VOCATIONAL REHABILITATION OF THE DISABLED
MAR/79/007

MAURITIUS

Project Findings and Recommendations

Report prepared for
the Government of Mauritius
by
the International Labour Organisation
acting as Executing Agency for
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A. Introduction

UN/ILO advice on the development of services for disabled people in Mauritius originated with a short mission by Mr. H. Brown, ILO Regional Adviser for Africa, in June 1976 and March/April 1979.

Mr. Brown's report of June 1976 contained five specific recommendations:

1. that a national rehabilitation council should be appointed composed of senior representatives from the various ministries, voluntary organisations and other agencies or interested individuals concerned with the rehabilitation of physically and mentally disabled persons;
   (NB. Such a council was formed in March 1979 and its terms of reference appear at Appendix 1 of this report.)

2. that a pilot vocational rehabilitation centre should be established under the Ministry of Social Security (in June 1982, the title was changed to Ministry for Employment and of Social Security and National Solidarity) with technical assistance provided by the International Labour Office;

3. that a rehabilitation section should be established within the Ministry of Social Security;

4. that the Ministry of Education should accept full responsibility for the expansion and development of facilities and services in Special Education;

5. that the present method of fixed grants-in-aid to special schools should be replaced by a schedule of scaled payments which will reflect the actual costs of operation.

In March 1979, the ILO made available the services of a vocational rehabilitation expert financed from its regular budget. This assignment was then confirmed under UNDP funding (August 1979-December 1980: Mr. G. Tuttas from Germany, June 1981-December 1982: Mr. I. Tugwell from the United Kingdom).

B. Background to the Mauritius Rehabilitation Programme

Prior to the project, rehabilitation programmes for disabled persons were not the direct concern of the Government. The Social Welfare Division of the Ministry of Social Security provided social services to disabled persons only within the framework of child welfare programmes, adult educational services, recreational activities and community development work.

It must be noted, however, that it has been government policy to pay allowances to severely disabled persons. This assistance programme was administered by the Public Assistance Department of the same Ministry. The Ministry consequently kept a register of all disabled persons applying and qualifying for public assistance.

For many years, it has been a government policy to rely - as far as disabled children and adolescents are concerned - on the work of voluntary organisations which was consequently supported by annual grants and provision of staff from the Government.

The scope of work of these agencies, however, was mainly restricted to charity-type of activities and special education programmes. The most predominant among these organisations were:

1. Society for the Welfare of the Blind and Prevention of Blindness (School for the Blind);

2. Society for the Welfare of the Deaf (School for the Deaf);

3. Association des Parents d'Enfants Inadaptés de l'Ile Maurice (School for the Mentally Retarded) (APEIM);

4. Mental Health Association (Vocational School for Educationally Sub-Normal Children and Cheshire Home for Disabled Persons);
5. Cripples Welfare Association (Social Activities and Rehabilitation Centre).

These societies were represented by a Standing Sub-Committee for the Rehabilitation of the Disabled - one of five such Committees appointed by the Mauritius Council of Social Services - a non-governmental voluntary body representing 70 voluntary organisations.

None of these organisations was concerned with the training and employment of disabled persons. Nor was it realistic to expect that any one of the mentioned organisations would have the capability or the capital to develop anything other than a modest vocational rehabilitation programme. On the other hand, these organisations became increasingly interested in having such a rehabilitation service in Mauritius as they were facing the problem of placement of their disabled clients after termination of their educational programmes.

The immediate background to the ILO vocational rehabilitation project has been summarised by the African Regional Adviser on Vocational Rehabilitation, Mr. H. Brown, in his June 1976 mission report in the following way:

Mauritius is indeed fortunate in having public-spirited citizens who have, over the years, identified the special needs of the disabled population and have given liberally of their time and energies to create facilities for the welfare and education of physically and mentally handicapped persons.

Through the work of these individuals, and the voluntary organisations they represent, pilot programmes have been established in Special Education and other areas of social services. The quality of services provided by the Schools for the Blind, Deaf and Mentally Handicapped is excellent.

However, there is an urgent need to expand facilities and the voluntary organisations do not have the resources to develop services on the scale required. For this reason, we feel the Ministry of Education should assume responsibility for all aspects of Special Education.

No facilities presently exist to prepare disabled persons for employment. Early steps should be taken to establish a pilot vocational rehabilitation centre under the aegis of the Ministry of Social Security; it is strongly recommended that both Special Education and Vocational Rehabilitation services should be accepted as a government responsibility.

The Rose Hill Rehabilitation Centre which was built by a voluntary organisation is very suitable for use as a production workshop though we suggest that, like a vocational rehabilitation centre, it should accept all categories of employable disabled persons.

It is suggested that a rehabilitation section should be established within the Ministry of Social Security. We envisage that the functions of this section can be undertaken by one officer. This section will also serve as secretariat for the proposed national rehabilitation council.

Because of its close identification with the Mauritius Council of Social Service and the voluntary organisations which have initiated welfare and educational services for disabled persons, the Ministry of Social Security is considered to be the appropriate executing government agency for a national programme of vocational rehabilitation services.

It is desirable that the services of an ILO Vocational Rehabilitation Expert should be recruited to provide the technical assistance required to establish a national vocational rehabilitation programme.

By accepting these recommendations and requesting ILO assistance for the development of a national rehabilitation programme, the Government adopted the principle of government responsibility for vocational rehabilitation services. However, it was envisaged that the shift in policy would be a long process and that it would, to a certain degree, depend on the progress achieved under this project as to whether the basic policy decisions would be translated into concrete programme and budget provisions by the above Ministry for the administration and execution of a national rehabilitation programme, with similar developments taking place in the departments dealing with education and labour questions.
For the project, it meant a fundamental complication as initially it would have to produce results without such concrete government support while such support could only be expected to be forthcoming once the Government was convinced of the social and economic benefits of the intended programme to the disabled population.

Consideration of this nature led the ILO to believe that a start had to be made with a non-governmental organisation (NGO) which was prepared to expand its programme into the training and employment field. There was indeed one organisation (the Cripples Welfare Organisation, later renamed the Physically Handicapped Welfare Organisation) which was prepared to make available a suitable locality for a first modest training and production programme. With this possibility, the minimum conditions were met for the implementation of the first vocational rehabilitation programme in Mauritius.

C. Objectives of the project

(a) Objectives

1. Development objective

The project aimed at developing employment opportunities for disabled persons to the fullest extent possible by providing opportunities, programmes, facilities and resources for the pre-vocational preparation, rehabilitation, training and employment of physically and mentally handicapped persons.

2. Immediate objectives

(a) to establish and initially operate a multi-purpose rehabilitation service for physically handicapped persons of both sexes, starting with courses for leatherwork and woodwork for males adding metalwork at a later date, at the Helvetia Centre at St. Pierre, and operating courses for females in industrial sewing, embroidery, spinning and weaving at the Rose Hill Centre;

(b) to establish, when land was available, gainful activities for mentally handicapped persons in horticulture, commercial production of flowers, poultry and egg production;

(c) to plan the new Government Vocational Rehabilitation Centre at Beau Bassin on land already acquired by the Ministry of Social Security;

(d) to establish a long-term plan for vocational rehabilitation in collaboration with all government departments involved with handicapped persons;

(e) in co-operation with specified voluntary agencies (NGOs) such as the Cripples Welfare Association, the School for the Deaf, and the APEIM, to establish after basic training pilot schemes for commercially oriented and operated productive groups or productive workshops, employing disabled persons on a permanent basis and producing quality goods either for the local market or exportation;

(f) to initiate a national selective placement service for disabled persons within the Employment Service; this implies the training of the required staff;

(g) to assist the Department of Social Welfare and the NGOs in upgrading and modernising the vocational aspects of its institutions for the disabled;

(h) to train counterpart staff and voluntary workers in all aspects of the rehabilitation process;

(i) in co-operation with other government departments, to plan the establishment of a number of small industries, or productive groups, as income-generating facilities for the rehabilitated disabled.
3. **Revised objectives**

During the project, the above objectives underwent certain revisions and specifications. By June 1981, the following objectives were considered to be relevant for the work of the second ILO expert under this project:

(a) the creation of a vocational rehabilitation centre under the Ministry of Social Security, probably on a site already identified at Beau Bassin;

(b) the creation of an administrative section within the Ministry of Social Security specifically to undertake the work of running services connected with the rehabilitation of disabled people;

(c) a programme designed to create the most favourable climate possible with both private and public sectors of employment for the acceptance and employment of disabled workers;

(d) the development of a selective placement service within the Ministry for Employment to ensure that the special employment needs of disabled people are fully understood and met;

(e) the development of rehabilitation homeworker programmes suited to individual disabled people or to small groups such as in a disabled workers' co-operative;

(f) improvement of the services offered to disabled people through the agencies of the voluntary organisations in this field.

(b) **Logic**

The Ministry of Social Security (since 1982, Ministry for Employment and of Social Security and National Solidarity) was the Government Implementing Agency for this project. Despite its general responsibility for programmes concerned with disabled persons, the Ministry does not as yet execute any rehabilitation schemes. Instead, it has been the policy of the Government to support voluntary efforts financially.

