UNITED NATIONS POPULATION FUND

PROPOSED PROGRAMMES AND PROJECTS

Recommendation by the Executive Director

Assistance to the Government of Mauritius

Support for a comprehensive population programme

Proposed UNFPA assistance: $2,500,000

Estimated value of the Government's contribution: To be determined

Duration: Four years

Estimated starting date: January 1989

Executing agencies:
- Government of Mauritius
- United Nations
- United Nations Educational, Scientific and Cultural Organization (UNESCO)
- Food and Agriculture Organization of the United Nations (FAO)

Government co-ordinating agency:
- Ministry of Economic Planning and Development
MAURITIUS

Demographic facts

<table>
<thead>
<tr>
<th>Population Total (000)</th>
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<tbody>
<tr>
<td>Total</td>
<td>1,036</td>
<td></td>
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<tr>
<td>Males</td>
<td>512</td>
<td></td>
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<tr>
<td>Females</td>
<td>525</td>
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<tr>
<td>Sex ratio (/100 females)</td>
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<tr>
<td>Urban</td>
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<tr>
<td>Rural</td>
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<tr>
<td>Per cent urban</td>
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<td>Population in year 2000 (000)</td>
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<tr>
<th>Functional age groups (%)</th>
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<tr>
<td>Young child: 0-4</td>
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<tr>
<td>Child: 5-14</td>
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<td>Youth: 15-24</td>
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<td>Elderly: 60+</td>
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<td>65+</td>
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<td>Women: 15-49</td>
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<td>Median age (years)</td>
<td>23.5</td>
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| Dependency ratios: total    | 51.8    |       |
| (/100) Aged 0-14            | 46.5    |       |
| Aged 65+                    | 5.3     |       |

Agricultural population density (/hectare of arable land) 2.49

Population density (/sq. km.) 507
Average density on arable land is derived from two publications issued by the Food and Agriculture Organization of the United Nations: FAO Production Yearbook 1985 and World-wide Estimates and Projections of Agricultural and Non-Agricultural Population Segments 1950-2025, ESS/MIS/86/2; gross national product per capita: World Bank, World Development Report 1988. Figures for the population total, population by sex, population by age group, age indicators, urban-rural population, and population density (/sq. km.) refer to the year 1985; figures for average annual change, rate of annual change, and fertility and mortality are the five-year averages for 1985-1990. These data are from the Population Division, Department of International Economic and Social Affairs of the United Nations, World population prospects: The 1988 Revision (forthcoming).
1. The United Nations Population Fund (UNFPA) proposes to support a programme in the amount of $2.5 million over a four-year period, beginning January 1989, to assist the Government of Mauritius in pursuing its population and development objectives. This would be the first comprehensive population programme for Mauritius. Since 1970, UNFPA has assisted the Government in the amount of over $4.0 million for ad hoc projects responding to specific needs. UNFPA assistance has been instrumental in helping the Government to achieve its demographic targets of 1.2 per cent annual population growth and a two-child family norm.

2. The proposed programme is based on the findings and recommendations of UNFPA multi-sectoral review and programme development missions during 1987-1988, the 1979 and 1987 evaluations of the country's maternal and child health and family planning (MCH/FP) programme and a 1985 contraceptive prevalence survey. The overall purpose of the programme would be to contribute to the Government's efforts to further improve the living conditions of the people, to preserve the environment, and to maintain the delicate social fabric of the country while at the same time sustaining the momentum of the economy (growing at around 5 to 7 per cent annually).

3. The main objectives of the population programme would be to assist the Government: (a) to maintain the annual population growth of 1.2 per cent and the two-child family norm on the main island and reduce the growth rate on Rodrigues Island from 2 per cent to 1.5 per cent by 1992; (b) to reduce the number of abortions and related maternal mortality to the lowest possible levels; and (c) to formulate a comprehensive population policy integrating emerging social and demographic variables into sectoral planning for the 1991-1993 National Development Plan. In order to attain these objectives, the strategy to be employed would: (a) re-orient health and family planning information, education and communication (IEC) programmes towards specific target audiences; (b) create awareness among policy-makers, planners and parliamentarians on the need for a comprehensive population policy; (c) strengthen the national institutional capability to plan, formulate, implement and manage this policy and relevant population activities; and (d) enhance the skills and status of women to prepare them to face the social changes of a society experiencing rapid industrialization as well as to increase their participation in the labour force.

