disabled people, support for violence situations, etc. [Source: UNDP]

Brazil

Brazilian Government’s Unified Registry for Social Programs is a tool for identifying and recording the social and economic conditions of low-income Brazilian families. A large majority of Brazil’s social programs select beneficiaries on the basis of information contained in the Unified Registry. Beyond being a database of low-income population, the Unified registry is also a mechanism for highlighting the situation of the most vulnerable population groups throughout the country, mapping their needs and enabling the actions of different areas of government to be coordinated in all Brazil’s states and municipalities. The Unified Registry consists of the registration forms containing information on low-income families collected by Unified Registry interviewers; a computer-aided information system for entering and updating data on the registered families; and a database containing details of all the families registered in the Unified Registry. The above are essential for ensuring that the Unified Registry can achieve its main purpose: to map and identify the poorest and most vulnerable segment of Brazil’s population, and to provide information on the country’s different geographic areas and their key socioeconomic features. [Source: World Without Poverty – Mundo Sem Pobreza]

United States

In the United States, the programs that were the most successful overall for both 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, UNDP Social Contract Policy Note]

Indonesia

Indonesia began to implement targeted social assistance programmes for both households and individuals in the aftermath of the 1997 Asian financial crisis. The crisis had halted Indonesia’s economic growth and caused a sharp rise in domestic prices which led to a rapid and significant increase in poverty. The massive economic and social impacts of the crisis required a rapid roll-out of large-scale social assistance programmes, collectively termed the Social Safety Net (JPS), to protect households and communities that were most affected and to prevent the further spread of poverty. The programmes were largely pro-poor, although several targeting issues emerged. As the Indonesian economy and society recovered from the crisis, most of the programmes introduced during the crisis were extended to become a permanent part of the central government’s social assistance strategy. These were supplemented by a second generation of initiatives, comprising conditional and unconditional cash transfer programmes funded by savings generated through ad hoc reductions in fuel subsidies between 2000 and 2010. At the same time, targeting approaches were continuously improved. As with the targeting approaches used for the JPS programmes, PSE 2005 and PPLS 2008 surveys were defined by the urgency of the situation and the speed
with which they were adopted to support the implementation of specific crisis or compensation-related programmes. This led to constraints in their design and compelled policymakers to rely on existing, largely programme-specific mechanisms. As a result, both during and after the Asian financial crisis, targeting approaches were characterized by a heavy reliance on local-level officials and service providers to fine-tune the process of identifying beneficiaries. Potentially eligible households were registered in the PSE 2005 and PPLS 2008 based on subjective consultations between enumerators and community leaders. There was evidence of elite capture in the process (SMERU, 2006) and both surveys had insufficient coverage to adequately reflect the regional distribution of poverty. This led to a substantial number of poor households being excluded (exclusion errors) and non-poor households being included (inclusion errors). Furthermore, the surveys were not used for all programmes. As a result, even though most household-based social assistance programmes have similar targeting criteria and aim to reach similar population groups, the use of programme-specific beneficiary selection mechanisms has led to a rather limited complementarity between programmes. To address the targeting issues that continued to undermine the effectiveness of these poverty reduction programmes, the Government of Indonesia decided to establish a single registry to identify beneficiaries for social assistance programmes. The Unified Database for Social Protection Programmes (UDB) contains detailed socio-economic information about households classified as the poorest 40 per cent of the Indonesian population. With data on more than 25 million households, the UDB is the largest database of its kind in the world. [Source: The International Policy Centre for Inclusive Growth jointly supported by UNDP and the Government of Brazil]
Active Labor Market Policies

Bulgaria

The Republic of Bulgaria has a significant number of Roma who is largely excluded from the job market because they lack qualifications and suffer discrimination, particularly in the recruitment phase. The Ministry of Labor and Social Policy (MLSP) is the main institution dealing with the inclusion of Roma in the labor market, while the Employment Agency has an executive role in employment policy. The Government of the Republic of Bulgaria developed a National Employment Strategy followed by the Employment National Action Plan, which is adopted annually. The National Employment Strategy 2004-2010 aimed at the reintegration of discouraged persons, including Roma, by reducing the informal economy and by fully implementing the legal provisions related to employment in the formal sector (such as those pertaining to social and health insurance, wages, working hours, professional development). The strategy also included specific measures for creating new opportunities for sustainable employment; for providing literacy courses and vocational training; for nurturing entrepreneurship; and for training for people with skills in traditional crafts. [Source: UNDP Bulgaria]

Hungary

In Hungary the Roma population is living in segregated rural communities and has low level of skills. The ratio of long-term unemployment is high, with many Roma people having no experience of regular employment at all. Hungary has enacted different measures to answer to the challenge of economic exclusion of Roma population under the National Development Plan (2004-06) and the New Hungary Development Plan (2007–13) promoting Roma employment. The government established National Roma Employment Management Network in 2004 to promote Roma employment through the regional Employment Centers and Centers for Social Welfare. Subsidized temporary employment measures were also implemented in the National Action Plan for Social Inclusion 2008-2010 for reducing territorial and housing disadvantage with special regard to the integration of the Roma. Those subsidized temporary employment measures are reserved for the most disadvantaged employees, most of whom are Roma, and are available in a form of: public works, community work, public utilities organized partly by labor centers and partly by municipalities. [Source: UNDP]

Macedonia

Low levels of education, together with high unemployment rates, especially among Roma women, poor housing conditions and healthcare access are the main causes for the Roma vulnerable situation Roma enrollment rates are lower at all educational levels in comparison with the non-Roma population although education is compulsory between 7 and 15 years old. As for the employment, although Roma register similar activity rates compared to the non-Roma population (49% vs. 51%), their employment situation is far more precarious, as only 23% of them have a job, while 53% are unemployed. About 31% of the employed Roma are poorly qualified workers. Moreover, Roma workers face a high incidence of informal employment (64%), in low quality and wages jobs and without labor protection or social insurance. They are, in fact, caught in a vicious circle, since the low level of education and lack of formal qualification reduces their employability opportunities. The Community Works Programme has proved to be a good model for addressing some of the pressing needs of local communities while engaging the vulnerable groups including Roma etc. This Programme focuses on the unemployed who are facing difficulties in being included in the labor market by encouraging them to engage themselves based on the needs of the
local community. This programme contributes to engagement/provision of work experience/training of a significant number of long-term unemployed Roma or other vulnerable groups. [Source: UNDP]

