
Gender Assessment

FP033: Accelerating the transformational shift to a low-carbon economy in the Republic of Mauritius

Mauritius | UNDP | B.15/07



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Gender documents for FP033

Annex VI: Gender Assessment and Action Plan

Accelerating the Transformational Shift to a Low-Carbon Economy in the Republic of Mauritius

I. Introduction

The proposed project supports the Government of Mauritius *to improve access to low-emission sources of electricity.*

Mauritius has registered high economic growth of 3.5 percent in 2015 and 3.4 percent in 2014 (World Bank). Its economic development is dependent on the Euro zone, particularly for foreign direct investments (FDI) and trade. Various factors have contributed to Mauritius's economic growth and have led to the advancement of the country, known as one of the most competitive economies in Sub-Saharan Africa. Mauritius has been a top performer in global indices, based on:

- Mo Ibrahim Index of African Governance – 1st in 2015;
- World Bank's Ease of Doing Business - 28th out of 189 countries in 2015;
- Global Competitiveness Index (GCI) – 1st in Sub-Saharan Africa;
- UNDP Human Development Index - 63rd out of 188 countries in 2014.

Mauritius has achieved 82 percent of the Millennium Development Goals (MDG) targets for MDGs 1-7. Substantial progress has been made in reducing poverty levels, which is relatively low, in comparison to other countries in Africa. Successful implementation of poverty reduction strategies led to the expansion of employment opportunities across the country, and modernization of the economy.¹

Despite the significant progress that has been made, numerous challenges still remain. Increased demand for high-skill labour, income inequalities, and insufficient energy supply are one of the few challenges that Mauritius is encountering.

This proposed project seeks to support the Government of Mauritius to take mitigation issues such as increased energy demand and greenhouse gas emissions into account in the management of energy. This gender assessment provides an overview of the situation in Mauritius, identifying gender issues that are relevant to the project, and examining gender-mainstreaming opportunities.

The resulting gender assessment is based on:

- Undertaking a desktop review, and aligning approaches in this proposal with the national priorities of Mauritius;
- Incorporating information and lessons learnt from past studies and assessments on gender in Mauritius by the Government of Mauritius, the United Nations, Development Partners, civil society organizations, and multilateral development banks;
- Conducting stakeholder consultations and engaging women affected by the project and incorporating all points raised; and

¹http://www.afdb.org/fileadmin/uploads/afdb/Documents/Publications/AEB%20VOL%202%20Issue%203%20April%202011_AEB%20VOL%202%20Issue%203%20April%202011.pdf

- Integrating gender considerations in the project indicators, targets and activities, identifying women as leaders and decision-makers.

II. Renewable Energy Sector in Mauritius

Mauritius is a Small Island Developing State extremely vulnerable to energy shocks. Mauritius is heavily dependent on imports for its energy supply and is importing up to 82 percent of fossil fuels. The grid emission factor of Mauritius is extremely high at 1.01 tonnes CO₂/MWh due to the prevalence of imported coal and fuel oil in the electricity generation mix. Net greenhouse gas emissions are increasing at a rapid rate of 3 percent per year. The pressing need to significantly enhance Mauritius's energy independence and reduce greenhouse gas emissions is recognised in the country's Nationally Determined Contribution (2016), its Second National Communication to the UNFCCC (2010) and its UNFCCC Technology Needs Assessment (2014), as well as in a comprehensive suite of Government strategies and policies part of the Long-Term Energy Strategy (2011-2025). Table 1 portrays primary and secondary source of energy over the period of 2013-2014 and it clearly gives insights that 42 percent of energy in Mauritius, comes from coal. Both hydro and wind renewable energies also play a major role in the energy generation.²