One of the major purposes of the project, to which the Government agreed, was, however, to advise the Ministry on the development of a governmental rehabilitation programme. While, during the first phase of the project, this aspect was emphasised to a lesser degree, the second phase addressed itself fully to preparing the Government for accepting the role of rehabilitation service providers.

As regards the voluntary sector, the project aimed at introducing and strengthening vocational training and employment programmes for disabled persons with a view to complementing and not substituting government-run schemes. This was the major preoccupation of the project during its first phase.

With placement in open or self-employment being the major objective of the project, a policy and support programme aimed at encouraging self-help activities of the disabled persons themselves was also to be developed.

A great deal of the project's efforts was to be directed at changing public attitudes, particularly those of employers, but also of voluntary agencies and the disabled themselves if they were to stand a chance of gaining access to employment opportunities.

D. **Activities carried out and results achieved**

(a) **Method of approach**

1. **General considerations**

The approach chosen for the implementation of this project was greatly influenced by the above described fact that the Mauritius Government, in requesting ILO assistance and signing this project, was obviously guided by the general appreciation of the need to develop services and programmes for disabled persons rather than through a specific approach.
The ILO vocational rehabilitation expert therefore had a double role - that of adviser to the Government and as an active participant in the day-to-day work of a non-governmental organisation in order to establish the required services and to create conditions conducive to a successful implementation of the programme.

2. Assistance to non-governmental organisations (NGOs)

The project document of project MAR/79/007 did not entail any contractual arrangements with any non-governmental organisation which would have specified the nature and conditions of assistance to the non-governmental sector. Instead, it was assumed by all parties concerned that a kind of informal collaboration would develop whereby interested organisations would introduce training and employment programmes for the disabled in exchange for assistance in the form of active help and guidance (expert) and equipment. Indeed, for some period of time, this approach produced the desired results at least as far as one organisation was concerned, when the first systematic vocational training programme for the disabled in garment making got underway at the Rose Hill Centre of the "physically handicapped association".

In the second stage of the project, the expert's active involvement in operational activities within the NGO sector was somewhat de-emphasised in favour of a more advisory role with more attention given to preparing the way for more direct involvement of the Government in a national vocational rehabilitation programme.

3. Assistance to organisations of the handicapped

The above-mentioned over-all situation required a certain flexibility of approach which included the need to explore all means and avenues for the achievement of progress in the establishment of vocational rehabilitation and employment programmes for the disabled. In line with recent international trends, the project tried to promote self-help initiatives of the disabled themselves and to make them important partners in the rehabilitation process. The approach chosen was to encourage and support self-help activities intended to provide employment and income for handicapped persons.

4. Assistance to government agencies

Due to the fact that there were no government-operated services for the training and employment of disabled persons, the expert's main role was to generate a general interest in rehabilitation rather than to provide advice upon specific requests. The appropriate approach was therefore to encourage various concerned government departments to develop a rational approach to disability and to engage in concrete rehabilitation-oriented action programmes in favour of the disabled. This work resulted in a number of recommendations, a selection of which is presented in this report. With the willingness of the Ministry for Employment and of Social Security and National Solidarity to develop a national vocational rehabilitation centre, the project's contribution was to provide concrete assistance in developing the rationale and concrete plan for such a centre.

5. Development of employment opportunities for the disabled

A three-pronged approach to this core objective of the project was developed:

- persuading the community, in particular employers, to provide training and employment opportunities;
- assisting in developing a rudimentary placement service;
- developing employment-generating schemes.
The fourth element which is considered the most important prerequisite for a successful and lasting integration of disabled persons into employment, namely a fully fledged governmental vocational rehabilitation centre, could not be developed during the duration of the project. The results of the above activities will therefore remain fragmentary until such a service is available.

6. Scope and limitations of project activities

The project strategy suffered, no doubt, from the limitations that the crucial components of a successful vocational rehabilitation programme - a centre-based rehabilitation service and a rehabilitation unit within the Ministry to develop, co-ordinate and administer rehabilitation programmes - did not materialise during the lifetime of the project. Consequently, the benefit and the impact of the project were considerably reduced. But also the choice of approach to project implementation was affected. Far more efforts had to be invested in activities which aimed at creating the prerequisites for objective achievement (such as rehabilitation centre, rehabilitation unit) than in the implementation of project objectives itself.

(b) Vocational training at the Rose Hill Centre

1. The training scheme

As mentioned above, the project started by introducing vocational rehabilitation services within the voluntary sector. The objective was to assist the Physically Handicapped Welfare Association in establishing a training scheme for disabled persons. This organisation was selected because it owned a centre with excellent workshop premises which it had owned for a number of years but which it had previously used as a source of income by letting rooms for hire for several functions.

A training scheme in garment making started in February 1980 and provided training in garment manufacture for 24 disabled young people - ages ranging between 18 and 40 years. Since then, a total of three courses have been run with a throughput of 70 trainees. At the end of each course, the NGO issues certificates of course completion.

2. The disabled clients

As the NGO, which has been long established in Mauritius and has traditionally concerned itself with the physically disabled, the candidates for the early courses were, almost exclusively, victims of the major outbreaks of poliomyelitis in Mauritius during the 1940s and 1950s. Later courses have included people suffering from other disabilities, principally prelingual deafness. Some candidates suffered from mild mental retardation but they have not fared well during the training.

3. ILO/UNDP contribution to this scheme

(i) expert advice and management during the first course. In later courses, the expert has limited his contribution to advice when specifically requested;

(ii) equipment, principally in the form of sewing machines, books, fitments, typewriters and office equipment. More recently, an engraving machine (pantography type) was supplied as a first step towards diversification of training;

(iii) funds to pay salaries of two locally recruited trainers on ILO/UNDP external collaborator contracts. During 1982, this assistance was phased out and the staff subsequently engaged and paid by the NGO.

4. The Government's role

(i) provision of a full-time driver and petrol supplies for the mini-bus owned by the NGO;

(ii) A monthly stipend to all trainees at a rate of Rs.50 (about $6) per month;
行政援助通过国家ILO专家，特别是在每月支付补贴、招募学员和处理学员的社 会/家庭问题方面。

5. NGO的角色

这包括工作坊、每年的经常性成本、行政服务和缝纫材料。此外，NGO最近还为学员提供了一到二餐。协会保持对该计划的总体控制，并对中心的管理负责。

6. 培训方案的评估

该方案成功地利用了现有NGO的资源，并利用了本应用于职业培训或生产的设施，但由于缺乏恢复技能而没有利用。该方案现在主要由NGO管理，并且正在逐步承担所有的财务责任。此外，许多“毕业生”学员找到了工作。

从康复角度来看，最后一名ILO专家认为，日常的培训制度应更紧密地模拟正常的工作需求。他还认为，对个别学员的培训和评估应比目前更加清晰地结构化。更多的关注应放在评估和设定与行业对正常工人的期望相匹配的工作成就目标上。

现在认识到，服装制造在就业前景和对残疾青年的吸引力方面有限。多样化的培训将是该项目未来发展的必要条件，为此，已购买了一台动力雕刻机。如果该培训计划要沿着更专业的路线发展，培训中心的现有管理结构也需要审查。在目前情况下，决策不仅涉及政策，而且涉及日常管理 - 主要由协会的领导委员会成员负责，他们在中心工作并不频繁。

(c) 国家职业康复中心的开发

1. 历史和现状

该项目MFR/79/007的发展是其存在的理由。它出现在布朗先生1976年6月访问毛里求斯之后，是1979年原始项目文件中立即制定的几个目标之一。当第二名ILO专家被分配到该项目时，在1981年中期，他根据自己的初次访问对毛里求斯的建议，接着看出了这种培训中心的运行与它的福利活动，即任命一个专业经理。他应当在位置上发展一个合适的组织结构，设定培训目标，并为所有受雇工作人员设定适当的工作描述。
Government agreed to giving the development of the vocational rehabilitation centre first priority within his terms of reference. Whilst the Government appears to be willing to establish such a facility, funding for the capital investment has been the major problem accounting for the fact that until now the centre is still at the planning stage. It seems as if this development remains to be dependent on whether a donor country is prepared to meet the capital costs of building and basic equipment estimated in 1982 to be Rs.3.6 million (approximately US$360,000). Several project outlines have been prepared, over the past three years, for submission through the Ministry of Economic Planning and Development to potential donors. The most recent of these, prepared in October 1982, appears as Appendix 2 to this report.

The situation at the end of 1982 is that a very suitable place of land is now vested in the Ministry of Employment and of Social Security and National Solidarity. Basic layout drawings have been prepared by a private architect on the advice of the ILO expert and reaction is now awaited on the bids submitted to various potential donors.

2. The purpose of the vocational rehabilitation centre

The most important argument in persuading a potential employer to employ a disabled person is to give him the assurance that he will not be hiring a person who will be less efficient than an able-bodied co-worker. If this condition is not met, efforts to find employment for disabled persons mostly do more harm than good. If employers were requested to employ persons not able to cope with normal job demands, they would see this as a confirmation of their prejudices that disabled persons are not suitable for work and thus not worth hiring.