**Romania**

The National Employment Strategy, 2004-2010 addresses the Roma population as a venerable group excluded from the social and economic area in the country. The main initiatives for social inclusion of Roma population in this strategic document are the need for elaboration and the implementation of a programme including the Roma unemployment; developing programmes that will increase the entrepreneurial capacity of the Roma, and the elaboration of an annual professional training and reconversion programme for crafts. The National Agency for Employment is the main state institution which offers services to unemployed people. In 2005 the government enacted the Joint Inclusion Memorandum (JIM) which addresses the problems for exclusion of the Roma population in all the areas including employment. The Joint Inclusion Memorandum specified active labor market measures to foster Roma employment which included providing vocational training and promoting active employment measures; stimulating their interest and motivation to get involved in formal economic activities; combating discriminatory attitudes against Roma in the labor market and increasing the receptivity of employers to hiring Roma people; promoting Roma specific/traditional occupations and handicrafts; increasing employment in those fields which, by their nature, allow on-the-job training and supporting economic development projects in Roma communities. One specific initiative of the Employment Agency, the ‘Employment Caravan for the Roma’ has provided information and services to Roma communities, bringing services closer to them in their environment. [Source: UNDP]

**Serbia**

Since 2005, Serbia has increasingly recognized the improvement of the position of the Roma population as a priority. The Ministry of Economy and Regional Development has been responsive in structuring labor market measures targeting vulnerable groups and categories defined as the most vulnerable in terms of their employability. Improvements have been registered, especially in the establishment of institutional mechanisms focusing on Roma issues. Serbian employment policy measures included in the National Employment Strategy 2005-2010 focused on active labor market measures including Programs for the promotion of self-employment which entailed the delivery of partial financial assistance for setting up entrepreneurs, Public works which employed, amongst the measures, the highest number of Roma people, subsidies for employers to increase the motivation of potential employers to formally engage Roma workers, qualification training programs which included the earning of elementary school degrees and vocational training for hairdressers, auto body shops, painters, etc. [Source: UNDP]

**Spain**

The main aims of the Action Plan for the Development of the Roma Population 2010-2012 are to improve education and training amongst the Roma in order to facilitate their access to employment, set up priority areas, improve available data on Roma’s employed population by gender, include a gender perspective into the action plan. A positive example in Europe is the so called ACCEDER program “a gate to social inclusion and equality of opportunities for the Roma population”. At the regional level the ACCEDER
targeted five regions: Andalucía, Cataluña, Extremadura, Galicia and Murcia. In 2002 the region of Madrid created a Bureau for the Integration and Promotion of Roma in the Community of Madrid. ACCEDER is the only program which tackles this issue directly, applying a unique methodology, of its own which is based upon the individual needs of its beneficiaries and therefore adapted to the Roma specifications. [Source: UNDP]

Social Housing

Professional Development

Mauritius is in need of a cadre of staff trained in housing; there seems to be no professionally-qualified housing practitioners outside of the UN-Habitat office. There are many courses available around the world, including HIS in Rotterdam which offers short mid-career courses.

World Urban Forum and Habitat III Summit

The major international conferences are opportunities for housing and related staff to keep abreast of current thinking and make good contacts with active international NGOs. Too often, delegates sent go as a reward for good work rather than as a way of updating middle-ranking officials and inspiring new recruits. Mauritius needs the professional input available at these gatherings and should start by sending a suitable group of junior and middle-ranking officers to Habitat III in Quito, Ecuador, in October 2016, in addition to the official delegation. They should be expected to come back fully conversant with the newly-launched Global Housing Strategy and how housing is to be at the Centre of the New Urban Agenda.

SDI and its affiliates

The Slum/Shack Dwellers’ International (SDI) team in South Africa should be invited to visit Mauritius for ways in which its methods could be implemented through NGOs in Mauritius. The SDI way of working is based on community-based savings and loans and sophisticated lobbying systems. Operating through local affiliates and women’s savings groups, an important element of their operations is the Urban Poor Funds (UPF) for settlement upgrading. This is one of the vital first steps in moving from government provision to empowerment of people to house themselves.

Location-based subsidies: Project Renewal in Israel

The ability of all occupants of a particular neighborhood to benefit from a subsidized housing improvement programme can create a very strong local improvement impetus and change a neighborhood from one which is stigmatized to one that is desirable, without changing the occupants. Israel’s experience with Project Renewal could be very helpful to Mauritius.

Multi-story housing: avoid unhelpful comparisons

Policy-makers looking for models for the success of high-rise multi-story occupation have long sought to duplicate the Singapore experience. More recently, Ethiopia’ Integrated Housing Development
Programme (IHDP) has been cited as a model. Policy-makers in Mauritius should not look to emulate either as both have local issues that either disallow their usefulness to Mauritius (Singapore) or would only introduce similar cultural problems and a bottomless pit for front-end subsidy (Ethiopia). The mission members know of no successful high-rise development for low-income earners that might replicate in Mauritius.

**Housing supply as a long process**

It makes a great deal of sense to include incremental building in the housing policy palette available in Mauritius. It is the standard way of building by owner-developers and has been applied to most government-built housing. As Tipple (2000) shows, it is a very important supplier of more space for owner households and rooms for relatives and renters. It occurs at zero cost to the government and with no expansion of the city built envelope. In addition, the rented accommodation is usually much lower down the market than the owner-occupied portion, so it provides good social and age mixes. Plots and infrastructure should be sized to take account of such extension activity. In addition, planning and building regulations should allow, and finance should be available, for incremental house-building.

**A regulatory organization for infrastructure supply**

In Lesotho, the Utilities Reform Programme (2002-2007), jointly funded by the World Bank and the African Development Bank (ADB), restructured the energy sector to be commercially viable. This led to the formation of the Lesotho Electricity Authority (LEA) in 2004, now the Lesotho Electricity and Water Authority (LEWA) with a mandate to balance the interests of all electricity (and water) sector stakeholders. http://www.lesothoreview.com/water_energy.htm. There is now no government intrusion in the tariff decisions. The infrastructure supply companies apply for tariff review and LEWA publicizes the application for public comments. Following set procedures, LEWA decides on the new tariffs and informs the supplier and the public simultaneously. Through a clear and transparent process of reviewing the cost of all the components of infrastructure supply (including bulk costs, depreciation of plant, labor costs, returns on investments, and maintenance), LEWA tries to ensure good value for money while maintaining the sustainability and improving the efficiency of the infrastructure suppliers.
**Education**

**Bulgaria - Social Inclusion Project (SIP)**143

The Social Inclusion Project (SIP), in Bulgaria, includes integrated social and childcare services with family-focused social services for children aged 0–3, and their parents, as well as formal kindergarten and childcare services for children aged 3–6. The project targets low-income and marginalized families (particularly Roma). Three have been identified as the success factors of this model:

- **The involvement of local governments (i.e. municipalities) in the project and capacity development support for management and coordination.** To determine the eligibility of the municipalities, the project used targeting criteria, including the relative share of children and families on social assistance, municipal demand, efficiency requirements, and a sufficient number of potential beneficiaries and community stakeholders.