4. All projects under the proposed programme, as in all UNFPA-assisted programmes, would be undertaken in accordance with the principles and objectives of the World Population Plan of Action; that is, that population policies should be consistent with internationally and nationally recognized human rights of individual freedom, justice and the survival of national, regional and minority groups (para. 14 (d)); that respect for human life is basic to all human societies (para. 14 (e)); and that all couples and individuals have the basic right to decide freely and responsibly the number and spacing of their children and to have the information, education and means to do so (para. 14 (f)).
5. Mauritius is one of the few countries in sub-Saharan Africa to have achieved substantial progress in socio-economic development combined with the attainment of its demographic objectives. In 1987, its total population was estimated at 1,056,867, with a density of 538 inhabitants per square kilometre. According to United Nations projections, this number would have been reached a decade earlier if implementation of a policy aimed at reducing population growth had not begun in the early 1960s. The population growth rate has declined consistently, from 3 per cent in the 1952-1962 intercensal period to 1.4 per cent in 1983. During this same period, the infant mortality rate dropped from 75 per 1000 to 26 per 1000. Life expectancy at birth has also improved significantly since the 1962 census (when it was estimated at 60.3 years) to 67.8 years in 1983. As a result of this effort, the targeted two-child family has been reached.

6. These demographic achievements can be attributed to the Government's strong anti-natalist population policy, which has been consistent since the early 1960s, along with the implementation of a package of social and economic policies. The Government's policy has been implemented in two principal ways. First of all, the Government has made family planning services widely available by integrating them into the national health service. Second, the Government has given continued financial support to the two private organizations active in this area: the Mauritius Family Planning Association (MFPA), which was set up in 1957 as a local affiliate of the International Planned Parenthood Federation (IPPF), and the Action Familiale, which promotes natural family planning methods. This collaboration greatly contributes to an overall dynamic family planning programme. The achievements in the population programme led UNFPA, in collaboration with the Government and the World Health Organization (WHO), to set up a regional training centre in family health in Mauritius. The centre has been operational since 1984 and has provided training to 331 MCH/FP staff from 42 countries of sub-Saharan Africa.

7. During this decade, Mauritius has embarked on a vast programme to diversify an economy that was much too dependent on one commodity - sugar. The diversification programme aimed at increasing industrialization and promoting tourism. An Export Processing Zone was set up for the manufacture of export goods, mainly textiles. In 1982, a structural adjustment programme was negotiated with the World Bank and the International Monetary Fund to correct imbalances in the economy. As a result of these actions, annual growth in the gross national product (GNP) rose from 0.4 per cent in 1983 to 7 per cent in 1987. Unemployment fell from 20 per cent in 1983 to 5 per cent in 1987.

8. In spite of this performance, the economy remains vulnerable, being subject to climatic conditions, fluctuations in world sugar prices and the increased protectionism in the industrialized countries with regard to imports of textile products. In addition, the industrialization process and tourism have brought about such problems as environmental pollution and social changes that the Government is just beginning to address. In that regard, a comprehensive "Environmental Investment Programme for Sustainable Development"...
was submitted by the Government to a meeting of donor countries and institutions in Paris on 19-20 January 1989. Pledges to the programme totalled $90 million over the next five years. The programme will focus on developing the institutional capacities, the legislative framework and the physical and administrative infrastructure necessary to run a permanent environmental programme within the context of Mauritius's economic development policies.

9. It is worth noting the high level of women's participation in the industrial development process. For example, women accounted for 65 per cent of the total employees in the Export Processing Zone in 1987. However, a recent survey conducted by the University of Mauritius reported that these women suffered from difficult working conditions, which has resulted in widespread cases of anaemia, fatigue, stress and various illnesses that the Government now wishes to address.

10. In the social development sector, the Government pursues its commitment to a welfare-state policy. Free health care is provided through an extensive network that comprises six regional and two specialized hospitals, 58 dispensaries, 125 MCH/FP clinics, and 40 community centres. The increasing demand for health services has, however, seriously affected the quality of services and has led the Government to set up a task force to re-organize the Ministry of Health. Education is also free, primary as well as secondary (since 1977) and tertiary since 1987. The literacy rate has improved significantly and is now above 80 per cent for both sexes. The Government is concerned, however, by the high number of school drop-outs at the upper primary level, which registered a failure rate of 47 per cent in 1987. Presently, curricula are being reviewed to bring education more in line with the needs and realities of the country and to raise the standards of low-achieving schools.