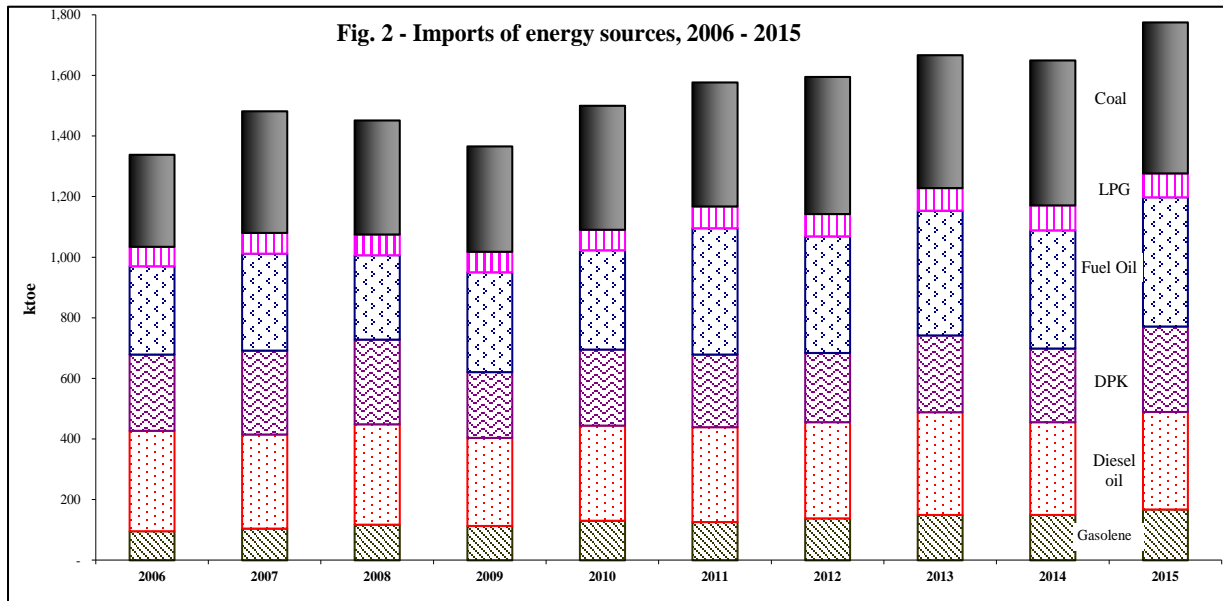
Table 1: Electricity generated by source of energy, 2013-2014. Source: Energy and Water Statistics, Mauritius

| Source of energy | 2013 | | 2014 | |
|-----------------------------------|-----------------|-------------|-----------------|-------------|
| | GWh | % | GWh | % |
| Primary energy | 121.2 | 4.2 | 140.00 | 4.8 |
| Hydro (renewable energy) | 94.8 | 3.3 | 90.80 | 3.1 |
| Wind (renewable energy) | 3.6 | 0.1 | 3.20 | 0.1 |
| Landfill gas (renewable energy) | 20.00 | 0.7 | 21.30 | 0.7 |
| Photovoltaic (renewable energy) | 2.7 | 0.1 | 24.60 | 0.8 |
| Secondary energy | 2,764.10 | 95.8 | 2,797.00 | 95.2 |
| Gas turbine (kerosene) | 1.7 | 0.1 | 2.00 | 0.1 |
| Fuel oil & Diesel | 1,076.10 | 37.3 | 1,079.30 | 36.7 |
| Coal | 1,213.60 | 42.1 | 1,259.50 | 42.9 |
| Bagasse (renewable energy) | 472.8 | 16.4 | 456.2 | 15.5 |
| Total | 2,885.80 | 100 | 2,936.90 | 100 |
| <i>of which:</i> renewable energy | 594 | 20.6 | 596.2 | 20.3 |

² <http://statsmauritius.govmu.org/English/StatsbySubj/Documents/ei1179/water.pdf>

Figure 1 display the imports by source of energy from 2006 to 2015, where two major trends become recognizable. First of all, the imports are gradually increasing over time, with 2015 being the period of highest dependence on energy imports. Secondly, coal and fuel oil appear as the most preferable source of imported energy.