In order to meet this crucial requisite of full ability to work, there is a need for a vocational rehabilitation centre facility (VRC) where an assessment of disabled persons' abilities and the development of work potential is carried out.

These services should be appropriate for both the newly disabled (whose number is on the increase, especially industrial and traffic accident cases) and to young disabled Mauritians leaving school and special schools or facilities in particular.

For the newly disabled, the purpose of vocational assessment and work preparation services is to assist him to:

- change his job with his old employer or find a new employer after the occurrence of a disability;
- recover lost skills in handling tools when he has not worked for a long period because of injury and illness;
- recover the ability to work at a reasonable speed for a full day without undue fatigue;
- cope with a new disability, e.g. to try out a damaged limb on realistic work exercises before tackling the demands of normal employment;
- regain confidence in his ability to do a full-time job;

For those disabled who have never worked before, the major purpose is to become accustomed to working a full day in industrial conditions and to learn the skills required to keep up with able-bodied co-workers in terms of speed and quality of output. (See also ILO's publication, "Vocational assessment and work preparation centres for the disabled", which gives a detailed description of the scope and functioning of such a facility.)

A detailed description of the VRC planned to be established at Beau Bassin is given in Appendix 2.
(d) The development of employment opportunities for disabled people

1. Selective placement service

The expert in post for the final 18 months of the project, in consultation with the Ministry for Employment (before it merged with Social Security), undertook the training of three senior employment officers designated to become part-time selective placement officers. The intention was to launch the service in the urban areas in the first instance. During the training, the officers were in post at the Employment Exchange of Port Louis, Rose Hill and Curepipe.

Only basic training was provided as the officers concerned were already very experienced in general employment work and it was recognised that the aim should be to develop a Mauritian approach to selective placement. The plan was that each officer should fix a minimum target of placing one disabled person in employment each month, this work to be in addition to his normal duties. At the end of six months, the training session was to reconvene so that the three officers could share their experiences and develop their methods in the light of their successes or failures.

A job description for the duties specifically related to selective placement was agreed upon. (See Appendix 3 of this report).

A method of client referral for medical examination utilising the Government Medical Service was agreed with the Ministry of Health.

A selective placement service was provided for in the Government of Mauritius' Two Year Plan 1980-82 (para. 19.17.3, page 187, under the heading Vocational Rehabilitation of the Disabled). The training was completed and the service ready for launch in May 1982. However, the following month the three officers concerned were transferred to rural areas and the service failed to start.

None the less, under the new Government, elected in June 1982, the responsible Minister has set up a committee to review the working of the employment service and it is understood that the need for a selective placement service for disabled people has a place in that committee's deliberations.

There is no doubt that a selective placement service is essential if disabled people are to feature in the workforce of the country quantitatively and qualitatively to a greater degree than at present. Also, the success of the "Fit for Work" campaign (see following section) designed to improve the readiness of employers to accept disabled people as employees will depend very heavily on the back-up of a specialist employment service, even at the modest level attempted in the lifetime of this project.

2. "Fit for Work" campaign

The objective here is to establish the most favourable climate possible with both private and public sectors of employment for the acceptance and employment of disabled workers.

In his review of the status of the project when he took over in June 1981, the ILO expert identified the need for an improvement of the public acceptability of disabled people as employees, and consequently listed this as one of the six elements of the project's Strategy Document which became the guideline for project activities in the latter phase of this project.

In pursuit of this objective, the expert considered that the development of employment in Mauritius with a diversity of employers in the private sector, both in the sugar industry and in the more recently developed light manufacturing enterprises, was such that an award scheme similar to the "Fit for Work" campaign recently launched in Great Britain would be appropriate. He considered that a campaign designed to encourage employers to publicly recognise their efforts and to advertise the value of disabled people in the workforce was preferable, at this stage, to legislation aimed to enforce a quota scheme on employers (although it should be recognised that an award scheme and legislation are not mutually exclusive).

Successful approaches were made to the Manpower Services Commission in Britain who agreed to co-operate by allowing the "Fit for Work" title and logo to be used in Mauritius and by donating 15 of their "Fit for Work" desk trophies to be used in a Mauritian campaign (see Appendix 4).
Citations to accompany the desk trophies were designed and printed in Mauritius. A set of six guidelines of good practice, which employers qualifying for the award must endorse, were drawn up and although based upon the guidelines used in Britain were modified where necessary to meet the conditions prevailing in Mauritius. These guidelines of good practice appear as Appendix 5 to this report.

The Fit for Work Awards Campaign is to be launched and the first awards made during 1983.

3. The development of a "homeworker" - scheme - the honey production project

It has been recognised throughout this project that formal employment opportunities could not meet the needs of all disabled people in Mauritius. Employment tends to be concentrated in the urban areas of Flacé, Curepipe, Plaine Lauzun and Port Louis. Many disabled people cannot cope with daily travel to work conditions nor meet the demands of a full day's work. Therefore it has been necessary to identify an occupation which may be undertaken informally on a "homeworker" self-employed basis where considerations of rush hour travel to work and regular work periods are avoided.

The conditions prevailing in Mauritius indicated that honey production would meet the need and consequently the Honey Production Project was launched. The emphasis has been, and remains, on the need to generate income; therefore the term "honey production" has been deliberately preferred to "apiculture" or "beekeeping".

Mauritius has a climate and flora which ensures that nectar flows from a variety of plants throughout most months of the year. There is virtually no winter dormant period as experienced by honey producers in more temperate climates.

Beekeeping has existed at hobby level for many years in Mauritius but always on a small scale and confined to the pastime of a few enthusiasts. None the less, the consumption of honey and its importation has steadily risen over the past 30 years to a peak of 46 tons in 1979. Although there is evidence of an increasing interest in beekeeping among the Mauritian population, there is clearly a market for honey and room for vastly increased production.

It was fortunate that at the time that honey production was being considered as a means of gainful employment for disabled people, Mauritius was visited by Dr. Eva Crane, Director of the International Bee Research Association, Gerrards Cross, Buckinghamshire, England (January 1982). Dr. Crane, a leading world authority, was able to confirm that much larger scale honey production was both possible and desirable in Mauritius.

An approach was made to the Government of France, through its Embassy in Mauritius, for assistance under the scheme for the promotion of small-scale self-help projects. Subsequently, Rs.55,000 (US$5,600) worth of equipment was supplied, some of which was manufactured in Mauritius by disabled people. The terms of assistance under the French self-help scheme required a voluntary organisation to act as agency for the aid and the Fraternité Mauricienne des Malades et Handicapés, an organisation of disabled persons, was selected. A number of other NGOs have shown an interest in the project and so it was necessary to devise a scheme whereby others could participate.

At a later stage, the Lions Club of Curepipe sought the advice of the ILO expert on developing a facility for disabled people and had funds of Rs.200,000 (US$20,000) available. A decision was taken to provide a honey handling centre in Curepipe where the honey harvest would be uncapped, extracted, strained, bottled, labelled and despatched to retail outlets, with all processes being undertaken by otherwise unemployed disabled people under hygienic conditions appropriate to food handling.

Curepipe is an ideal location for a honey handling centre. As it is not a good area for nectar it will allow disabled people, excluded from the apiary site operations, to participate in the project. Also because of its relatively temperate climate, compared with the rest of Mauritius, working with extracted honey will attract fewer insects.
Additionally, the Lions Club will provide training in management skills so that the disabled people may eventually run the project as a commercial operation.

Other NGOs will participate by having their own hives and may, if they wish, take their honey crop to the Honey Handling Centre to be extracted and bottled. They may then take back their honey for their own use of disposal or sell it to the Centre who will then market it in the usual way. Much of the honey could be sold to the tourist, particularly in presentation packs suitable for taking home at the end of a holiday as a souvenir of Mauritius.

The final element of this project, to which so many agencies are contributing, is the input of technical expertise. An agricultural extension service officer, himself an enthusiastic hobbyist beekeeper, was sent on an ILO fellowship to Australia for two months financed by project funds. The first month was located in Queensland, where commercial honey production is a sizeable industry and the climate is very similar to that of Mauritius. Here the fellow studied all aspects of beekeeping and honey production on a larger scale than presently exists in Mauritius. During the second month, he toured much of Australia with the Department of Social Security studying schemes for the rehabilitation and employment of disabled people. On his return, he started to contribute technical advice and enthusiasm although his involvement remains on a personal and voluntary basis and is in addition to his official duties.

This validity of this Honey Production Project for disabled people is difficult to judge in that, so far as is known, it has never been attempted before. All the elements, however, exist for success. Mauritius is an ideal nectar-bearing country, the bees are virtually disease-free, a market exists, home production will reduce imports and it fits the need of disabled people unsuited to more formal types of employment. Furthermore, the processes lend themselves to work for a range of disabilities including the mentally handicapped and the blind.