11. In 1982, the Government set up a Ministry for Women's Rights and Family Affairs to promote the status of women, eliminate sex-based discrimination and enhance women's participation in the development process. Laws were amended to give equal responsibility to women and men in their duties as parents and to permit married women to manage their own finances. Marital rights and status were modified to ensure the legalization of religious marriages, thereby protecting women in case of separation or divorce. New laws secure the rights of a widow to lifetime use of her husband's property. Literacy among women is as high as among men (80 per cent), and women constitute 41 per cent of the labour force. The average age at marriage for women rose from 19 years in 1972 to 24 in 1987. All of these factors are considered to have contributed significantly to the decrease in fertility.

12. The Government possesses a very good population data collection system. The Central Statistical Office (CSO) of the Ministry of Economic Planning and Development compiles demographic, social and economic data that are widely distributed by means of an annual digest of statistics. The civil registration system is virtually complete. The CSO conducts the decennial
population and housing census that has been a tradition since 1848. In addition, some of the major ministries have their own statistical units for surveys and data analysis. For example, the Ministry of Health possesses a health statistical unit and a family planning evaluation unit that publishes monthly data on family planning acceptors by method and location.

11. The Government has expressed concern with weaknesses in its population programme. One such area is the high number of illegal abortions and the ensuing incidence of maternal mortality (1.5 per 1000 live births). Each year, some 25 women die and 2,000 to 3,000 women require hospital treatment as a result of complications from abortions. Abortion is the main cause of maternal mortality. To address this sensitive issue, the Government envisages the strengthening of MCH/FP information, education and communication services aimed at specific target groups such as persistent non-acceptors of family planning and high parity women, and the promotion of more reliable contraceptive methods.

14. The second area of concern is Rodrigues, an island dependency with 36,000 inhabitants (a density of 358 per square kilometre) where the impact of the population programme has been less impressive: the population growth rate is more than 2 per cent annually, the infant mortality rate is 50 per 1000 (twice that of Mauritius), and the average number of children per woman is five. New measures planned for this island include a more aggressive MCH/FP project and the elaboration of a masterplan for the optimum use of water resources. The latter will help Rodrigues to address its serious water shortage, with poor water quality being the principal cause of dysentery epidemics and high infant mortality.

15. Hitherto, the emphasis of the Government's population programme has been primarily, if not exclusively, on reduction of the population growth rate. While seeking to consolidate the achievements of its population programme, the Government now also wants to go beyond merely maintaining current demographic trends. The Government sees the need for an expanded population policy that would address the long-term effects of low fertility patterns and the economic and social changes taking place in Mauritius. For example, persons 60 years and older now constitute 8 per cent of the population. With the growth of this segment of the population, problems will arise in maintaining the size of the work force and in funding retirement and health care. Rapid industrialization and substantial changes in the role of women have brought about changes in social and cultural values that, in the context of prevailing religious beliefs, require re-examination of assumptions used in demographic planning and programmes. The impact of industrialization and tourism on the environment and its attendant problems also need to be addressed.
16. Other questions requiring attention include increases in the dependency ratio; decrease in the size of the 5-10 age group and an ensuing drop in primary school enrolment; the widening gap in life expectancy at birth between men (64.4 years) and women (71.2 years); spatial distribution of the population; migration, particularly from Rodrigues; family welfare in a changing society; and growing demands for leisure time activities.

III. REVIEW OF UNFPA AND OTHER ASSISTANCE TO DATE

17. Since 1970, UNFPA has provided assistance to Mauritius on an ad hoc basis, with individual projects responding to specific needs. Fourteen projects, totalling over $4.0 million, have been funded. On the whole, UNFPA assistance has been used very efficiently. UNFPA has been the major donor in the field of population in Mauritius, and its assistance has played a significant role in the Government's population programme and in helping it to achieve its target of a two-child family norm on the main island. The results in Rodrigues have been limited mainly by strong religious constraints, a lack of trained manpower and managerial skills, and inadequate co-ordination and communication.

Maternal and child health and family planning

18. The core of UNFPA assistance to Mauritius in the past was directed to the re-organization and expansion of MCH services and the integration of family planning delivery services into the national health care system. UNFPA financed $2 million of a three-phase project to promote family health and welfare, initiated in 1970 and completed in 1987. The project sought to upgrade MCH/FP service and to reduce the gross reproduction rate from 1.92 in 1969 to 1.12 by 1985-1987 and the population growth rate from 2.4 per cent to 1.2 per cent per year. These targets have been largely met, with the gross reproduction rate falling to 0.99 (below replacement level) in 1987.