- **The project addresses both the needs of parents and children.** The project relies on CBOs to tailor services to the community needs and conducts intensive outreach in target communities, providing training to service providers on client-centred service delivery.

- **Access to ECCE made conditional to participation in employment programmes.** The project promotes parental demand for services through fee reduction and transportation to the centers, conditional on participation in employment programs. Parents can access reduced kindergarten fees only if they also enrol in training and employment programs, which helped generate demand for those programs.

**Jordan – ECD Component of Education Reform for the Knowledge Economy**144

Through the Education Reform for Knowledge Economy (ERfKE) operation the World Bank supported the Jordanian Ministry of Education in enhancing equity through public provision of kindergarten to low-income areas. The operation financed capacity building of a new preschool division in the Ministry of Education, professional development of early childhood educators, increased access to kindergarten for the poor, and community-based centers intended to improve parent and community participation.

Following are some lessons that were learned from the World Bank’s project, which can inform the design of community-based ECCE services:

- **Defining roles and responsibilities of all stakeholders involved contributed to project success.** The ECE component of the ERfKE project involved more than 15 organizations, including government departments, civil society organizations, and development partners. Responsibilities for each institution were clearly defined from the beginning of the project.

- **Involving parents and community members in ECCE leads to better outcomes for children.** Involving parents had a positive impact on increasing household knowledge and understanding of the importance of early childhood care in the home and the community. In addition to enhancing parents’ general awareness about their children’s development, these programs engaged parents to play an active role in ensuring quality kindergarten classes. Parents have become more involved in volunteer activities in their children’s kindergarten.

---


**Indonesia - Early Childhood Education and Development (ECED) Project**

Supported by the World Bank, the ECED project addresses discrepancies in quality and coverage of ECCE services in Indonesia, through a community-based approach. The project includes community facilitation, block grants to communities and teacher training.

Following are some key successful features of the project:

- **Community-based development approach.** Districts were selected for the intervention according to specific targeting criteria, including low participation rates in ECED services, low HDI, high poverty rates, classification as a remote district, location in a border area, and a demonstrated commitment to developing an ECCE agenda in their respective districts. The ECED project empowered community members to engage in participatory planning to improve local ECCE services and awarded block grants. With the support of trained facilitators, communities were responsible for assessing existing resources and deciding which additional services were needed in their communities.

- **The community grant model promoted district buy-in and financial sustainability.** To ensure financial sustainability and continuation of service provision in villages, the project recommended the handover of the ECCE community-based services to the local governments (districts) where the communities could not receive any more community grants.

- **Community needs assessment.** With the support of community facilitators, villages mapped existing ECCE services and identified unmet needs to improve the quality of existing services and establish new services where they were needed.

**Mexico - ECD Component of Compensatory Education Project**

*Educación Inicial* is one of the largest programs in the Latin America and the Caribbean region. Its ECCE component uses existing assets, such as preschools and public spaces, for meeting areas and a network of volunteers to teach the parenting education classes. This community-based approach has been successful and cost effective in improving parenting practices and contributes to children’s comprehensive development and school readiness.

Following are some key features of the programmes and lessons learned.

- **Including fathers as beneficiaries for parenting education is important, albeit very difficult.** Special sessions on parenting education aimed at fathers were designed and organised to promote their participation in children’s education. Incentive systems were put in place to attract fathers’ participation in the programme – including making sure that these sessions were scheduled outside working hours – however, they were not always successful.

- **The ECCE programmes were adapted to better serve indigenous groups.** In order to maximize the potential benefits of the *Educación Inicial* for indigenous communities in Mexico’s most marginalized municipalities, the educational material was adapted to address the specific needs of indigenous children and their parents. Recommendations were developed following a series of consultations with indigenous leaders and members of the communities, and testing of proposed revisions.

---


Brazil – ‘Barrio Escola’ (neighborhood as a school)\textsuperscript{147}

Addressing the most serious shortcomings of formal primary and secondary education in Brazil, the Neighborhood as School (NAS) initiative supplements in-school learning with a broad array of community-based activities that nurture the creativity of children and youth, enhance their skills in working in teams, and prepare them for the job market and community service. The project Barrio Escola was launched in 1997 as a pilot project in a socially diverse neighborhood of São Paulo. It mobilizes volunteers and financial support from government, non-government and private organizations to implement initiatives at the community level. These initiatives are designed to address issues of race, class, and age divisions, as well as to identify and nurturing future social entrepreneurs.\textsuperscript{148}


Examples of government interventions to boost skills

The Youth Employment Subsidy (SEJ) program in Chile is targeted to the vulnerable young population in the 18-24 age range. The SEJ program provides a subsidy to both the worker and the employer, who apply separately. Worker eligibility is determined by a vulnerability score and the employer does not know if the worker is vulnerable unless it is revealed by the worker. Funding is supplied through tax exemptions and consists of a monthly credit, in the case of SMEs (or annual credit for larger firms), or scholarships in the case of microenterprises. The program is effective in increasing formal employment and participation, especially where the youth unemployment rate is high. (Source: Bravo and Rau, 2013).

The Brazilian SENAI’s (National Industrial Training Service/ Serviço Nacional de Aprendizagem Industrial) long-term planning model aims to identify the number of workers to be trained in the future and the qualifications that will be required. It simulates the spread of emerging technologies and the growth of organizational structures to estimate the demand for workers every five years. Based on these estimates subsidies are provided to develop proactive measures in the areas of vocational education, technical and technology services (Martins, 2008). This planning method has been used to analyze and make recommendations to numerous industries, including textiles, telecommunications, construction, or footwear, among others (Caruso, 2011).

The foreign-owned Vietnamese university inserts employability skills into its business undergraduate curriculum both before and during its work integrated learning (WIL) internships. First, it incorporates employability skill-related learning outcomes into courses that precede the internship, and requires interns to complete a non-credit workplace preparation program before they can engage in a WIL internship. Second, it offers semester-long internships with local Vietnamese and foreign organizations where each intern’s performance on key employability skills is assessed. Third, the interns receive additional support by attending supplementary workshops throughout the internship period. These programs are more closely aligned with graduate employer and industry needs in terms of general employability skills (Christine Bilsland, 2014).