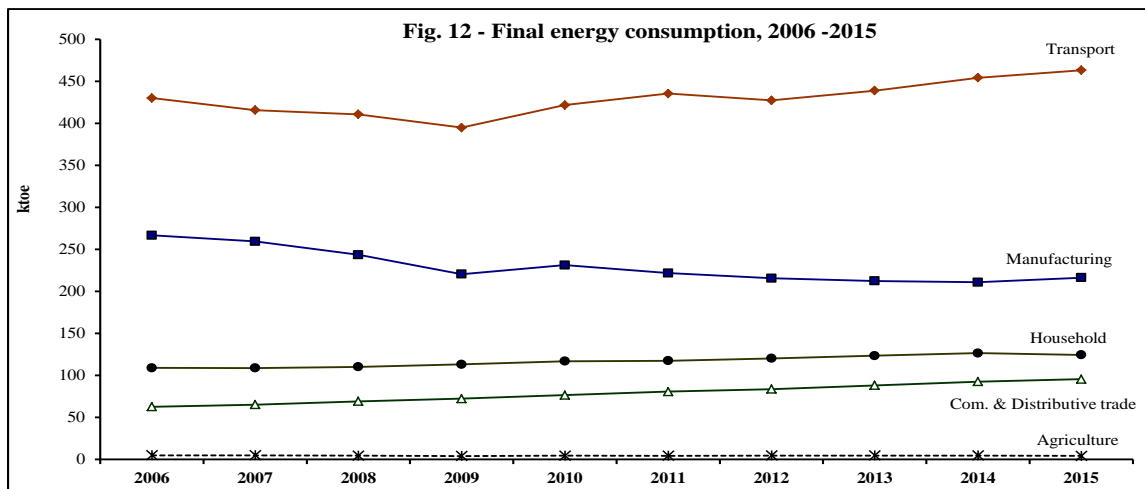
Figure 1. Imports of energy sources. Source: Energy and Water Statistics, Mauritius



Energy Sector

The demand for electricity in the energy sector has been increasing and as a result, emissions from the energy industries increased by 63.1 percent from 2000 to 2006. From Figure 2, it becomes apparent that energy consumption from the transport sector is the highest one, followed by the manufacturing sector. From 2012, final energy consumption has been increasing across all sectors of the economy.

Figure 2. Final Energy Consumption, 2006-2015. Source: Energy and Water Statistics, Mauritius



The Long-Term Energy Strategy for 2009-2025 aims to reduce fossil fuel use and the Government of Mauritius has announced the following two key targets:

- Target for renewable energy (RE) of at least 35% of electricity production by 2025.
- The establishment of a dedicated Renewable Energy Agency to coordinate the rapid intake of renewable energy.

The Government Action Plan (2015-2019) provides the framework in which national strategies, including the Outline Energy Policy, the Long-Term Energy Strategy 2009-2025 and CEB's Integrated Electricity Plan, will be realised.

GHG Emissions

GHG emissions in Mauritius have increased by 22.8 percent during the period of 2000 to 2006 and the main contributor to GHG emission is CO² or Sulfur Dioxide. The Government of Mauritius has undertaken measures to reduce the dependence on fossil fuels, which underlines in the country's national strategy. Mitigation measures have been adopted since 2010 and these include:

- Use of energy efficient machines
- Advancement of solar water heaters
- Wind turbines installations in Rodrigues
- Widening the use of landfill gas
- Use of energy saving street lights
- Introducing endemic gardens in colleges
- Planting of mangroves
- Widening the use of energy saving lamps in the communities
- Phasing out of HFCs and PFCs
- Amplified energy conversion efficiency of bagasse³

The Second National Communication to the UNFCCC (2010) conveys that Mauritius's overall greenhouse gas (GHG) emissions are growing by 3% per year. Greenhouse gas emissions from the energy sectors are growing by 5.4% per year. The Energy sector accounts for 61.7% of Mauritius's total greenhouse gas (GHG) emissions of 3.8 MtCO₂e.⁴ As identified by the country's UNFCCC Technology Needs Assessment (2014), solar energy and energy efficiency offer significant advantages. Mauritius' major current source of renewable energy is bagasse. Bagasse generated electricity accounts for 16% of the total electricity generation and 80% of renewable energy electricity generation. Due to land constraints and its seasonal availability, bagasse is basically unscalable.

Electricity production in Agalega

The republic of Mauritius comprises of several islands, in addition to Mauritius, these include the islands of Cargados Carajos, Rodrigues and the Agalega Islands. The islands are vulnerable to extreme weather, tropical cyclone and sea-level-rise. Variations in climate are occurring, such as rise in temperatures, particularly in the Agalega islands, by 0.62°C per decade.

³ <http://www.mediatorre.org/docactu,Q0VEUkVGSS9kb2NzL0FMVEVFU3RyYXQtZHJhZnQ=,7.pdf>

⁴ Million metric tons of carbon dioxide equivalent.