19. An independent UNFPA evaluation in 1979 reported that the MCH/FP programme had been "essentially successful" in reducing fertility by bringing a large proportion of married women, 60 per cent (including 14 per cent practicing natural family planning), to use a contraceptive method. Family planning services were widely available in Mauritius through 71 MCH/FP clinics, 14 family planning clinics, 42 family planning supply centres and from 25 mobile clinics serving remote hamlets. Infant mortality had been reduced from 57 per 1000 in 1970 to 32 per 1000 in 1979. Child immunization coverage had reached 75 per cent. By 1979, 60 per cent of births were in health facilities, with virtually all of the balance being in the home with the assistance of a midwife or trained traditional birth attendant. (A contraceptive prevalence survey conducted in 1985 confirmed the high proportion of family planning acceptors (75 per cent of married women) but noted the widespread use of non-reliable methods: withdrawal was the second most pervasive method (13 per cent), preceded only by oral contraceptives (20 per cent)).
20. Despite these achievements, the 1979 UNFPA evaluation found that the integration of family planning into MCH services had been only partially achieved. This problem was especially prevalent at the peripheral levels where the MCH and family planning staff operated independently of each other. In the nine years since this evaluation, the MCH and family planning staff have remained separate.

21. Only in 1986 did the Ministry of Health begin to train family planning staff to become polyvalent health workers, as part of a new strategy to develop a community-participation health programme. It should be noted that, in light of the incidence of illegal abortions and maternal mortality, the 1979 mission had also concluded that much remained to be accomplished in promoting more reliable contraceptive methods, combating contraceptive ineffectiveness, and in developing recruitment strategies to meet hard-to-reach non-acceptors. In that regard, the mission recommended that the responsibilities of midwives be expanded to include delivery of family planning services, counselling in maternal health and promotion of breast feeding. Although these recommendations were taken into account during the period 1980-1986, it is felt that more efforts are still needed.

22. As stated above, the health and demographic indicators for the Island of Rodrigues lag behind those registered in Mauritius. In 1982, the Government requested UNFPA to assist in strengthening its MCH/FP services in Rodrigues. UNFPA provided support in the amount of $272,900 for the construction of four primary health care centres; the training of paramedical staff, family planning motivators and traditional birth attendants; and the provision of various types of equipment. An independent review of the Rodrigues MCH/FP project in 1988 reported that the health care centres had greatly contributed to improving the health of mothers and children. The infant mortality rate had decreased from 68.6 per 1000 in 1983 to 48 per 1000 in 1987; and immunization coverage of children reached 80 per cent. Moreover, the percentage of women delivering in hospitals had risen to 85 per cent, higher than on Mauritius. Overall, the population growth rate on Rodrigues dropped from 3.2 per cent in 1982 to 2 per cent in 1987. In spite of these achievements, a number of weaknesses were reported, notably the lack of integration of family planning with MCH services. The review recommended reinforcing project management through training of staff in fertility management at the Regional Training Centre in Mauritius. The review also noted that voluntary community health workers should be trained in family planning IEC so that they could function as motivators.

Population information, education and communication

23. In 1984, with UNFPA assistance, the Government developed a pilot project introducing population and family life education into the curricula for the higher grades of 72 out of 125 existing secondary schools. It aimed at creating awareness among students of these issues and sensitizing them to the notion of responsible parenthood. In 1987, the project was extended to cover all secondary schools, as well as the curricula to be introduced to the

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lower secondary grades. UNFPA support amounted to $269,334. To date, 80 per cent of the schools have been reached, with approximately 30,000 youths having been exposed to population and family life education concepts, and 183 of a total of 340 teachers having been trained. For out-of-school youths, regular programmes on television and radio developed by the Mauritius College of the Air cover a wider range of topics, including those considered too sensitive for coverage in schools.

24. Such achievements notwithstanding, the project has encountered numerous difficulties. For one thing, student interest is low. The subjects are covered in separate 40-minute weekly periods and are not integrated into the syllabus of the higher grades. Moreover, the course is not for credit and thus is considered unimportant. For another thing, the teachers involved are not adequately trained in the subject matter and co-ordination among the parties responsible for the project is inadequate, as is the technical backstopping by the executing agency. An in-depth evaluation of the project will take place in 1989.

Basic data collection and analysis

25. **1972 Population and Housing Census.** UNFPA provided $151,021 to the Central Statistical Office of the Ministry of Economic Planning and Development for its fourteenth decennial population and housing census. This census provided up-to-date demographic and socio-economic data needed in the development planning for the recently (1968) independent nation. The project was executed by the United Nations with technical backstopping by the Economic Commission for Africa (ECA). Because of a lack of expertise in data analysis, only basic statistics were published.