\textsuperscript{147} https://www.ashoka.org/fellow/gilberto-dimenstein

\textsuperscript{148} https://www.ashoka.org/fellow/gilberto-dimenstein
The *Singapore Skills Development Fund (SDF)* goes beyond training to influence a company's choice of technology as part of a broader government industrial strategy to restructure the economy toward a more capital-intensive system of production. There is a strong role of employers in the SDF as seven out of the 15 members of the Singapore Work Force Development Authority—the agency that controls the SDF—represent employers, compared to four from government and three from workers. The incentives for training are based on a cost-sharing principle, and the training must be considerably relevant to the economic development of Singapore. The levy is imposed only on the lower-wage workers and it promotes special training programs focusing on upgrading workers’ skills. In addition, the SDF finances training vouchers and assistance for information technology training for small and medium-sized enterprises. It promotes a systematic approach to skills certification through the Skills Certification Plan for training at least a third of a company’s workforce in certifiable skills over a 3-year period (Johanson, 2009).
Health

Special programs for at-risk youth and other vulnerable groups\textsuperscript{149}

Programs targeted to youth-at-risk of becoming involved in crime, drugs and other antisocial behaviors have used music for a base of intervention have had some success in other developing countries. Two such examples are Venezuela’s El Sistema and Jamaica’s ASHE Performing Arts Ensemble.

In Venezuela, El Sistema established a network of youth orchestras in low-income communities that provided music instruction with the objective of developing artistic and intellectual capacity, building discipline, cooperation and self-esteem and steering participants away from drugs, delinquency, prostitution, and creating income-earning opportunities for youths who decide to pursue a musical career. Preliminary results suggested a correlation between performance in the orchestra system and school performance.

In Jamaica, Ashe brought youth from poor, violence prone communities together to form a music and dance ensemble. Participants were required to participate in remedial education classes if they had not completed secondary school successfully. Ashe addressed risky behaviors of participants, but also became a vehicle for delivery of social messages (e.g., HIV prevention, safe sex, and drug abuse prevention). Ashe also operated summer camps for youth from poor communities. These camps combined dance and music instruction with remedial education and life skills training.

UNICEF Serbia – Connecting project: More efficient work of Roma Health Mediators (with CSR)

Supported by UNICEF and Telenor, the Roma Health Mediators project, in Serbia, helped establish a system of recording and monitoring the health status of Roma children and families, as well as provide services in local communities. The Roma Health Mediators have made great progress in the lives of Roma families by increasing accessibility to healthcare services and helping Roma families exercise many other rights they are entitled to.

Health Mediators are women who work at healthcare centers and who are trained to educate Roma families about the possibilities of preventing and treating diseases, about vaccinations and exercising all rights in the area of healthcare. The Roma Health Mediators have evolved from healthcare professionals to social workers – they have become a unique link between the Roma community and the institutional system as a whole.

The mediators have facilitated the selection of a primary pediatrician for each child, as well as the higher inclusion of pregnant women in prenatal and postnatal healthcare services. Their efforts also helped increase the number of children from Roma settlements who are now attending school.

UNFPA Y-PEER - Youth Peer Education Network\textsuperscript{150}

Y-PEER, the “Youth Peer Education Network”, is an international youth-to-youth based network pioneered by UNFPA and supported by a number of partners. The Y-PEER Network is implemented by youth from Central and Eastern Europe, Central Asia, the Middle East, North and East Africa and Brazil. Y-PEER is based on inter-personnel communication through meetings and electronic communications via interactive Websites. The Network offers opportunities also to include computer-based distance learning courses,

\textsuperscript{149} Joint WB-UNDP Report on NEF (2010)
\textsuperscript{150} http://www.unesco.org/education/literacy/goodpractices/europe/Macedonia_Y-PEER.pdf
sponsors annual national and international training events, campaigns, workshops, and video-conferences; and produces tools related to peer education, youth-adult partnerships, ‘edutainment,’ and youth advocacy. Y-PEER aims to promote a healthy lifestyle through peer to peer approach and to empower young people to make responsible decisions.

Y-PEER Macedonia is part of the international Youth Peer Education Network. The Network in Macedonia comprises 13 organizations that promote youth participation and awareness of health issues, including HIV/AIDS. They provide information about prevention, PEER recruits and trains young educators and trainers who undertake informal or organized educational activities with their peers. The NGOs working with people at risk are reaching out to the youth age group (14-25 years). The Network employs peer education as a methodology for information sharing. Various inclusive techniques are used on all levels of training and field work.

In order to promote healthy lifestyles widely, Y-PEER partners with MTV Staying Alive, Dance-Life, with local and regional celebrities, and develops innovative and youthful initiatives with full participation of its members. Y-PEER aims at young people participating in a meaningful way in decision taking related to their health in order for them to have equal access to information and services to live a healthy, content life.

http://www.unfpa.org/resources/peer-education-toolkit
Environment

Organic agriculture in Uganda

Less than a quarter of Uganda’s GDP comes directly from agriculture, but almost three quarters of its working population is engaged in this sector (World Bank, 2013). Uganda has taken important steps in transforming conventional agricultural production into an organic farming system, with significant benefits for its economy, society and the environment. Uganda is among the world’s lowest users of artificial fertilizers, at less than 2 per cent (or 1kg/ha) of the already very low continent-wide average of 9kg/ha in Sub Saharan Africa. The widespread lack of fertilizer use has been harnessed as a real opportunity to pursue organic forms of agricultural production, a policy direction widely embraced by Uganda.

In 2012, Uganda was the largest organic producer in Africa, with 231,157 hectares under organic production and an estimated 189,000 organic producers. As a significant producer of organic products, Uganda benefits from an important source of export earnings and revenue for farmers. In terms of price premiums and income for farmers, studies commissioned by UNEP and UNCTAD indicate that in 2006, the farm-gate prices of organic pineapple, ginger and vanilla were 300 per cent, 185 per cent, and 150 per cent higher, respectively, than conventional products. Through organic farming, Uganda not only gains economically, it also contributes to mitigating climate change, as GHG emissions per hectare are estimated to be on average 64 per cent lower than emissions from conventional farms.

Lessons for success:

- Training and learning on agricultural practices are key to improving agricultural productivity and the empowerment of farmers;
- Political and the general policy environment is important to allow private sector to take a meaningful role in organic agriculture

[Sources: UNEP 2010 Green Economy Developing Countries Success Stories, ECA unpublished case study]

Sustainable agriculture and environmental rehabilitation in Tigray region

Within the Greater Horn of Africa, Ethiopia is a country where United Nations Economic Commission for Africa (UNECA) has concretely and seriously addressed, at a programme level, issues of rehabilitation, reconstruction and sustainable development, within the framework of a genuine decentralization and popular participation. In very close consultations with the highest authorities of Ethiopia and in cooperation with UNDP and FAO, a programme called, "Sustainable Agriculture and Environmental Rehabilitation, Reconstruction and Development Programme (SAERP)" has been developed to address not only the issue of food security in Ethiopia but the whole area of sustainable development in agriculture and natural resources. The programme was built around four related objectives focusing on capacity building, using participatory methods in addressing issues of design elements, increasing production using extensive water harvesting systems for irrigation and massive rehabilitation of the environment including watersheds.
The SAER Programme is one of the unique programmes that the Commission is organizing to break the cycle of agrarian crisis in Tigray and Amhara Regions of Ethiopia where land degradation has had a toll on land productivity similar to that experienced in Rodrigues.