It will be necessary to ensure that the project is run on commercial lines with the product being sold rather than consumed by those who work to produce it. At present, the project is based upon 50 hives which should be regarded as pilot or training operation. Ultimately, to be a viable proposition, the project will need the use of land on the high nectar yield forest areas of Black River and Tamarin, a long wheelbase, four-wheel driven vehicle for transporting hives and the honey crop, and to develop to an operation of some 500 hives.

(e) The development of services to disabled people provided by non-governmental organisations

As a result of Mr. Brown's recommendations arising from his visit in 1976, the National Council for the Rehabilitation of the Disabled was set up. (Terms of reference and membership appear at Appendix 1.) During 1981, the Council became the National Committee for IYDP.

Through this body, the expert has sought to assist the development of the NGO members. Technical advice was offered and in most cases the NGOs have also benefited from small items of equipment. Some NGOs have made more use of the expert's advisory capacity than others and in giving aid in the form of equipment no attempt has been made to adopt an even-handed policy; equipment has been given where it was considered most needed and most likely to be put to good use.

In addition to the NGO members of the National Council, assistance has been given to other non-profit-making organisations whose activities provide employment and for training for disabled people. These are the Toy Production Unit, which has links with Save the Children Fund (Mauritius), Red Banner and UNICEF, and the Mauritius Craft Aid Ltd. which has links with the Anglican Mission in Mauritius and Tear Fund, UK.

Details of equipment donations from the funds of project MAR/79/007 appear in Appendix 7. (Apart from project funds, US$20,000 was kindly donated by Terres des Hommes, Belgium, and used for purchase of a vehicle and training equipment.)
In the absence of state-provided services to disabled people, the NGOs continue to carry the main burden. In so far as these services include the provision of special education for disabled children, the reliance upon voluntary effort is a serious cause for concern. In Mr. Brown's report of 1976, he recommended "that the Ministry of Education should accept full responsibility for the expansion and development of facilities and services in special education". The situation is virtually unchanged nearly seven years later. Many deaf children, blind children and mentally handicapped children are not receiving any formal education at all. Some spend the years they should be in school on the waiting lists of the special schools provided by the NGOs, but may never get a place. In the case of deaf children, the valuable early years for speech training are lost. At the present time, the school caters for 70 pupils and has 100 on its waiting list. There are probably 1,000 children of school age with severe hearing impairments. The situation with the blind and with the mentally handicapped is similar.

The inputs of the State are limited to the provision of primary schoolteachers, usually without special training, a capitation grant and an annual grant-in-aid to the NGOs.

The latest ILO expert engaged on the project has made recommendations to the Minister for a revision of the funding of the NGOs in an attempt to revitalise the organisations and to improve their delivery of services. A special committee was set up in late 1982 to consider these proposals with a view to producing a consultative document.

Improved and more efficient funding will not, however, meet the educational needs of disabled children. Here, a policy decision is required which will place the responsibility for providing all aspects of special education within the Ministry of Education.

(f) The emergence of organisations of the disabled

A recent trend, in many parts of the world, is for non-governmental organisations working in the field of disability to be established by disabled people themselves with the organisation, infrastructure and policy in their own hands. Disabled people are becoming more aware of their rights, needs and potential. They are expressing their feelings and consequently having an influence at all levels of community and government. Their role is changing from passive receivers of charity to active shapers of their own affairs. In this, they are seeking to fulfil the goal of "full participation and equality" which the 1981 IYDP advocated and sought to establish.

It is encouraging to see this trend reflected in developments in Mauritius with the formation and rapid growth of the Fraternité Mauricienne des Malades et Handicapés and the more recent birth of Foyer Vivre Debout. In the latter case, the members are trying to develop their own organisation, and a degree of independence, having previously been residents at a Cheshire Home.

Such developments naturally need more support and encouragement. In some measure, the ILO resources of professional advice and funds for equipment have endeavoured to provide such practical support during the period of this project. In this, emphasis was given to finding for these organisations a constructive role within the over-all rehabilitation process, in particular, as self-help employment schemes are concerned (see above paragraph on honey production).

It is difficult to foresee in which direction such organisations will develop. One possibility is that they will see their role in fighting for more privileges and benefits for disabled persons. Without passing judgement on the justification for such demands, the ILO expert has attempted to convey to these organisations that their quest for more participation and equality in society implies a readiness on the part of the disabled to accept, as far as possible, the same conditions as able-bodied and that an overemphasis on securing privileges for themselves could have detrimental effects for their employment prospects. (It is recognised, of course, that many seriously disabled people cannot function effectively in the work of work without specially provided aids, appliances or even adaptation to the workplace itself.)

The ILO expert has gained the impression that in Mauritius the organisations of the disabled have a serious interest and desire to become qualified partners in the process of rehabilitation and reintegration of disabled persons.
The development of an administrative section of "disabled people's services" within the Ministry for Employment and of Social Security and National Solidarity

The need for a section within the Ministry to administer services developed for disabled people was first identified by Mr. Brown in his report of 1976. It was reflected in the terms of the project document and reiterated in the six-point Strategy Document drawn up by Mr. Tugwell in August 1981.

During the latter part of 1981, the expert, his national counterpart and the Permanent Secretary to the Ministry held discussions on the need for a special section responsible for the administration of these services. It was considered that an embryo rehabilitation service, in the absence of a vocational rehabilitation centre, would in itself not form a viable administrative unit. It was proposed, therefore, by the Permanent Secretary to link rehabilitation to the Ministry's responsibilities for the provision of residential care. An outline of functions and staffing for such a section was drawn up. In mid-1982, however, the expert was informed that, due to financial constraints on the government service, funds were not available to create further civil service posts and that the new administrative section would not be developed. At the same time, the national counterpart to the ILO expert was promoted to other duties which, on average, he had to attend for four days of the week.

The need for an administrative service, whether linked to some other functions of the Ministry or not, remains. In its absence, no one may have clear responsibilities for these services and such impetus as the project has developed could be lost. Concern over this point is reflected in the recommendations section of this report and a list of functions appropriate to such an administrative unit appears as Appendix 6 to the report.

(h) Staff training

1. Fellowships

During the life of the project, three Mauritians were sent on fellowships financed from project funds. The fellows were:

(i) Mr. Smith Lai Cheong, Manager of the Industrial Trade Training Centre at Beau Bassin;

(ii) Mr. Pierre S. Colimalay, Senior Social Welfare Officer — national counterpart to the ILO expert; and

(iii) Mr. Dayan 'Raj' Bappoo, Senior Field Assistant in the Department of Agriculture.

Between April and July 1980, Mr. Smith and Mr. Colimalay both attended the Turin Centre for a one-month management course. Mr. Smith then went to the United Kingdom for two months and Mr. Colimalay went for one month to England and for one month to France to understudy selected rehabilitation programmes in these countries.

During September and October 1982, Mr. Bappoo attended a one-month course in beekeeping techniques, apiary management, queen bee breeding and honey production at Queensland Agricultural College. He spent a further month with the Australian Social Security Department and visited a number of projects for the rehabilitation training and employment of disabled people.

At the conclusion of the project, the ILO expert had arranged a three-month programme with the Ministry of Welfare Services, Malaysia, with the intention that the beneficiary should be Mr. Jacques Lim Kee (himself a disabled person and a leader among disabled people in Mauritius) who was expected to be transferred to the Ministry for Employment and of Social Security and National Solidarity to continue the rehabilitation work started by the project.
2. **Training by the expert**

A series of training sessions was organised and conducted by the expert for three Employment Exchange officers with techniques of selective placement of disabled persons.

(i) **Survey of disabled persons and registration**

1. **Scope and Execution of the survey**

During 1980, the Joint Child Health Project and the Mauritius Institute of Education approached the project expert in post for financial assistance with a pilot survey of disabled persons. As a result, UNDP made an additional US$12,000 available to the project MAR/79/007 for this purpose. A special committee was set up under the chairmanship of a senior officer for the then Ministry of Social Security to monitor the design of the questionnaire and the expenditure of funds. The National Council for the Rehabilitation of the Disabled also took an interest.

In the event, other funds were not available and the whole survey was financed by project funds. The design of the questionnaire and the survey sample were decided largely during the period end-1980 and mid-1981 when no ILO expert was in post; however, the second ILO expert was in Mauritius in time to amend some questions in the final draft of the questionnaire and to have some training sessions with the volunteer enumerators.

The survey visited 20,000 households with each household averaging rather more than five persons each. Therefore, in round terms, the survey reached 100,000 people.

Many of the questions were concerned with the conditions and needs of children in Mauritius although, ultimately, the main concern of the survey was to determine the prevalence of disability among the population regardless of age.

2. **Results**

A report issued by the Mauritius Institute of Education on the results of the survey and presented to a national seminar in November 1981 as part of the country's observation of the International Year of Disabled Persons stated that it had identified 1,063 persons suffering from some kind of disability.

However, a second look at the questionnaire by a rehabilitation adviser from the United States attached to the Mauritius Institute of Education in the latter part of 1982 found 1,953 disabled persons among the 100,000 surveyed.

3. **Observations and comments**

The ILO expert advises strongly against considering the figures produced by this survey as indicators of the prevalence of disability in Mauritius on the grounds that the design of the questionnaire and the training of the enumerators were inadequate.