The Agalega Island does not have a central electricity grid and uses diesel-powered mini-grids. It is also entirely depended on imported fossil fuels, which contributes to its high generation of green gas emissions. The island uses oil drums, which raises severe environmental concerns. A solution to the island's problem of insufficient energy supply is a decentralized Solar PV technology, which could also decrease the island's dependence on diesel.

III. Existing Gender Inequality in Mauritius

Gender inequality is one of the main indicators of inequality and is played out along political, social and cultural dimensions. It is closely linked to poverty and other development challenges which is deeply-rooted in social norms and economic conditions with a greater impact on the poor, particularly on women and young people.

Gender inequality issues in Mauritius can be summed up as:

1. Low representation of women in decision-making;
2. Lack of reliable gender statistics and research;
3. Inadequate funding;
4. Existence of socio-cultural norms and patriarchal traditions;
5. Sexual and gender-based violence;
6. Unequal work burden for women in household and community.

Political participation

Mauritius is a member of the Southern African Development Community (SADC) countries and, has not yet signed the SADC Protocol of Gender and Development. The Protocol appeals for equal representation of women in decision-making by 2015.⁵ Further to Elections 2014, out of the total of 24 cabinet Ministers, there are now three women. The Speaker of the National Assembly is also a woman. These figures clearly show the low participation of women in politics.⁶ MDG 3 stands for gender equality and empowering women and in particular, targets 3.3 stands for the proportion of seats held by women in national parliament, which has not been achieved by Mauritius.⁷

As a response to the low participation of women in politics, Mauritius has introduced a new gender law quota in 2012, aimed at ensuring that one third of the local election candidates are women. The increase in women's representation rose from 6.4 percent to 26.2 percent; as a result of the Local Government Act of 2011. The representation of women in the Government is the following:⁸

- 330 women or 26.2 percent in the Local Government (out of 1260 seats)⁹
- 33 women or 36.6 percent won seats (out of 90 councillors in municipal councils)

⁵ <http://www.sadc.int/issues/gender/>

⁶ <http://www.ipsnews.net/2012/01/mauritius-women-find-a-political-voice-locally/>

⁷ http://www.mu.undp.org/content/dam/mauritius_and_seychelles/docs/Procurement/Government-Report/Millennium%20Development%20Goals%20Final%20National%20Report%202015%20pdf.pdf

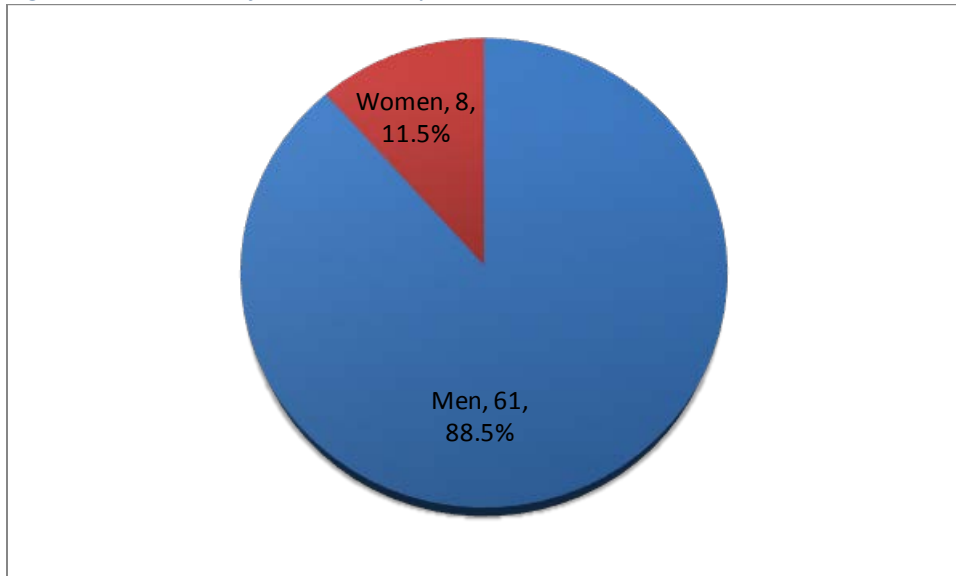
⁸ <http://www.sardc.net/en/southern-african-news-features/mauritius-gender-quota-law-a-small-but-positive-step-forward/>

⁹ After the December 2012 elections.