Case study 1. Case Study on Sustainable land management in Ethiopia

The Ethiopian sustainable land management project, being implemented as part of the country’s Climate Resilient and Green Economy Strategy (CRGE), was initiated to reverse the serious level of land degradation by promoting and scaling up successful sustainable land management (SLM) technologies and approaches. It is a comprehensive approach to sustainable land resources and integrated watershed management that tackles interlinked problems of poverty, vulnerability and land degradation by overcoming key barriers, including those that pertain to knowledge and technology and policy, legal, institutional, economic and financial issues. The project has a capacity-building component, which includes: developing a SLM knowledge base; and creating the necessary enabling policy and legal, institutional and financial environment within areas that have been identified as being in immediate need of priority attention. The other component of the project entails harnessing social infrastructure for natural resource management to support community participation and the mobilization of labour-intensive physical and vegetated structural and agronomic land management practices at the watershed level in agricultural, pasture and degraded lands.

The economic benefits obtained from the project arise from soil fertility improvement, soil moisture retention and water availability. These outcomes have led to greater agricultural productivity and an increase in the income of participating farmers who adopted SLM practices. Generally, the economic returns of farmers that used SLM technologies was twice as high as those attained by farmers that did not use the technology.

Sustainable land management practices have enhanced social protection and gender equity in the watersheds where they have been implemented. For example, in Ethiopia, male-headed households usually own more livestock than female-headed households, and in the free and uncontrolled grazing systems, female-headed households do not benefit as much from grazing lands. In SLM intervention watersheds, female-headed households receive the same benefit as male-headed households in the form of conservation tillage, cut-and-carry systems, access to credit for water harvesting structures and other SLM activities. Furthermore, the female-headed households can either sell their forage and crops in cash, or in exchange for traction power for plowing and threshing.
The interventions also resulted in positive environmental impacts, the interventions resulted in spring development, increased vegetation cover, decreased run-off and soil loss, reduced downstream flood hazards, enhanced soil rehabilitation, reduced downstream sedimentation, increased soil fertility, increased stream flow during the dry season, increased water infiltration and ground water recharge. Additionally, the intervention minimized the spread of invasive species. For example, Hygrophilla auriculata (Amikela), an invasive thorny weed species has been cleared from 268 grazing lands in Fogera District during forage development. Furthermore, it promoted the growth of palatable forage species, legume species and indigenous bee forage perennial plants, thus increasing honey bee colonies.

The system also provides schools as an incentive and frees children from huge workloads, including fuelwood collection and water fetching. The project provides opportunities for farmers to grow new crops and gives them free time to pursue other income-generating activities, such as cattle rearing, sheep fattening, poultry, beekeeping and raising fruit seedlings for sale. The increased groundwater recharges and downstream flow are good production assets for irrigation during drought years. Expanding farmers’ knowledge of SLM technologies and soil and water conservation measures, as well as growing new crops and controlling invasive species, would increase adaptive capacities of the farming communities to the impacts of climate change.

Lessons for success

- Extensive community mobilization helped in enhancing the scaling out of local technologies that have been in use for generations
- Construction of schools, health centres and roads served as incentives for community participation, thus fostering forest development and natural resource conservation and management
- Land regulation and provisions that provided land certification ensured long-term land use rights, which encouraged sustainable land resource management
- Documentation, popularization and awareness raising of traditional SLM practices/technologies and their impacts created sustainable development and food security through accessing the emerging ecotourism market and climate finance, as in the case of the Konso Cultural Landscape, which is registered as a UNESCO World Heritage Site
- Integrating national and regional field visit programmes as part of SLM project activities were instrumental in promoting technology transfer in the local context, as farmers easily adopted technology through experience sharing and impact observation
- The SLM interventions were instrumental in promoting community empowerment. Being participatory at the planning, designing and implementation phases, they gave women and young people a greater voice in decision-making, which, in turn, promoted social and gender inclusiveness in the drive to achieve inclusive green growth

Case study 2: Integrated Coastal Zone Management - Case Study on the Slovenian Mediterranean

A small percentage of Slovenia’s surface area belongs to the Mediterranean basin, yet the undersea, marine and coastal area is an exceptionally important natural landscape. This region has an opportunity to actively integrate a relatively well conserved and biologically extremely diversified ecosystem into development planning.

Ecosystem-based management is increasingly being used to establish links between the processes of integrated coastal zone management and based on the application of the regional-geographical approach.

The starting point for Integrated Coastal Zone Management is that land developers take into account the stress and impacts that their plans could have on the coast and the marine ecosystem, and propose the most appropriate developmental solutions.

The project takes, as its basis, measures to reduce pressures from land and maritime activities that affect the marine ecosystem. Research was oriented at the collection of data at the level of pollution of the sea from various substances and their sources.

The effects of pollution on the marine environment and organisms were explored, and changes over time in the status of the marine environment were investigated. Afterwards, the collected data measures for environmental improvement were determined and the effectiveness of interventions was monitored. A lack of coordination in coastal zone management was ascertained. During the next steps, cooperation between ministries, regional and local authorities was aligned.

The involvement of various stakeholders in the process of the regional programme of sustainable development preparation was of great relevance as well.

ANNEX: UNDP Mission Programme & Key Stakeholders

Time Table for Consultative Meetings with key Stakeholders
by UNDP Mission in connection with
Development of Marshall Plan on Poverty Alleviation

First week: 21\textsuperscript{st} to 26\textsuperscript{th} of September 2015

<table>
<thead>
<tr>
<th>S.N</th>
<th>Organisation</th>
<th>Indicative Areas</th>
<th>UNDP Expert</th>
<th>Location</th>
<th>Time</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td>UNDP</td>
<td>✓ Team Meeting</td>
<td>All</td>
<td>Port Louis</td>
<td>09.00-09.45 hrs</td>
</tr>
<tr>
<td>2.</td>
<td>National Empowerment Foundation (NEF) (Level 8-Mr. Antoo) 405 5150</td>
<td>✓ Expectations from the mission ✓ Overall discussion on poverty reduction, living standard ✓ Technical Unit ✓ Follow up on Ministry’s meeting ✓ Ongoing poverty alleviation programmes ✓ Restructure of the organization ✓ Improvement of service delivery ✓ Success and failures ✓ Future role of the NEF ✓ Community Development ✓ Empowerment of vulnerable households ✓ Social Contract</td>
<td>All</td>
<td>Port Louis</td>
<td>10.00-11.00 hrs</td>
</tr>
<tr>
<td>3.</td>
<td>Ministry of Local Government</td>
<td>✓ Future Development ✓ Urbanization of Poverty ✓ Services &amp; Sanitation</td>
<td>All</td>
<td>Port Louis</td>
<td>11.30hrs-12.30 hrs</td>
</tr>
</tbody>
</table>
## General Policy for Child Development and Family Welfare
- Life skills/parenting programmes
- Feminization of poverty
- Programmes concerned with poor families
- Single mothers
- Support to victims of abuse/violence