Value may, however, be obtained from the exercise by referring young disabled persons identified by the survey to any services which may be available to them, e.g. special schools.

A particularly interesting use of the information obtained by the survey will be to discover how efficient the present referral systems are. For example, the deaf, the blind, the mentally handicapped and the physically disabled featuring in the survey findings should be referred to the relevant NGOs providing or planning services; the percentage of such cases previously unknown to the NGOs will give some indication of the probable extent of the demand and of the capacity of the NGOs to cope with it.

4. **Registration**

Systematic and ongoing registration of disabled persons in Mauritius should prove of more practical value than attempts at surveys or census counts to determine prevalence and a recommendation to this effect is contained in the next section of this report.
E. Achievements of immediate objectives

(a) General remark

The project has achieved most of its attainable objectives. However, in so far as the original "immediate objectives" of this project reflected expectations or assumptions as regards long-term government or NGO involvement, not all objectives materialised during the lifetime of the project. While several of these will remain to be objectives of government or NGO policy, others have proved to be unrealistic or were to be abandoned as unfeasible with the experience gained in this project.

(b) Objective achievement in the field of training of the disabled people

In the early phase of the project, successful efforts were made to integrate disabled adolescents into vocational training programmes for able-bodied trainees. A start was made with the integration of nine boys at one of the Ministry of Education's Small-Scale Industry Training Centres, the Helvetia Centre at St. Pierre. However, these training programmes enjoyed low priority at the Ministry and were gradually phased out.

The objective to develop a vocational training programme at the rehabilitation centre of the Physically Handicapped Welfare Association (garment making) was achieved. At the termination of the ILO project, this training programme was an ongoing activity and it is hoped that the NGO will maintain this service. There are indications, however, that vocational training with an annual throughput of disabled trainees might in the long run be abandoned in favour of a sheltered workshop-type of operation whereby the objective would change from training to providing employment for a stable group of disabled persons. If this were the case, the question of where disabled persons could be trained vocationally would become even more pressing for the Government.

(c) Objective achievement in the field of employment of disabled people

The project has succeeded in initiating the first training programme for future selective placement officers and in obtaining the agreement of the responsible government department to run such a service. To facilitate the work of the selective placement officers, a public "Fit for Work" campaign was launched which is addressed to employers. Preparations have been made for the generation of viable self-employment schemes for disabled persons in close collaboration with NGOs.

(d) Objective achievement in national vocational rehabilitation programmes

Plans for the establishment of a new government-run vocational rehabilitation centre at Beau Bassin have been completed. Guidelines for the functioning of a rehabilitation unit within the Ministry for Employment and of Social Security and National Solidarity have been prepared. The work of the National Council for the Rehabilitation of the Disabled has been strengthened. Its members (NGOs) have a greater appreciation of the need to prepare their disabled clients for the world of work through the development and provision of vocational and pre-vocational activities.
F. Utilisation of project results

(a) By the Government

It is believed that the results produced by the project will enable the Government of Mauritius to take appropriate policy decisions as regards the introduction of national vocational rehabilitation programmes. The project has provided the Government with plans, guidelines and materials which would enable them to:

- establish the planned vocational rehabilitation centre at Beau Bassin;
- establish within the Ministry for Employment and of Social Security and National Solidarity a unit (division, section) concerned with services for disabled persons;
- develop within the same Ministry a selective placement service for disabled persons;
- organise and continue a "Fit for Work" campaign;
- redefine its policy concerning the voluntary sector aimed at supporting more rational approaches to rehabilitation.

(b) By the voluntary organisations

The project has provided a number of voluntary organisations concerned with disabled persons with the techniques and means to engage in vocational or pre-vocational activities including production programmes. Several organisations are now better equipped to prepare their disabled clients for an active participation in the social life of their community.

(c) By organisation of disabled people

A start has been made to engage an organisation of the disabled in an employment- and income-generating operation (honey production). Feasibility studies, know-how and training of a competent offer have been provided so that this operation can develop as a viable enterprise. This project should be regarded as a pilot programme for employment- or income-generating schemes for disabled persons which could later be diversified and expanded.

G. Findings - significant conclusions

Whilst it is considered that the main objectives of this project have been achieved, it must be stressed however that more benefit would have been derived from this project if - as originally planned - it could have assisted in the establishment of a vocational rehabilitation centre. Despite the project's contribution to centre planning, such assistance is definitively required if the concerned Ministry would succeed in securing the funding for its establishment.

It has been confirmed that there are strong limitations to what voluntary organisations can do in the field of rehabilitation of the disabled, in particular, as far as training and employment programmes are concerned. The organisations' dependence on fund raising, their lack of professional staff and their understandable bias towards charitable work make it difficult for them to adopt and implement a national, systematic and professional rehabilitation procedure.

Unless therefore the Government takes over more responsibilities in this field, no substantial progress will be made to improve the disabled persons' integration into the community.

This responsibility can materialise in the form of government-administered facilities and services or through a non-governmental non-profit-making organisation provided it receives sufficient funding from the Government and fulfils professional standards defined and supervised by the Government.

At present, however, it is difficult to see any of the existing NGOs in this role.
There are encouraging signs that the project will have made a lasting impact on rehabilitation development in Mauritius and that - despite resource constraints - the Government is willing and ready to take concrete steps towards the initiation of vocational rehabilitation programmes in the very near future.

H. Recommendations

(a) Administration

Any advancement of national rehabilitation programmes for the disabled, be it through efforts of the Government or through the voluntary sector, is dependent upon the Government's administrative capacity to develop or influence, supervise and finance such programmes.

It is therefore strongly recommended that the Ministry for Employment and of Social Security and National Solidarity establish an administrative section within the Ministry concerned with rehabilitation development.

(b) Vocational rehabilitation centre

As argued above, such a centre is to be regarded as the second core element of any rehabilitation development in Mauritius. At the final tripartite review meeting on this project in December 1982, the necessity of this centre was recognised and endorsed by the Director of Economic Planning and Development, the Ministry for Employment and of Social Security and National Solidarity and the UNDP Resident Co-ordinator.

It is therefore strongly recommended that appropriate measures be taken to secure funding for the capital investment and recurrent expenditures of such a centre and to proceed with its establishment in the nearest possible future.

It is further recommended that for the development of this centre further ILO/UNDP assistance should be sought.

(c) Selective placement service

A placement service provides for the final and most important step in a rehabilitation process, namely that of placement of the disabled person who has been assessed, trained and prepared for work. Without such a service, the success of rehabilitation programmes remains hazardous.

It is therefore strongly recommended that renewed efforts be made to nominate and train, within each of the existing employment exchange services, one officer to become specially responsible for the placement of disabled persons. Guidelines for the work of a selective placement officer are to be found in Appendix 3.

This service is also an essential prerequisite for the success of the "Fit for Work" campaign.

(d) Education

The development of training and employment services will require a revision of the present education and special education system for the disabled.

It is therefore recommended that the Ministry of Education, in collaboration with the Ministry for Employment and of Social Security and National Solidarity, re-examine its policies concerning the education of disabled persons by increasing state responsibility for the running of educational services and by seeking to expand and upgrade the existing services. It may be advisable to request UNESCO to provide assistance for this review.

(e) The National Council for the Rehabilitation of the Disabled

This Council was inaugurated in March 1979. Since then, it has met on a regular monthly basis.
The terms of reference (Appendix 1) are not in need of revision but so far the Council has not considered in depth the development of a national policy for rehabilitation. It is therefore recommended that the Council should consider drawing up a five-year development plan for the improvement and evolution of the voluntary element in the rehabilitation of disabled persons. The exercise would encourage the members to look at the over-all picture beyond the confines of their own organisation. If such a five-year development plan were agreed upon, goals should be set for attainment each year and the plan should include provision for an annual review of progress.

Recommendations such as the preceding one concerning the State's responsibility for special education, for example, raises questions about the appropriate role for voluntary effort. The experience of even the most developed countries, and of some where the State provides a comprehensive welfare service, is that the role of voluntary effort changes but does not diminish. Ideally, the voluntary sector should complement the role of the State and continue to fill gaps in the service even if this means a fundamental change of activity.

(f) Subvention policy

If the voluntary sector is to assume the function of a service provider in areas for which the State has, in principle, the responsibility, then it is good policy to support those organisations in these efforts financially. The present grant-in-aid system, however, by which the Government provides annual lump sums irrespective of the level and quality of services provided must be considered inadequate to encourage and stimulate voluntary initiatives.

It is therefore strongly recommended that the Government, in consultation with the National Council for the Rehabilitation of the Disabled, develop a new subvention policy whereby the amount allocated should be defined in relation to what services are provided and to how many disabled persons are undergoing rehabilitation measures. With such a policy, each organisation could assess their grant entitlement and plan their programmes accordingly.

It is also recommended that the provision of government grants should be subject to the fulfilment of certain standards and prerequisites which should be defined and constantly appraised by the Government.

(g) Employment policies

There are a number of misunderstandings and false approaches as regards the integration of disabled persons into open employment. These misunderstandings exist among the public at large, employers and disabled persons alike.