26. **1983 Population and Housing Census.** UNFPA provided $87,819 in assistance for the 1983 population and housing census. The project was directly executed by the Government with regular backstopping from ECA, mostly for demographic analysis and training of staff. For the first time, detailed analyses of the census data were undertaken in collaboration with the Statistical and Evaluation Units of the Ministry of Health. The results are still being disseminated through the publication of six statistical and seven analytical reports.

Women, population and development

27. Following the recommendation of a UNFPA-sponsored East African regional seminar held in 1979 in the United Republic of Tanzania on the role of women in improving family living, UNFPA provided $40,000 for a project aimed at promoting the status of women through training in income-generating activities and family life education. The project was implemented from 1980 to 1984 by a non-governmental organization, the Women Self-Help Association, in two of its centres situated in underdeveloped areas in the south of Mauritius and in Rodrigues. Activities were three-fold: training of young women, mostly
school drop-outs, in marketable sewing, embroidery and handicrafts skills; organization of lectures on planned parenthood, maternal and child health, and family life; and running of a day care centre near each site, so that participating mothers had a place to leave their children during classes. UNFPA assessment of the project in 1985 recommended that, while this project provided useful assistance to participants, future resources should be directed towards projects better able to reach more women.

Other external assistance

28. The major development partners of Mauritius are France, the United Kingdom, India, the European Economic Community and the World Bank. In the field of population, Mauritius receives assistance bilaterally and from a number of international and non-governmental organizations. The United States Agency for International Development (USAID) provides a wide range of oral contraceptives, IUDs and condoms. Through the Johns Hopkins Program for International Education in Gynecology and Obstetrics, USAID sponsors a training programme for physicians and workshops on the management of sexually transmitted diseases.

29. IPPF supports the operational costs of two MFPA-run family planning clinics, one of which serves women working in the country's Export Processing Zone. Family Planning International Assistance (FPIA) supported MFPA's activities in Rodrigues from 1980 to 1986. The Association for Voluntary Surgical Contraception (AVSC) funds a programme run by MFPA to train physicians in sterilization techniques. The International Federation for Family Life Education (IFFLE) supports the activities of the Action Familiale, and has also provided funds for a Mauritius-based regional training programme on natural family planning methods open to participants from 16 sub-Saharan countries.

30. UNICEF's programme of nearly $1 million for the period 1986-1990 is directed at expanding the scope of immunization, training teachers for pre-primary education, ensuring early diagnosis of handicapped children, and providing oral rehydration. WHO provides approximately $200,000 in assistance annually, also supporting, among other things, the national programme on the acquired immune deficiency syndrome (AIDS), which consists of the training of physicians, development of awareness materials, and provision of laboratory equipment for AIDS testing. The United Nations Development Fund for Women (UNIFEM) has provided funds to strengthen the Secretariat of the Mauritius Alliance of Women through training in managerial skills. The UNDP country programme approved in 1986 totalling $4.8 million concentrates on such areas as the promotion of industrial development through education and training which is adapted to meet the emerging needs of the labour market, the reinforcement of national infrastructure and communications network and the diversification of agriculture.
IV. PROPOSED PROGRAMME 1989-1992

31. The proposed programme of assistance to the Government of Mauritius for 1989-1992 is based on the findings and recommendations of a UNFPA multi-sectoral review and programme development mission that visited the islands of Mauritius and Rodrigues from 20 November to 15 December 1987. At that time, the Government's National Development Plan for 1988 to 1990 was in the process of being finalized, and the broad lines of its first version were shared with the mission. However, the mission was not able to discern in the Plan a clear orientation as regards the population sector. The decrease in the gross reproduction rate (0.99 in 1987) beyond expected and replacement levels was a source of concern requiring further thought. This necessitated a follow-up mission by the UNFPA Regional Adviser in Population and Development in August 1988. Finally, a last visit in October 1988 by a representative from UNFPA headquarters rounded out the discussions with the Government on the major findings and recommendations of earlier missions.

32. Based on these inputs, the overall purpose of the proposed programme would be to contribute to the Government’s efforts to further improve the living conditions of the people, to preserve the environment, and to maintain the delicate social fabric of the country while sustaining the momentum of the economy (growing at around 5 to 7 per cent annually). To that end, the main objectives of the proposed programme would be to help the Government: (a) to maintain the current rate of 1.2 per cent annual population growth and the two-child family norm on the main island and to decrease the annual population growth rate on Rodrigues Island from 2 per cent in 1987 to 1.5 per cent by 1992; (b) to decrease the number of abortions and the related number of maternal deaths to the lowest possible level; and (c) to address emerging social and demographic problems in sectoral planning for the next National Development Plan for 1991 to 1993. These problems include, among others, the consequences of rapid industrialization on the society and the long-term effects of a declining fertility.