- 297 women or 25.4 percent won seats (out of 1170 village council seats)¹⁰

As displayed in Figure 3, as of last elections in 2014, there are 8 women in the Parliament, out of 69 seats, representing a total of 11.6% of Women and leaving Mauritius at 144 place.¹¹ In addition, a parliamentary gender caucus is expected to be set up throughout FY 2016/17.

Figure 3: *Members of Parliament by Gender*. Source: Women in Parliament, World Classification¹²



Health

Impacts of climate changes will have a negative effect on both women and men's health, with a more detrimental impact on women, if gender equality is not addressed on time. The disproportionate impact on women's nutrition and health can be contributed to their limited access to and control over services. Women have negligible participation in decision-making and are not involved in the distribution of environmental management benefits. Consequently, women are less able to confront vulnerabilities associated with climate change. The inequalities are multifaceted, due to tradition and cultural barriers, gender insensitivities, or how development service agents go about creating awareness, assistance, and feedback amongst the development community for more responsive actions.

Mauritius has made significant progress in advancing women's health and decreasing the maternal mortality ratio (MRR) from 66 per 100,000 live births in 1990 to 15 per 100,000 live births in 2002. Although the progress made is certainly a step forward in Mauritius's development, it is not enough to achieve the MDG 5 target of reducing maternal mortality ratio by three-quarters between 1990 and 2015 (17 per 100,000 live births).¹³

¹⁰ <http://genderlinks.org.za/programme-web-menu/a-press-releases/yes-we-can-mauritius-quadruples-the-level-of-women-in-local-government-2012-12-14/>

¹¹ <http://genderlinks.org.za/programme-web-menu/a-press-releases/yes-we-can-mauritius-quadruples-the-level-of-women-in-local-government-2012-12-14/>

¹² <http://www.ipu.org/wmn-e/classif.htm>

¹³ http://www.mu.undp.org/content/dam/mauritius_and_seychelles/docs/Procurement/Government-Report/Millennium%20Development%20Goals%20Final%20National%20Report%202015%20pdf.pdf

Labour

The labour market is characterized with lower employment levels for women and wide gender wage gaps. As of 2014, the share of women in wage employment was 40 percent for the non-agricultural sector.¹⁴ The generated division in labour leads to limited access to formal and income-generating job opportunities for women. The labour-market participation rate is also relatively low for women. Women are primarily responsible for taking care of the households and the family and due to gender discrimination, deeply-rooted social norms and lack of sensibilisation, they are not able to be competitive in the labour market. Women also have unequal access to land, information and decision-making. Due to certain gender stereotypes, women are often categorized as suitable for only certain category of work, such as repetitive and manual work such as sewing in the garment sector or picking and packing products in the horticultural sector.¹⁵

Policies with the potential to activate female labour market participation include: implementation of a special fiscal regimes favouring women's labour, affirmative action measures to discriminate in favour of women in the labour market, and public provision of child care.¹⁶ Employment policies for young people ages 15 to 24 deserve further support. The number of individuals within this age group enrolled in some form of education or training has been increasing in recent years, while the number of individuals neither in school nor working has decreased considerably. Several youth-related policies have been already implemented in Mauritius.

Poverty

Climate change affects men and women differently - which in turn affects exposure to poverty - depending on their roles and responsibilities in the household and community. In many communities, climate change has a disproportionately greater effect on women. Women and men's roles in society both contribute and both effect change, yet their contributions are unequally recognized. Alleviating energy poverty and achieving poverty eradication requires full acknowledgment of the roles of women and men in effecting change.