The objective in all vocational rehabilitation should be to place the disabled person in an occupation which reduces the handicapping effect of disability so that it becomes irrelevant to the tasks to be performed. In order to achieve this, it may be necessary for special aids to be used or it may be necessary to reorganise the work or to modify the working environment but it should not be necessary to trade on the charity or social conscience of an employer in order to get work for a disabled person. The aim of all employment work with both the able-bodied and the disabled should be to get the man, or woman, into the right job; a test of it being the right job is the employer's satisfaction with the work done and the employee's satisfaction in doing it. No employer should be asked to be less efficient or less profitable by employing disabled workers.

It is recommended that these principles are duly stressed and publicised and become the guidelines for government policy on the training and employment of disabled persons.

(h) Registration

It is recommended that the above rehabilitation unit, once established (see recommendation (a)), should maintain a voluntary register of disabled persons. The final purpose of this register should be to enable disabled persons to obtain access to services or to certain benefits. A register will therefore also have to be regarded as a useful tool for rehabilitation programme planning.
Follow-up of project MAR/79/007

At the final Tripartite Review Meeting on this project in December 1982, it was recognised that in the absence of the financial resources to commence building on the proposed vocational rehabilitation centre at Beau Bassin, and in the light of other demands on UNDP funding, the further extension of an expert on a full-time basis could not be justified. It was considered, however, that as and when the vocational rehabilitation centre is funded and the erection of the building some two-thirds complete, a full-time ILO expert in vocational rehabilitation would be needed for a period of two years.

It was further recognised by the participants of the tripartite discussions that in the meantime, for the next 12 months, ILO consultancies could be necessary in order to assist with ongoing aspects of the project (particularly honey production and "Fit for Work" campaign) and to provide support for the national staff engaged on the project. Funds from the unspent residue of MAR/79/007 would be made available for this purpose. Assuming that the vocational rehabilitation centre project receives financial support from a donor country and work on the site commences within the next 12 months, the consultant should prepare a new project document to cover UNDF funding for the two years' period referred to above.

In order to maintain the momentum created by the project, it is of the utmost importance that the Government should assign a person to be in charge of further rehabilitation programme planning. It is therefore strongly recommended that this officer should be assigned to this task as soon as possible and that the remaining fellowship funds under project MAR/79/007 be used to provide overseas rehabilitation training to this officer.
APPENDIX 1

Terms of reference of the National Council for the Rehabilitation of the Disabled and membership

1. co-ordinating the activities of the Government and voluntary agencies providing rehabilitation services to disabled persons;
2. promoting the development and expansion of rehabilitation services on a national basis;
3. formulating a national policy on rehabilitation;
4. ensuring that all services provided, including staff qualifications, measure up to an acceptable level; and
5. co-ordinating with international agencies concerned with the rehabilitation of disabled persons and to disseminate technical information received from these sources.

NGO membership

1. Cheshire Home
2. Les Amis de Moulin à Poudre (Leper Welfare Committee)
3. Association de Parents d’Enfants Inadaptés de l’Ile Maurice
4. School for the Blind/Welfare of the Blind
5. School for the Deaf/Welfare of the Deaf
6. Fraternité Mauricienne des Malades et Handicapés
7. Mauritius Mental Health Association
8. Physically Handicapped Welfare Association
9. Foyer Vivre Debout

Ministries

1. Ministry for Employment and of Social Security and National Solidarity
2. Ministry of Health
3. Ministry of Youth and Sports
4. Ministry of Labour and Industrial Relations
5. Ministry for Rodrigues and the Outer Islands
6. Ministry of Economic Planning and Development

Others

Mauritius Employers Federation
Front Syndicat National
Mauritius Institute of Education
University of Mauritius
WHO Programme Co-ordinator for Mauritius
UNDP Mauritius
ILO Expert in Vocational Rehabilitation of Disabled People
National Counterpart
APPENDIX 2

Project outline for the establishment of a vocational rehabilitation centre in Mauritius

1. Project title
   Vocational Rehabilitation Centre, Beau Bassin.

2. Executing Agency
   Ministry for Employment and of Social Security and National Solidarity.

3. Cost of project
   Rs.3.6 million.

4. Duration of project
   Following completion of final drawings and acceptance of tenders - the estimate of time schedule is as follows:

   (i) Erection of building - 11 months
   (ii) Installation of equipment, furniture, etc. - 3 months
        See bar chart
   (iii) Recruitment of staff - 3 months
        Annex I
   (iv) Preliminary training of staff - 3 months
   (v) Recruitment of disabled people for first course - 3 months

   The life of the project will be ongoing with a continuous turnover of disabled persons most of whom, ultimately, will be placed in employment.

5. Background and objectives of the project
   5.1 Mauritius has had advice from the following experts on the rehabilitation of disabled persons over a number of years:

      (i) Ghislain Moureaux, UN - 1974
      (ii) Henry Brown, ILO - 1976
      (iii) Gunter Tuttas, ILO - 1979-80
      (iv) Ian Tugwell, ILO - 1981-82

   5.2 The advice of these experts has, inter alia, been to develop a government-run rehabilitation/assessment/training/placing facility where disabled people can be assessed for work potential and guided towards suitable employment.

   5.3 A current project (MAR/79/007) between the Ministry for Employment and of Social Security and National Solidarity/UN and the ILO has achieved a measure of success by developing within a non-governmental voluntary organisation a scheme for training disabled people in garment manufacture. Difficulties have arisen, however, in that garment manufacture is an overcrowded trade, making the placing of trainees in employment increasingly difficult. Moreover, not all disabled people have the aptitude or ability to operate a sewing machine. Efforts are being made to diversify the training on offer but it is clear that Mauritius needs a more systematic approach, geared both to the needs of the disabled individual and to the demands for labour. These needs would be met by the establishment of a vocational rehabilitation centre. Such centres have long been a feature of services to the disabled both in developed and developing countries.
5.4 It is recognised that one person in ten of the world's population suffers from some form of disablement. Developing countries of the Third World tend to have a disproportionately higher incidence of disability than the developed countries. The serious outbreaks of poliomyelitis which Mauritius experienced between the 1940s and 1960s have resulted in a large number of severely disabled people who are now of employment age but who are, for the most part, unemployed. To these can be added the deaf, the blind and the mentally handicapped.

5.5 The schools for the deaf, the blind and for the mentally handicapped in Mauritius are full and yet still not meeting the need. At present, at the end of their education, there are no special employment services available to them. The centre will include a special course for such young disabled with emphasis on preparation for work.

5.6 The majority of disabled people have the residual ability and skill potential to make a significant contribution to the workforce and economy of the country if they receive the benefit of accurate assessment and vocational guidance as envisaged in this project.

5.7 The project would not only assist the unemployed disabled but would be available to industry for the assessment of potential and guidance for future employment of existing employees who sustain injuries or who develop disabilities in the course of work or through the process of ageing. Such employees can often be saved from dismissal and directed towards further useful work within the firm as a result of a short course at a vocational rehabilitation centre.

5.8 In summary, the objective of the project is to assist disabled people of working age to enter, or retain, employment in an appropriate capacity thus making full use of their potential as wage earners and tax payers.

6. Project description

6.1 The project will take the form of a complex of buildings on a site of approximately two arpents. A very suitable site, of the right size, has been vested in the Ministry for employment and of Social Security and National Solidarity. It is situated at Beau Bassin fronting Mare Gravier Lane 3, between the Industrial Trade Training Centre and Plaines Wilhems Canal.

6.2 The vocational rehabilitation centre would comprise workshops, educational areas, a medical facility for a nurse and visiting doctor, a case conference room, a gymnasium for the improvement of the physical well-being and capacity of its disabled clients, rooms for psychologist, social workers and placement officers, a library, resource room, stores and an outside horticultural area. It would require offices for its administration and management together with basic kitchen and dining facilities.

6.3 Disabled people would be recruited for courses of varying length depending upon the diagnosis, needs and potential of particular cases. They would be subjected to detailed case history and counselling interviews to establish their work interests. They would be placed in the workshops or clerical section or horticultural section where their potential would be assessed together with their capacity to meet the output requirements of full-time employment. Each case would be treated on an individual basis.

6.4 At the end of each course, disposal of cases would fall into one or other of the following categories:

(i) suitable for a range of jobs and available for placing. Full details of the Centre's findings and recommendations would be made available to the Selective Placement Officers of the Ministry for Employment and appropriate placing action taken with employers;

(ii) suitable for homeworker employment. Efforts then made by the proposed rehabilitation division or, if that division is not or has not yet been set up by the Social Welfare Division of the Ministry for Employment and of Social Security and National Solidarity to facilitate a programme of suitable, gainful employment in the disabled person's home;
(iii) suitable for a return to former occupation, or an alternative, within the firm which has formerly employed him/her. Information from the Centre's findings would be made available to employer;

(iv) suitable for entry to a training course either at an official establishment, e.g. at ITTC, or with a non-governmental voluntary organisation, or training with an employer;

(v) not suitable for employment. This finding is not totally negative as it reduces the pressure on the disabled person to find employment which is often exercised by their families and releases the efforts of the employment services to concentrate upon those with employment potential;

(vi) refer for further medical treatment or provision of a disabled and to enhance employability.