33. In order to attain these objectives, the strategy to be employed would seek: (a) to create awareness among policy-makers, planners and parliamentarians on the need to view population in a wider perspective and to adopt a comprehensive population policy that would take into account the above-mentioned social and demographic dimensions; (b) to strengthen the national institutional capability to formulate, implement and monitor population-related activities through training of human resources; (c) to re-orient health and family planning IEC programmes based on new communication strategies to reach specific target groups, such as persistent non-family planning acceptors, high parity women, couples using non-reliable methods of contraception, women working in industries, youth, and men; (d) to improve the skills and status of women to prepare them to face the social problems associated with a rapidly changing society, which would have an additional advantage of helping to overcome a developing labour shortage; and (e) to carry out research and policy formulation on women, population and development, taking into account emerging environmental issues and the effects...
of the structural adjustment programmes on the condition of women. The communication strategies used in the programme would be based on the findings on fertility behaviour of the 1985 Contraceptive Prevalence Survey and on updated audience surveys. Separate strategies would be designed to respond to the specific needs and realities of Rodrigues Island. In light of the above, the following programme areas are proposed for assistance.

**Maternal and child health and family planning**

34. Almost 35 per cent of UNFPA's assistance in this sector would be directed towards strengthening the MCH/FP programme in Rodrigues to bring that island's demographic and health indicators closer to those on the island of Mauritius. The amount of $250,000 would be provided to build upon the previous UNFPA project for Rodrigues, focusing on upgrading local managerial capability, primarily through the assistance of a United Nations Volunteer nurse specialized in MCH/FP programme management. The project would also seek to strengthen the integration of family planning services into the health care system by training 25 nurses and 18 midwives in fertility management and expanding their responsibilities to include family planning delivery services. The population IEC programme of the two private family planning organizations, MFPA and Action Familiale, would be expanded to reach specific target groups, including youth and men. In addition, UNFPA assistance would cover awareness creation meetings for 20 religious leaders, medical supplies, audio-visual aids and logistics support. The project would be executed by the Government through the Ministry for Rodrigues, with the technical assistance of the Ministry of Health, the National Institute of Health, and the local WHO office.

35. To assist the Government in upgrading MCH/FP services on the main island, UNFPA is proposing an amount of $300,000. This would cover the costs of operational research studies to improve family planning delivery services and of in-service training for MCH/FP personnel and for newly-recruited health agents working in the context of the community-participation health programme. Some equipment might be required for maternity wards and the treatment of infertility. The project would be implemented by the Ministry of Health. In addition, UNFPA would continue to provide injectable contraceptives to the Government to complement USAID's assistance, which comprises oral contraceptives, IUDs, foaming tablets and condoms (which are also supplied by WHO in the context of the AIDS prevention campaign). In that regard, WHO guidelines on injectable contraceptives would be closely followed. In 1987, there were 9,098 acceptors of this method, or approximately 10 per cent of total contraceptive users.

36. The Government also plans to update its statistics on prevalence of contraceptive use, by method, in both Mauritius and Rodrigues. A survey would be conducted in 1989/90 covering aspects of fertility behaviour, knowledge and use of contraception, socio-economic characteristics of respondents and so forth. The survey would also assess the extent to which a new health and family planning IEC programme had influenced women to use a more reliable
method of contraception. This project would be implemented by the Evaluation Unit of the Ministry of Health. UNFPA would provide support in the amount of $50,000, covering interviewers' salaries, printing of 500 copies of the survey report, and a seminar to disseminate the survey results. The CSO would also participate in the survey.

Population information, education and communication

37. Population IEC in support of MCH/FP. The Government plans to conduct an intensive population IEC campaign to remedy the deficiencies in the MCH/FP programme revealed by the 1985 Contraceptive Prevalence Survey. These include the high proportion of unwanted pregnancies (17 per cent of women interviewed) and the high number of women using non-reliable contraceptive methods (13 per cent). Both have contributed to the country's high number of illegal abortions and maternal deaths. In keeping with the recommendations of the 1987 UNFPA sectoral review and programme development mission concerning integration of family planning with general health delivery, the Ministry of Health will merge the Family Planning Information Unit of its MCH/FP Division with the Health Education Unit of its Preventive Health Division. The new unit will develop an overall health and family planning IEC programme, with new strategies to reach target groups such as persistent non-family planning acceptors, high-parity women, couples using non-reliable methods, women working in industry and, particularly in Rodrigues, the teen-age population and men. UNFPA would provide $400,000 for this project. This would cover the cost of one adviser to assist in the merging of the two units, the training of its staff, and the implementation of the IEC programme. UNFPA assistance would also be used for the development of audio-visual materials, seminars and workshops to train approximately 200 staff (at all levels) in communication skills, and for the purchase of audio-visual equipment. The project would be executed by UNESCO.