### Ministry of Gender Equality, Child Development and Family Welfare
(Mrs. Bootun
Level 7
Newton Tower, PL 405 3302)

- Alessandra, Renata & Mansour
- Port Louis
- 13.15-14.15 hrs

---

## Environmental Protection and Sustainability
- Climate change
- Employment opportunities with green economy concept

### Ministry of Environment, Sustainable Development, and Disaster and Beach Management
(Mr. Seewoobaduth
Level 7, Ken Lee Tower)

- Excellent & Graham
- Port Louis
- 13.15-14.15 hrs

---

## Support to Marshall Plan Implementation
- Role of the Ministry of Finance and capacity to push line ministries for implementation
- SDG integration/alignment
- Financial implications
- Inclusive growth

### Ministry of Finance and Economic Development
(Mr. Sanjiv Gopall,
Level 3 New Government Centre, Conference Room 201 1224)

- All
- Port Louis
- 14.30-15.30 hrs

---

**Tuesday 22nd September 2015**

<table>
<thead>
<tr>
<th>S.N</th>
<th>Organisation</th>
<th>Indicative Areas</th>
<th>UNDP Expert</th>
<th>Location</th>
<th>Time</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>No.</td>
<td>Organization</td>
<td>Topics</td>
<td>Location</td>
<td>Time</td>
<td></td>
</tr>
<tr>
<td>-----</td>
<td>--------------</td>
<td>--------</td>
<td>----------</td>
<td>------</td>
<td></td>
</tr>
<tr>
<td>1.</td>
<td>Ministry of Housing and Lands</td>
<td>✓ Social housing evolution, ✓ Housing Policy, ✓ Land ownership, ✓ Urbanization of poverty, ✓ Migration of poverty from Rodrigues, ✓ Policy for squatters and statistics, ✓ Financial implications, ✓ Housing model</td>
<td>Ebène</td>
<td>09.00-10.30 hrs</td>
<td></td>
</tr>
<tr>
<td>2.</td>
<td>Ministry of Youth and Sports</td>
<td>✓ Youth economic empowerment, ✓ Youth entrepreneurship, ✓ Preparation and skilling of youth for the workplace</td>
<td>Port Louis</td>
<td>09.00-10.30 hrs</td>
<td></td>
</tr>
<tr>
<td>3.</td>
<td>Mauritius Bankers Association Limited</td>
<td>✓ Future development in the sector(Loans &amp; facilities)</td>
<td>Port Louis</td>
<td>11.00-12.30 hrs</td>
<td></td>
</tr>
<tr>
<td>4.</td>
<td>Ministry of Social Security, National Solidarity and Reform Institutions</td>
<td>✓ Social Register of Mauritius(SRM), ✓ Reasons/factors of poverty, ✓ Social aid and monitoring, ✓ Social safety net, ✓ Income support, ✓ Outcome oriented direct cash transfer, ✓ Mainstream, ✓ Integration of vulnerable</td>
<td>Port Louis</td>
<td>11.00-12.30 hrs</td>
<td></td>
</tr>
<tr>
<td>S.N</td>
<td>Organisation</td>
<td>Indicative Areas</td>
<td>UNDP Expert</td>
<td>Location</td>
<td>Time</td>
</tr>
<tr>
<td>-----</td>
<td>--------------</td>
<td>------------------</td>
<td>-------------</td>
<td>----------</td>
<td>------------</td>
</tr>
<tr>
<td>1.</td>
<td>Central Electricity Board</td>
<td>✓ Follow up on Ministry’s meeting, ✓ Pro poor policies for vulnerable groups</td>
<td>Excellent &amp; Graham</td>
<td>Ebène</td>
<td>09.00-10.30 hrs</td>
</tr>
<tr>
<td>5.</td>
<td>Prime Minister’s Office</td>
<td>✓ Prime Minister’s commitment to the Marshall Plan on Poverty, ✓ The structure surrounding the implementation of the Marshall Plan, ✓ Implementation of the Marshall Plan, ✓ Sustainable Development</td>
<td>All</td>
<td>Port Louis</td>
<td>14.00 -15.30 hrs</td>
</tr>
<tr>
<td>6.</td>
<td>University of Mauritius</td>
<td>✓ Meeting with Mrs. M. Nowbuth – Faculty of Ocean Studies</td>
<td>Excellent</td>
<td>Reduit</td>
<td>16.00-17.00 hrs</td>
</tr>
<tr>
<td>7.</td>
<td>Indian Ocean Commission</td>
<td>✓ Meeting with Mrs. G. Bonne</td>
<td>Mansour</td>
<td>Blue Tower, Ebène</td>
<td>16.00-17.00 hrs</td>
</tr>
</tbody>
</table>

Wednesday 23rd September 2015
| 2. | Ministry of Education and Human Resources, Tertiary Education and Scientific Research (Mrs. H. Nabheebucus, Level 3 MITD House, Phoenix, 601 5216) | ✓ | Cause of and solution to poverty | Alessandra, Renata & Mansour | Phoenix | 09.00-10.30 hrs |
|---|---|---|---|---|---|---|---|
| ✓ | Access to education and attendance
✓ | Skills need and skill up
✓ | Employability
✓ | Training and Placement
✓ | CPE failure – how many poor?
✓ | What are the plans to tackle high rate of failure in secondary schools?
✓ | Vocational education and talent hunting
✓ | ZEP school – are only poor people attending? |
| 3. | Central Water Authority (Secretary to General Manager, 3rd floor, CWA St. Paul – 601 5041) | ✓ | Follow up on Ministry’s meeting | Excellent & Graham | St Paul, Phoenix | 11.00–12.30 hrs |
| ✓ | Pro poor policies for vulnerable groups |
| 4. | Ministry of Labour, Industrial Relations, Employment and Training (Mr. Nagaissur-Director, 4050125) | ✓ | Training opportunities for unemployed vulnerable persons | Alessandra, Renata & Mansour | Port Louis | 11.00-12.30 hrs |
| ✓ | Employment and sustainable livelihood
✓ | Employment of people with disabilities
✓ | Youth employment |
<p>| 5. | Statistics Mauritius (Ms. C. Rughoobur, Conference Room) | ✓ | Follow up on Minister’s meeting | Mansour &amp; Graham | Port Louis | 13.00-13.45 hrs |
| ✓ | Data of Poverty &amp; housing |</p>
<table>
<thead>
<tr>
<th>S.N</th>
<th>Organisation</th>
<th>Indicative Areas</th>
<th>UNDP Expert</th>
<th>Location</th>
<th>Time</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td>Mauritius Housing Company Ltd</td>
<td>Follow up on Ministry’s meeting</td>
<td>Excellent &amp; Graham</td>
<td>Port Louis</td>
<td>09.00-10.30 hrs</td>
</tr>
</tbody>
</table>
| 6.  | Ministry of Energy and Public Utilities & Waste Water Management Authority | ✓ Access to basic services  
✓ Connectivity and future development  
✓ Squatters – connectivity etc  
✓ Clear energy  
✓ Sanitation  
✓ Renewable energy  
✓ Pro poor policies to improve living conditions  
✓ Follow up on Ministry’s meeting | Excellent & Graham | Port Louis | 14.00-15.30 hrs |
| 7.  | Ministry of Health and Quality of life | ✓ Reproductive health management  
✓ Access to health facilities  
✓ Drugs, alcohol, communicable/non communicable diseases  
✓ Facilities provided to vulnerable groups | Alessandra & Renata | Port Louis | 14.00-15.30 hrs |
| 8.  | European Union | ✓ Programme on Poverty Alleviation | All | Port Louis | 16.00-17.00 hrs |