6.5 Clients of the vocational rehabilitation centre (in some countries they are called rehabilitees) would need to receive an allowance for their subsistence during the course, assistance with the cost of daily transport (ideally they should be able to use public transport) and a midday meal.

6.6 The Centre would require as a minimum the following staff:

- 1 Supervisor (perhaps called Rehabilitation Officer)
- 1 Psychologist
- 3 Trade Instructors
- 1 Commercial Instructor
- 1 Social Welfare Officer
- 1 Nursing Officer
- 1 Teacher
- 2 Clerical Officers
- 1 Typist/Receptionist
- 1 Driver
- 1 Cook
- 1 Night Watchman
- 2 Labourers

Instructors should have considerable experience of private sector employment. Estimated annual cost of staff salaries are shown at Annex II.

6.7 The Centre should provide courses for 40-50 disabled people at any one time.

6.8 The work/assessment areas would need equipment.

6.9 The workshop sections would need the basic capacity to assess potential and produce useful saleable articles. The following is a provisional list of equipment:

- 1 small capstan lathe
- 1 small centre lathe
- 1 small milling machine
- 1 pillar drill
- 1 fly press
- 10 work benches (various)
- 1 set electric welding equipment
- 1 set gas welding equipment
- 1 set spray painting equipment
- 1 set basic woodworking tools
- basic horticultural implements

(Other incidental tools will be required depending upon the actual work activities.)

6.10 In addition, standardised work-sampling materials would be required.

6.11 The education/commercial section would require:
- 6 office-type desks and chairs
- 3 typists' desks and chairs
- 3 typewriters (one electric)
- 1 duplicator (hand)
- 1 photocopier
- 1 desk calculator
- 1 filing cabinet

6.12 The administration/management of the Centre will require the usual office furniture and equipment. The kitchens and dining area will need equipment and the Centre will need a 12-seated mini-bus. The estimated cost of furniture and equipment is shown at Annex III including estimated sums to equip and furnish the medical rooms, gymnasium, resource room, library and case conference room.

6.13 The site will need to be protected by a perimeter fence and the building burglar-proofed.

7. Relation to development objectives

7.1 The proposals contained in this project submission are in accord with the objectives of the 1980-82 Two Year Plan for Mauritius (see paragraph 19.17.3, page 187, under the heading Vocational Rehabilitation of the Disabled).

8. Cost estimates

<table>
<thead>
<tr>
<th>Component</th>
<th>Local cost</th>
<th>Foreign</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>(i) Equipment</td>
<td>Rs.1,240,000</td>
<td>N/A all available</td>
<td>Rs.1,240,000</td>
</tr>
<tr>
<td>Furnishing</td>
<td></td>
<td>locally except</td>
<td></td>
</tr>
<tr>
<td>Mini-bus</td>
<td></td>
<td>small item of work-sampling material</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>from USA or Britain</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>approx. cost =</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>Rs.10,000</td>
<td></td>
</tr>
<tr>
<td>(ii) Buildings</td>
<td>Rs.2,187,500</td>
<td>Rs.2,187,500</td>
<td>Rs.2,187,500</td>
</tr>
<tr>
<td></td>
<td>Rs.3,427,500</td>
<td>Rs.3,427,500</td>
<td>Rs.3,427,500</td>
</tr>
<tr>
<td>Contingencies 5% of building costs</td>
<td>Rs. 109,375</td>
<td>Rs. 109,375</td>
<td>Rs. 109,375</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Grand total</td>
<td>Rs.3,536,875</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Say</td>
<td>Rs.3,600,000</td>
</tr>
</tbody>
</table>
9. Financial, economic and social justifications

9.1 A vocational rehabilitation centre cannot show a financial return sufficient to offset the capital outlay and recurrent costs. None the less, a well managed centre can undertake a wide range of work on a subcontract basis. On occasions, such centres produce their own original product. The income from these activities, while useful, cannot offset the annual costs of staff salaries and other overheads. It must be remembered that the objective is to secure a flow of disabled people from unemployment into jobs. The primary activity will be assessment of skill potential rather than the utilisation of the clients for production.

9.2 The case for social justification of such projects is much stronger. The disabled members of the community are not featuring in the employed population to the degree they should. It is recognised that Mauritius suffers a high level of unemployment at the present time and that there are many able-bodied people unemployed, but that should not preclude disabled people featuring in the turnover of the labour force which naturally occurs even during periods of recession. At the present time, many employers have a low or, at best, uninformed opinion of disabled people as potential employees. This is because through lack of assessment of their potential, the disabled person is often forced to confine himself or herself to the more menial tasks. Often such tasks are physically demanding and beyond the capacity of the disabled person. The intellectual abilities of disabled people are not recognised and, therefore, wasted and other aptitudes such as dexterity, hand and eye co-ordination, tenacity, etc. are never discovered. A vocational rehabilitation centre would ensure that disabled people seeking employment did so at the appropriate level, thus making the best use of their talents and being of the optimum value to their employers.

9.3 It would be a normal course of events for disabled young people coming from the special schools to be referred to the vocational rehabilitation centre for assessment prior to their seeking work. Thus government and non-government funds involved in the early training and education of these disabled young people would be better justified than at present and would forestall the frustration which the absence of any systematic procedure for employment may well cause.

9.4 The average length of course will be six months. Assuming a 50 per cent success rate in placing graduates in employment with average earnings of Rs.1,000 per month, their total earnings for one year would be Rs.300,000.

10. Estimated annual recurrent expenditure

<table>
<thead>
<tr>
<th>Item</th>
<th>Cost (Rupees)</th>
</tr>
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<tbody>
<tr>
<td>(a) Staff salaries</td>
<td>386,400</td>
</tr>
<tr>
<td>(b) Stipends to disabled clients 50 x Rs.100 per month</td>
<td>60,000</td>
</tr>
<tr>
<td>(c) Food</td>
<td>100,000</td>
</tr>
<tr>
<td>(d) Materials expendable (for workshops and administration)</td>
<td>25,000</td>
</tr>
<tr>
<td>(e) Electricity</td>
<td>12,000</td>
</tr>
<tr>
<td>(f) Petrol, maintenance, etc.</td>
<td>8,000</td>
</tr>
<tr>
<td>(g) Telephone</td>
<td>2,400</td>
</tr>
<tr>
<td>(h) Water</td>
<td>1,200</td>
</tr>
<tr>
<td></td>
<td>595,000</td>
</tr>
</tbody>
</table>

The breakdown of staff and salaries is shown in Annex II.

11. Balance-of-payments implications

Nil.
APPENDIX 3

Job description of a Selective Placement Officer

- To interview and register disabled applicants.
- To visit employers and discuss jobs which could be undertaken by disabled people.
- To introduce disabled people to employers and attend interviews where necessary.
- To follow up placements and help solve problems, e.g. suggest methods of reorganising work, talk to the disabled clients' fellow workers.
- To obtain medical advice about the health and physical or mental capacity of clients.
- To liaise with special schools about disabled school leavers and to have a knowledge of the educational programme and any pre-vocational training which may have been undertaken by disabled young people.
- To visit existing disabled people in employment to understand their capabilities and the problems which they encounter.
- To attend and liaise with any vocational rehabilitation facility for disabled people which may exist.
- To visit and liaise with training establishments, such as the Industrial Trade Training Centre, to see what training courses might be available for disabled people.
THE GOVERNMENT OF MAURITIUS

Award

In recognition of exceptional endeavors and achievements in promoting the employment and rehabilitation of disabled people, this award is given to

The Awards Committee has found that the recipients show an appreciation of the value of disabled people as employees, facilitate their employment and accept the FIT FOR WORK guidelines of good practice.

On behalf of the Government and People of Mauritius, we, the undersigned, have pleasure in conferring this FIT FOR WORK Award

this ______ day of _______ 19__

Chairman
FIT FOR WORK Awards Committee

Minister for Employment and
of Social Security and
National Solidarity

'FIT FOR WORK' originated with the Manpower Services Commission of Great Britain.
1. The purpose of a "Fit for Work" scheme is to encourage employers to adopt positive attitudes towards the employment of disabled people. It is also a means of giving official and public recognition to employers who make special efforts to promote opportunities for the employment of disabled people within their undertakings.

2. Over the past 40 years, a number of developed and developing countries have enacted legislation to enforce the employment of disabled people by imposing a "quota" scheme on employers, over a certain size, to include within their workforce a given percentage of registered disabled people. Some countries have found this to be clumsy and unworkable, and attempts to enforce the law have often alienated employers and damaged the prospects of disabled people as employees rather than advancing them as was intended.

3. A "Fit for Work" scheme is a way of thanking employers for what they have done and, it is hoped, encouraging them to do more rather than penalising them for their failure. The public recognition of what one employer has done heightens public awareness of both the problems and the opportunities in employing disabled people, thereby encouraging all employers to make greater efforts.

4. The scheme consists of the creation of a set of guidelines of good practice for the employment of disabled workers and an annual award ceremony to one or two employers who are outstanding examples of the implementation of the good practice.