38. Population and family life education in the formal sector. UNFPA would continue to support an ongoing (since 1985) UNESCO-executed project aimed at integrating population and family life education into the secondary school curricula. The amount of $136,000 is earmarked for 1989 and 1990, which includes the cost of an in-depth evaluation. It is expected that the evaluation mission will make specific recommendations on how to improve the training syllabus and increase the students' interest in the subjects. In Rodrigues, because of the high number of primary-level school failures (62 per cent in 1987) and school-leavers, the project would have a component to reach out-of-school youths through seminars and lecture meetings in clubs, unions and social service groups.

39. Because the early school drop-out problem is also prevalent in Mauritius, the UNFPA sectoral review and programme development mission recommended that population and family life education should be integrated into the curricula of primary and vocational schools in both Mauritius and Rodrigues. Population and family life education concepts would be systematically integrated into such classes as civics, geography, environmental studies and mathematics. An amount of $64,000 is earmarked for the project. This would cover advisory services for curriculum development and teacher training, audio-visual equipment and materials.

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Basic data collection and analysis

40. **1990 Population and Housing Census.** The gathering and analysis of needed demographic data are essential to the Government's preparation and implementation of a comprehensive population policy. The next population census will be held in 1990, two years earlier than initially planned, partially in recognition of the country's rapidly changing social, economic and demographic situation (particularly with regard to employment, spatial distribution and housing needs). The Government plans to make the CSO self-reliant in data processing. The CSO's improved technical capacity would enable it to produce additional analytical reports on such areas as education; households and housing needs; employment; spatial distribution and migration; and health, morbidity, and mortality. The analysis would give particular attention to gender characteristics, especially with regard to the increased number of women in the labour force. In addition, the CSO would be in a position to carry out more surveys as required by sectoral ministries, including a study on the causes of the widening gap in the life expectancies of women and men at birth. The total cost of the census is estimated by the Government at $2 million. UNFPA's support of $200,000 would focus on building the CSO's institutional capability in computer sciences in the various stages of census preparation, census taking and data analysis. Included is the cost of 10 months of advisory services in five software areas: graphics and mapping (one month), tabulation (one month), statistical analysis (one month), demographic analysis (one month), and data processing (six months). UNFPA support would be used to procure 3 of the 12 required micro-computers (with peripheral equipment). It would also be used for a national seminar for planners from sectoral ministries. The project would be executed by the United Nations, with regular backstopping by ECA.

Population dynamics

41. The UNFPA sectoral review and programme development mission reported that there were insufficient staff in Mauritius with skills in demography. The mission also noted a need for the creation of general awareness of population issues and emerging demographic problems. To remedy this situation, the mission recommended the incorporation of population and development courses into the curricula of the Social Sciences Department (including the women's leadership course) and the School of Administration of the National University, as well as in the National Institute of Health. Special emphasis would be placed on the interrelationships between population and socio-economic characteristics. The training would also have the advantage of providing future cadres and planners with the necessary tools for conducting demographic analyses and for formulating and implementing population policies. UNFPA would provide $150,000 to cover the costs of short-term advisory services to assist in the development of curriculum and teaching methodology, to provide short-term fellowships in population and development and to develop teaching materials. The project would be executed by the United Nations.
Population policy formulation

42. The Government agrees with UNFPA recommendations that the proposed population programme should go beyond establishing and meeting basic demographic targets and that population should be viewed in a wider perspective and integrated into sectoral planning. The comprehensive planning effort would, therefore, be based on medium- and long-term population projections and socio-economic trends (and their interrelationships) of both Mauritius and Rodrigues.

43. In the past, population inputs for the National Development Plan were prepared by the Evaluation Unit of the Ministry of Health in collaboration with the Ministry of Economic Planning and Development (MEPD) and as such were limited almost exclusively to population growth and fertility reduction targets. In the context of the proposed programme, the capability of the MEPD to formulate a comprehensive population policy would be strengthened. A first step would be the setting up of a population planning unit to be integrated into one of its existing departments (either Human Resources Manpower Planning or Policy Planning and Research) which would be responsible for formulating the policy, drawing up an action plan for its implementation by the sectoral ministries, and its monitoring. The National Population Commission, which was established in 1985 but has not yet functioned properly, would be revived to serve as a mechanism for inter-ministerial co-ordination. Meetings would be held in collaboration with the CSO and the University of Mauritius to create awareness among policy-makers, planners and parliamentarians on the need for a comprehensive population policy. This would start with the organization of a national seminar to discuss the results and projections of the 1983 Population and Housing Census. UNFPA proposes an amount of $300,000 for this project to cover the costs of three fellowships in population and development, two study visits to Asian countries with similar demographic trends, the services of a consultant in population policy planning, and the costs of the national seminar and meetings. It would be executed by the United Nations.