**Thursday 24th September 2015**
| 2. | Ministry of Agro-Industry and Food Security  
   (Level 9 Seeneevassen Building, Pl Conference Room, Mr. Lutchmeea 210-4679/52572971) | ✓ Food security policy and what to do for the poor ✓ Agro as a business – access to market and land ✓ Training and Empowerment opportunities | Mansour & Renata | Port Louis | 09.00-10.30 hrs |
| 3. | Ministry of Business, Enterprise and Cooperatives  
   (Mrs. Lohur, 405-3100 Conference Room, 16th Floor, Newton Tower, PL, | ✓ Labour active in different sectors ✓ Future policy for start-ups and SME development etc and inclusiveness of poor ✓ Pro poor schemes | Alessandra | Port Louis | 09.00-10.30 hrs |
| 4. | National Housing Development Company Ltd  
   (Mr. Anuth- 466 5556, Rose Hill) | ✓ Follow up on Ministry’s meeting | Excellent & Graham | Rose Hill | 11.00-12.30 hrs |
| 5. | Ministry of Tourism and External Communication  
   (Mrs. Sanspeur, 5th Floor Air Mauritius Building, Conference Room)-211 7930 | ✓ Labour active in tourism ✓ Future development and inclusiveness of poor ✓ Training and Employment opportunities in hotel industry | Alessandra, Renata & Mansour | Port Louis | 11.00-12.30 hrs |
7. Mauritius Council of Social Service – MACOSS
(212 0242 Floor Astor Court, Lislet Geoffroy Street, PL)
Mrs. Sangeetah Seetulparsad)
✓ CSR Policy
✓ Poverty reduction
✓ Empowerment
✓ Livelihood
✓ Living standard
✓ Environmental protection

8. UNDP
✓ Team Meeting

<table>
<thead>
<tr>
<th>S.N</th>
<th>Organisation</th>
<th>Indicative Areas</th>
<th>UNDP Expert</th>
<th>Location</th>
<th>Time</th>
</tr>
</thead>
</table>
| 1.  | Joint Economic Council – JEC  
(Mrs. Farla-213 0990) | ✓ CSR Policy  
✓ Parrainage concept  
✓ Private sector involvement  
✓ Training /Placement/Employment  
✓ Poverty Reduction | All | Port Louis | 09.00-10.30 hrs |
| 2.  | Mrs. Doorga, UNDP | ✓ Follow – up | Alessandra | Port Louis | 09.20-10.45 |
| 3.  | Decentralised Cooperation Programme EU  
(Mr. Valaydon- 9th Floor EAB 201) | ✓ DCP EU programme in Mauritius for Poverty Alleviation | All | Port Louis | 11.00-12.30 hrs |

Friday 25th September 2015
| 4. | Mrs. Boolell  
   Director  
   Strategic Policy Unit, PMO  
   (Mrs. Curé-201-3810, 8th Floor, EAB, Committee Room) | ✓ Follow up on Ministry’s meeting with Mansour, Renata  
   Port Louis  
   13:30-14:30 hrs |
| 5i. | Division Disaster Risk  
   (Line Barracks)  
   207 3900 Mr. Ramah | ✓ Follow-up  
   Excellent  
   Port Louis  
   13:00-14:00 |
| 5ii. | Beach Management  
   (GM Tower- Level 2) Mr. Chaytoo-211 5221 | ✓ Follow-up  
   Excellent  
   Port Louis  
   11:00-12:00 |
| 5iii. | Protection of Environment  
   (Level 2-M/Environment)  
   Mrs. Chukhory | ✓ Follow-up  
   Excellent  
   Port Louis  
   09:30-10:30 |
| 6. | National Committee on Corporate Social Responsibility – NCSR  
   (Ms. Usha Motah-59145088, AfrAsia /bank, PL) | ✓ CSR Policy  
   ✓ Parrainage concept  
   ✓ Private sector involvement  
   ✓ Employment  
   ✓ Poverty Reduction  
   All  
   Port Louis  
   14.45-16.30 hrs |
### Saturday 26th September 2015

<table>
<thead>
<tr>
<th>S.N</th>
<th>Organisation</th>
<th>Indicative Areas</th>
<th>UNDP Expert</th>
<th>Location</th>
<th>Time</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td>Panchavati</td>
<td>✓ Field visit</td>
<td>Renata, Alessandra</td>
<td>Riviere du Rempart</td>
<td>10.00-11.00</td>
</tr>
<tr>
<td>2.</td>
<td>Emba La Riviere</td>
<td>✓ Field visit</td>
<td>Renata, Alessandra</td>
<td>Port Louis</td>
<td>12.00-13.00</td>
</tr>
<tr>
<td>3.</td>
<td>Anoska</td>
<td>✓ Field visit</td>
<td>Mansour, Graham</td>
<td>Curepipe</td>
<td>10.00-11.00</td>
</tr>
<tr>
<td>4.</td>
<td>EDC</td>
<td>✓ Field visit</td>
<td>Mansour, Graham</td>
<td>Riviere Noire</td>
<td>12.00-13.00</td>
</tr>
</tbody>
</table>