Female-headed households, households with 3 or more children, households headed by divorced/separated women or men, households headed by persons with low education attainment, single member households and households with 6 or more members are more likely to be in relative poverty. Poverty is higher in households headed by women and those with education below secondary level. In 2012, the share of women in relative poverty stood at 10.5 percent (66,700) against 9.0 percent (56,000) for males. For female-headed households, however, poverty increased from 13 percent in 2007 to 18 percent in 2012, increasing the gap relative to male-headed households.¹⁷

In that respect, a Programme for Support to Women and Children in Distress is currently being implemented to provide financial support to NGOs, CBOs, and Non State Actors working for the welfare of women and children in distress. The Government of Mauritius is also implementing a "Back to Work" Programme for women over 30 years who wish to rejoin the labour force by providing special training

¹⁴ http://www.mu.undp.org/content/dam/mauritius_and_seychelles/docs/Procurement/Government-Report/Millennium%20Development%20Goals%20Final%20National%20Report%202015%20pdf.pdf

¹⁵ <http://www.oecd.org/site/tadicite/48735530.pdf>

¹⁶ http://www.ilo.org/public/portugue/region/eurpro/lisbon/pdf/equality_07.pdf

¹⁷ 2012 *Poverty Analysis Report*, Statistics Mauritius, October 2015.

schemes to prepare women for specific occupations such as child-carers or cleaners, for which hiring needs have been assessed.

Violence Against Women

Through the years, several indices have been developed to quantify the concept of gender inequality. The United Nations Development Programme uses the Gender Inequality Index (GII) and Gender Development Index (GDI).¹⁸ The GII is a composite measure that shows inequality in achievement between women and men in reproductive health, empowerment and the labour market while measuring achievement in human development in three areas: health, education, and command over economic resources. The GDI considers the gender gaps on human development between men and women.

Mauritius has a GII of 0.375 as of 2013 and ranks 72 out of 187 countries assessed. The GDI value as of 2013 is 0.957, which has ranked Mauritius as 72¹⁹.

The Global Gender Gap Index (GGGI) of the World Economic Forum examines the gap between men and women in four categories: economic participation and opportunity, educational attainment, health and survival and political empowerment.²⁰ Out of 142 countries, Mauritius is ranked at 106 based on the GGGI 2014 results given below²¹:

| Description | Score | Rank | Sample average |
|--|-------|------|----------------|
| Economic participation and opportunity | 0.551 | 121 | 0.596 |
| Educational attainment | 0.989 | 79 | 0.935 |
| Health and survival | 0.980 | 1 | 0.960 |
| Political empowerment | 0.097 | 107 | 0.214 |
| Overall Gender Gap Index 2014 | 0.654 | 106 | |

* Inequality = 0.00; Equality = 1.00. Source: The Global Gender Gap Report 2014

Additionally, Out of 2,301 cases of domestic violence recorded in 2014, at the level of the Ministry of Gender Equality, Child Development and Family Welfare, 90 percent of the victims were women.

IV. Legal and Administrative Framework Protecting Women and Protecting Gender Equality

The Ministry of Gender Equality, Child Development and Family Welfare has adopted a Rights-based Approach to implement its policies and programmes for women's empowerment and the promotion of gender equality. The Ministry, through the Gender Unit, operates at two levels a) Policy Level and b) Programming level.

At a Policy level, the Ministry assists line Ministries to create their sectoral gender policies, provide technical assistance to all Ministries in the formulation of their Sector Gender Policies and aims as setting

¹⁸ United Nations Development Programme. *Human Development Report*. <http://hdr.undp.org/en/content/table-4-gender-inequality-index>.

¹⁹ <http://hdr.undp.org/sites/default/files/hdr14-report-en-1.pdf>

²⁰ World Economic Forum. The Global Gender Gap Report 2014 Country Profiles. <http://reports.weforum.org/global-gender-gap-report-2014/economies/#economy=ETH> http://www3.weforum.org/docs/GGGR14/GGGR_CountryProfiles.pdf.

²¹ <http://reports.weforum.org/global-gender-gap-report-2014/economies/#economy=MUS>

up Gender cells at the level of each Ministry. At a Programming level, the Ministry works toward women's empowerment and gender equality through capacity building, awareness-raising, inculcating a woman's entrepreneurship culture, and networking for advocacy and gender issues. Under the Ministry, there are two Councils namely, the National Women's Council and the National Women Entrepreneur Council.

The National Women's Council's main objective is to establish effective communication with women organizations and to ensure the coordination of groups of women. It also assists in the implementation of gender policies and in the evaluation of Government policies, related to gender. The National Women's Council also identifies and recommends to the National Committee actions and projects, aimed at women development and integration.