Women, population and development

44. As elaborated earlier, the shortage of labour will bring more women into the work force. To prepare women for this, and in support of the Government's efforts to improve the status of women and their participation in the development process, UNFPA would assist two projects. The first would aim at reinforcing the role and activities of the social network of the Ministry for Women's Rights and Family Affairs. This network consists of five women's centres (one in Rodrigues), 53 social welfare centres, and 32 community health centres. Twenty of these centres, selected on the basis of location and level of activity, would be re-organized into integrated community centres providing a variety of educational and recreational opportunities. These would include literacy classes; vocational training; guidance and counselling; and family life education lectures, including topics dealing with the preservation of the environment. The staffs of 50 of the centres would be re-trained. Approximately 10 day care centres would also be opened, with the necessity of training staff for them and providing basic equipment.
45. UNFPA would provide $250,000 for national technical assistance, training, printed materials, supplies, and equipment for the vocational training. The project would be executed by FAO. The second project would be directed to specific economically and socially disadvantaged women's groups in Rodrigues, such as fisherwomen (very often single mothers) and artisans. UNFPA assistance in the amount of $100,000 would support a training programme for leaders of these groups in the management of a revolving fund that would enable them to improve their productivity and income. The project would be implemented by the Ministry for Rodrigues in close collaboration with the Ministry for Women's Rights and Family Affairs, the Ministry of Agriculture and Fisheries and the Rodrigues Council of Social Service, a non-governmental organization actively engaged in development activities at the village level. The project would be executed by FAO.

Programme reserve

46. An amount of $200,000 would be held in reserve for new proposals that would be developed within the framework of the proposed programme.

Programme co-ordination

47. The Ministry of External Affairs, in collaboration with the Ministry of Economic Planning and Development, is responsible for mobilizing and co-ordinating all external assistance to Mauritius. The Ministry of Economic Planning and Development oversees the implementation of the projects developed by the sectoral ministries. It would therefore co-ordinate the implementation of the proposed programme. To that end, a co-ordinating committee headed by this Ministry and composed of officials of each UNFPA-supported project and the UNFPA local office would be set up to monitor the implementation of project activities and to exchange information and experiences. As stated earlier, the National Population Commission would serve as a mechanism to co-ordinate the implementation of the population programme at the inter-ministerial level.

Programme management, monitoring and evaluation

48. In his capacity as UNFPA Representative, the UNDP Resident Representative has responsibility for the overall management of the programme. In the context of the Joint Consultative Group on Policy (JCGP) mechanism, regular meetings would be organized with officials of the other United Nations agencies in the country in a concerted effort to harmonize and avoid duplication of activities. Meetings with bilateral donors would be encouraged, again in an effort to co-ordinate assistance. The Resident Representative would be assisted by the UNFPA National Programme Assistant and the Programme/Administrative Support Secretary who make up the UNFPA local office. The UNFPA Country Director stationed in Madagascar would also provide technical assistance and guidance. The Country Director would periodically visit Mauritius.
49. For the monitoring aspect, the usual UNFPA procedures would be followed for the effective implementation of the projects included in this programme -- semi-annual progress reports, visits to project sites, participation in seminars, annual tripartite review meetings, and programme review. All projects would have mechanisms for built-in evaluation, and the major ones would be subject to independent evaluation. A mid-term review of the overall programme would be conducted in 1991.

Financial summary

50. As indicated in paragraph 1, a programme of $2.5 million is proposed. This commitment would cover all areas under UNFPA's mandate.

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<th>UNFPA regular resources</th>
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<td>Maternal and child health and family planning</td>
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<tr>
<td>Information, education and communication</td>
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<td>Basic data collection and analysis</td>
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V. RECOMMENDATION

51. The Executive Director recommends that the Governing Council:

   (a) **Approve** the assistance to Mauritius in the amount of $2.5 million for the four-year period 1989-1992;

   (b) **Authorize** the Executive Director to allocate the funds and make appropriate arrangements with the Government of Mauritius and with the executing agencies.