### Second Week: 28th to 02nd October 2015

#### Monday 28th September 2015

<table>
<thead>
<tr>
<th>S.N</th>
<th>Programme</th>
<th>Indicative Areas</th>
<th>UNDP Expert</th>
<th>Location</th>
<th>Time</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td>One day Workshop</td>
<td>✓ Opening&lt;br&gt;✓ Speech by Macoss Representative&lt;br&gt;✓ Speech by JEC Representative&lt;br&gt;✓ Speech by UNDP Representative&lt;br&gt;✓ Speech by Hon. Minister of MSIEE&lt;br&gt;✓ Presentation by UNDP on SDG1 – End Poverty in all its Forms Everywhere&lt;br&gt;✓ Morning Tea/Coffee Break&lt;br&gt;✓ Open Floor Discussion/Q&amp;A on SDG1 &amp; Post 2015 Development Agenda&lt;br&gt;✓ Team Orientation around 5 Working areas by the mission team and established working groups expected outcomes etc&lt;br&gt;✓ Lunch</td>
<td>All</td>
<td>Rajiv Gandhi Science Centre</td>
<td>08:30 to 16:00 hrs</td>
</tr>
<tr>
<td>S.N</td>
<td>Organisation</td>
<td>Indicative Areas</td>
<td>UNDP Expert</td>
<td>Location</td>
<td>Time</td>
</tr>
<tr>
<td>-----</td>
<td>--------------</td>
<td>------------------</td>
<td>-------------</td>
<td>----------</td>
<td>------</td>
</tr>
<tr>
<td>1.</td>
<td>Meeting with Individual NGOs</td>
<td>✓ Follow-up discussions based on memories and talking points</td>
<td>Alessandra, Renata</td>
<td>Port Louis</td>
<td>09.00-16.00hrs</td>
</tr>
<tr>
<td>2.</td>
<td>Ministry of labour</td>
<td>✓ Labour regulations</td>
<td>Alessandra and Renata</td>
<td>Port Louis</td>
<td>10.00hrs-11.00hrs</td>
</tr>
<tr>
<td></td>
<td>6th Floor, Victoria House</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Port Louis</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Mr. Armoogum</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Tel: 2072683</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>3.</td>
<td>Non State Actor Unit</td>
<td>✓ Social Inclusion and Empowerment Project</td>
<td>Alessandra and Renata</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>NPF Bldg Beau Bassin (3rd floor)</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Ms. Pricilla Ravaton</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Tel: 57862226</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>S.N</td>
<td>Organisation</td>
<td>Indicative Areas</td>
<td>UNDP Expert</td>
<td>Location</td>
<td>Time</td>
</tr>
<tr>
<td>-----</td>
<td>--------------</td>
<td>------------------</td>
<td>-------------</td>
<td>----------</td>
<td>------</td>
</tr>
<tr>
<td>1.</td>
<td>Meeting with Mr. Asad Naqvi, Ag. Head, Green Economy Advisory Services Unit, UNEP) Ms. Cindy Armance, 212 3726)</td>
<td>✓ Future Development with respect to Poverty Alleviation</td>
<td>Renata</td>
<td>Port Louis (UNDP Office)</td>
<td>08:30 – 09:15 hrs</td>
</tr>
<tr>
<td>3.</td>
<td>NGO Trust Fund (Mauritius) Conference Room. Renganaden Seeneevassen Bldg, 2nd Floor, (Alvina Gengudu,</td>
<td>✓</td>
<td>Alessandra, and Renata</td>
<td>Port Louis</td>
<td>11:00-12:30 hrs</td>
</tr>
<tr>
<td>S.N</td>
<td>Organisation</td>
<td>Indicative Areas</td>
<td>UNDP Expert</td>
<td>Location</td>
<td>Time</td>
</tr>
<tr>
<td>-----</td>
<td>--------------</td>
<td>------------------</td>
<td>-------------</td>
<td>----------</td>
<td>------------</td>
</tr>
<tr>
<td>1.</td>
<td>UNDP</td>
<td>Follow up meeting</td>
<td>Alessandra, and Renata</td>
<td>Port Louis</td>
<td>08h30 – 09h30</td>
</tr>
<tr>
<td></td>
<td>Mr. Emmanuel Bor</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>2.</td>
<td>Mr. Sebagabo</td>
<td>Follow up meeting</td>
<td>Alessandra, and Renata</td>
<td>Port Louis</td>
<td>10h00 - 11h30</td>
</tr>
<tr>
<td></td>
<td>UNDP</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>3.</td>
<td>Meeting with Mrs. Jusub and Mrs. Jhurry</td>
<td></td>
<td>Alessandra, and Renata</td>
<td>Port Louis</td>
<td>13h15 – 14h00</td>
</tr>
<tr>
<td></td>
<td>Marshall Plan Unit</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>4.</td>
<td>Council of Religion</td>
<td>General discussion on Poverty Alleviation</td>
<td>All</td>
<td>Port Louis</td>
<td>14h30-15h30</td>
</tr>
<tr>
<td></td>
<td>(Nancy Meetun, 210 3531, 54410949)</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>6th Floor Baroda Building, SWN Street, PL</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>S.N.</td>
<td>Organisation</td>
<td>Indicative Areas</td>
<td>UNDP Expert</td>
<td>Location</td>
<td>Time</td>
</tr>
<tr>
<td>------</td>
<td>-------------------------------------</td>
<td>--------------------------</td>
<td>-------------------</td>
<td>-----------</td>
<td>---------------</td>
</tr>
<tr>
<td>1.</td>
<td>Joint Economic Council – JEC</td>
<td>✓ Follow-up meeting</td>
<td>Graham &amp; Others</td>
<td>Port Louis</td>
<td>09.00hrs-10.30hrs</td>
</tr>
<tr>
<td></td>
<td>(Mrs. Farla-213 0990)</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>2.</td>
<td>NEF</td>
<td>✓ Follow-up meeting</td>
<td>Alessandra &amp; others</td>
<td>Port Louis</td>
<td>11hrs00 – 12h00</td>
</tr>
<tr>
<td></td>
<td>Mr. Antoo</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>2.</td>
<td>MSIEE</td>
<td>✓ Wrap up with MSIEE</td>
<td>All</td>
<td>Port Louis</td>
<td>13:00 hrs</td>
</tr>
<tr>
<td>3.</td>
<td>Meeting with Hon. Minister Roopun</td>
<td>✓ Wrap up</td>
<td>All</td>
<td>Port Louis</td>
<td>13:30 hrs</td>
</tr>
</tbody>
</table>
Bibliography


Chagny, Méïti, ‘Overview of Social Housing Programs Effected in Mauritius since the 1960s by the Government, Private Sector and NGOs’, Consultant Report for UNDP and Ministry for Housing and Lands, Port Louis, 2013.


Foresite Property, Oléa Social Housing Project – Résidence de Dagotière, Port Louis, Rogers, not dated.


Muller, Christophe, *Profile of Social Aid Beneficiaries in Mauritius*, 2010, Muller 2013.
National Housing Development Company (NHDC), *Brief on NHDC*, Port Louis, 2015.


UNGC, *The Ten Principles of the UN Global Compact*, UNGC. Available at: https://www.unglobalcompact.org/what-is-gc/mission/principles.


UN-HABITAT (forthcoming) *Lesotho Housing Sector Profile*. UN-HABITAT, Nairobi.