The Government has also taken the following actions towards gender quality:

- Mauritius has ratified the Convention for the Elimination of All Forms of Discriminations Against Women (CEDAW);
- Mauritius is party to the 1997 SADC Declaration on Gender
- Mauritius is party to the 1998 Addendum on the Prevention and Eradication of Violence against Women and Children,
- Mauritius has signed the African Union Declaration on Gender Equality in 2004
- Mauritius has signed the Commonwealth Plan of Action on Gender Equality 2005-2015.
- Mauritius has signed and ratified the Protocol on the Rights of Women of the African Charter on Human and People's Rights in 2005. ²²

V. Gender issues in Renewable Energy Sector

It is important to note that in order to create transformational change, women are not just seen as climate change victims or beneficiaries. Women are imperative to climate change mitigation efforts. By utilising existing skills into project design and implementation and by providing a platform in which to empower women enables women's influence to rise from a household to a community and national level. Leadership and decision-making capacities and opportunities increase.

Women from the poorest households often pay the most, sacrifice the most, are the most disadvantaged and the least resilient.

Women are impacted differently by climate change in the following ways:

- In some societies more women are dying during natural disasters because men receive preferential treatment in rescue and relief efforts.
- Women are disproportionately affected and due to vulnerability of climate change, are affected by various factors, including age, education, social status, wealth, access to resources, sex, gender and many other social dimensions;
- In addition at the time of crisis, women's needs are not considered priority in recovery programmes.

Energy sector

²² <http://www.unesco.org/education/edurights/media/docs/7526a4d03a2047d7db44ad3f63c982f80d75501e.pdf>

The two main sources of energy for the households are electricity, accounting for 51 percent and LPG, accounting for 42 percent out of the total energy consumption. Women's main role in the society is to provide food for the family, which is entirely dependent on energy supply. Energy interventions are needed in order to address women's energy needs and policy interventions to promote gender equitable access to energy. As a response, the Government of Mauritius has undertaken measures to transform the country by increasing the use of renewable energy, part of the adopted Long-Term Energy Strategy for 2009-2025.²³

VI. Recommendations

Gender analysis

The gender analysis undertaken at the onset and design of this project acts as an entry point for gender mainstreaming throughout implementation. Preliminary Local Project Appraisal Committee Meeting (LPAC) consultations took place at the UNDP Mauritius Country Office. Results from the consultations are detailed below in the Stakeholder engagement section further below.

The gender analysis, through stakeholder engagement and consultation enabled:

- Assessment of the gender-related activities in responding to the expanding threat of climate change on the energy and transport sector, including gender roles and responsibilities, resource use and management, and decision making raised by the project;
- Demonstration of the need for gender-disaggregated data and indicators to establish a baseline in which to measure improvements and identify areas of focus; and
- Establishment of recommendations to incorporate into the Gender Action Plan.

Stakeholder engagement

The stakeholder consultations and engagement of women's organizations promote gender equality at the local as well as at national level. The involvement of women's organizations in the project design, will assist in the identification of relevant gender issues within the country's social context, and implementation and monitoring of gender aspects of the project.

The results captured as are follows:

- At project management level, participation of women at the level of the Board and sub-board will be encouraged. In addition, a representative of the Ministry of Gender Equality will be specifically invited, as well as a representative of women's organisations.
- Staff capacity building and trainings of relevant stakeholders will be organized, as detailed in Section H of the proposal, where specific targets are set in terms of numbers of women to be trained;
- The appointment of a gender and M&E focal point for the project to enable:

²³

<http://www.undp.org/content/dam/undp/library/Environment%20and%20Energy/Sustainable%20Energy/wea%202000/chapter2.pdf>

- The prompt identification of the issues and challenges that hinder men, women in accessing from the project
- The monitoring and evaluation of Number of women and men as beneficiaries of training, jobs and opportunities arising from the project;
- The implementation of measures to correct any gender imbalance in the project implementation.

The Gender and M&E focal point can be one of the already designated project staff, such as the project assistant.

The recommendations by the ministries include:

- Actively engage local stakeholders in the design, implementation and monitoring of the project;
- Staff capacity building and training of relevant stakeholders;
- Staff capacity building on gender and climate change analysis, planning, budgeting and mainstreaming;
- Implementation of public awareness and sensitisation programmes on the effects of climate change and the benefits of project interventions;
- Community level awareness raising at all levels;
- Identification of the issues and challenges that hinder men, women in accessing all levels of policy and decision-making processes;