Recommended guidelines for Mauritius

5. To qualify for an award, firms will have to confirm that they accept the following policy guidelines:

(i) full and fair consideration of disabled people for all types of vacancies;
(ii) retention of newly disabled employees wherever possible;
(iii) equal opportunities for disabled workers for training, career development and promotion;
(iv) modifications to equipment, the use of special aids to employment and job restructuring if needed to help the employment of disabled workers;
(v) adaptation of premises where necessary;
(vi) close co-operation with the government departments and voluntary organisations involved in the welfare, rehabilitation and employment of disabled people.

6. Recognition will be given to firms that have achieved outstanding performance on some or all of these guidelines. Over and above the set criteria of these guidelines, discretionary judgements will be made to reward efforts that show a continuing and genuine commitment to help disabled people by, for instance, undertaking training of disabled people in work which they may do at home on a freelance basis, undertaking the assessment of a disabled person's abilities, or by contracting out work to individuals or groups of disabled people in workshops, training centres, co-operatives or to voluntary organisations.

The awards

7. The awards will consist of a desk trophy in metal in the form of the words "Fit for Work" (15 of these trophies have been promised as a gift from the Manpower Services Commission in Britain), and a framed citation scroll. The intention is that the desk trophy would be suitable for the office of the head of the firm and the framed scroll for display in a public part of the office, shop or factory premises.
Selection procedure

8. A selection committee to decide the merits of firms to be considered for awards might consist of:

- Chairman - Chairman of the National Council for the Rehabilitation of the disabled;
- plus - three NGO members of the National Council nominated annually;
- a representative of the Ministry for Employment and of Social Security and National Solidarity;
- a representative of the Ministry of Labour and Industrial Relations;
- a representative of the Ministry of Commerce and Industry;
- a representative of the Mauritius Employers Federation; and
- a representative of the trade union movement.

Firms may be nominated for consideration for an award by members of the public, or by government officials whose work brings them into contact with employers and who, therefore, may have special knowledge of efforts being made in the interest of disabled workers.

9. Nominations would need to be signed by the recommending person and contain the following information:

(i) particulars of efforts made during the previous 12 months to observe and implement any or all of the six guidelines of "Fit for Work";
(ii) the approximate number of people employed by the firm and estimated number of disabled employees;
(iii) details of any exceptional efforts in the interest of disabled people not within the "Fit for Work" specific guidelines.

The Awards Committee would need to make such inquiries as it thinks fit to verify the information written in the nomination. Special nomination forms would need to be printed.

Presentation of the awards

10. The success of a "Fit for Work" scheme depends largely on the impact it has on the public consciousness of the way disabled people should, can and do fit into the workforce of the nation. Recognition of a firm's contribution by the Fit for Work Awards Committee must be seen as an occasion for considerable pride and prestige by the recipients. There would be no financial benefit attached to the award. Consequently, the scheme would need to be given full media coverage at the time of its launch so that its existence and purpose were fully understood. Further, publicity would have to attend the presentation of awards which should be undertaken by someone of appropriate standing in the community.

Duration of the scheme

11. The intention is not to launch a scheme of unlimited duration: five or six years should be sufficient. At the end of that time, it is to be hoped that the impact will have been sufficient for the place of disabled people in the workforce of the country to be well established, for the interest of employers to have been captured and for all firms to have established a personnel management policy which incorporates the six-point guideline of good practice.

12. The need for the continuation of an incentive scheme to employers could be reviewed in 1986/87.
Cost of the scheme

13. The cost of administering the scheme outlined above and the awarding of two or three trophies each year should be very little, and nothing in comparison with what would be involved in attempting to achieve similar results through legislation which would require a legal definition of disability, the registration of disabled people, inspection of firms' payrolls to ensure compliance with the legal quota and, ultimately, prosecution of offending employers. Such resources could be better used to promote the employment of disabled people through advice to employers, encouragement and the development of goodwill.

14. Some local printing of explanatory pamphlets and promotional material will be required together with the award citation. This requires to be of a suitably high standard.
APPENDIX 6

Proposed functions of a "disabled people's services"
administrative section within the Ministry for Employment
and Social Security and National Solidarity

1. Planning, organisation and development of vocational rehabilitation services for
all categories of disabled people in Mauritius.

2. Analysing and reviewing the employment situation in relation to the needs for
vocational rehabilitation services.

3. Administering a selective placement service to meet the special employment needs
of disabled people.

4. Administering the "Fit for Work" award scheme.

5. Monitoring and progressing the development of a vocational rehabilitation centre
proposed to be sited at Beau Bassin and, when established, providing administra-
tive support for the management of the centre.

6. Providing guidance, advice and technical assistance to the non-governmental
voluntary organisations.

7. Administering the registration of disabled people in Mauritius, maintaining an
up-to-date register, issuing statistical reports on the various categories of
disabled, identifying individuals requiring services and where necessary
referring them to appropriate NGO or government-run services.

8. Organising staff training, seminars, etc. for staff engaged in vocational
rehabilitation.

9. Administrative and secretarial duties relating to the National Council for the
Rehabilitation of the Disabled.
### Equipment provided to the project

<table>
<thead>
<tr>
<th>Description of equipment</th>
<th>Number</th>
<th>Cost (approx.)</th>
<th>Recipients/ Source of funds</th>
<th>Remarks</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Equipment purchased during the period August 1979—December 1980</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>1. Vehicles</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Car Subaru GM3104</td>
<td>1</td>
<td>$8,667</td>
<td>UNDP</td>
<td></td>
</tr>
<tr>
<td>Toyota 15-seater bus GM3132</td>
<td>1</td>
<td>$8,421</td>
<td>PHWA</td>
<td></td>
</tr>
<tr>
<td><strong>2. Sewing machines</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Ordinary Singer treadle</td>
<td>10</td>
<td>$1,500</td>
<td>&quot;</td>
<td>Project</td>
</tr>
<tr>
<td>Bernina electric</td>
<td>3</td>
<td>$2,466</td>
<td>&quot;</td>
<td></td>
</tr>
<tr>
<td>Husquarna electric</td>
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<td>$592</td>
<td>&quot;</td>
<td></td>
</tr>
<tr>
<td>Singer electric</td>
<td>5</td>
<td>$2,500</td>
<td>&quot;</td>
<td></td>
</tr>
<tr>
<td>Juki Babylock</td>
<td>3</td>
<td>$1,100</td>
<td>&quot;</td>
<td></td>
</tr>
<tr>
<td>Juki semi-industrial</td>
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<td>$1,842</td>
<td>PHWA</td>
<td>&quot;</td>
</tr>
<tr>
<td>Juki semi-industrial overlock</td>
<td>2</td>
<td>$1,776</td>
<td>&quot;</td>
<td>&quot;</td>
</tr>
<tr>
<td>Ordinary treadle machine</td>
<td>13</td>
<td>Rs.4,000</td>
<td>&quot;</td>
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<tr>
<td><strong>3. Leatherwork equipment</strong></td>
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</tr>
<tr>
<td>Hammers, knives, scissors, dividers, shoe lasts, etc.</td>
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<td>$1,435</td>
<td>Stored at PHWA in first instance, later delivered to Mauritius Craft-Aid Ltd, for part use and safe-keeping of remaining items</td>
<td>Project</td>
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<td><strong>4. Woodwork equipment</strong></td>
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<td></td>
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<td></td>
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<tr>
<td>Grinding machine, electric drills, planes-various, mortiser bits, cutters, stands for drills, etc. (full inventory available)</td>
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<td>$3,565</td>
<td>Toy Production Unit, Vacoas</td>
<td>Project</td>
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</tbody>
</table>

*Temporarily retained by UNDP Office, Port Louis, for use by ILO Consultant on another project.*
<table>
<thead>
<tr>
<th>Description of equipment</th>
<th>Recipients</th>
<th>Number</th>
<th>Source of funds</th>
<th>Remarks</th>
</tr>
</thead>
<tbody>
<tr>
<td>5. Teaching material</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Slide project and accessories, screen and accessories, Beeswax, chalk, dressmakers' forms, pins, shears, thread,</td>
<td>627</td>
<td></td>
<td>Terre des Hommes</td>
<td>Project</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>6. Furniture</td>
<td></td>
<td></td>
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</tr>
<tr>
<td>Cutting table</td>
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<td>Terre des Hommes</td>
<td>Project</td>
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<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>7. Office equipment</td>
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<td></td>
<td></td>
</tr>
<tr>
<td>Calculators</td>
<td>2</td>
<td></td>
<td>Terre des Hommes</td>
<td>Project</td>
</tr>
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</tr>
<tr>
<td>8. Textbook on Sport for the Disabled, Ministry of Social Security</td>
<td>1</td>
<td></td>
<td>National Council for Rehabilitation of the Disabled, Joseph d'Argent St., Rose Hill</td>
<td>Overseas purchase</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>9. Bench engraving machine block, and cutters for same</td>
<td>3 Rs. 3,975</td>
<td></td>
<td>Toy Production Unit, New Market Place, Vacoas</td>
<td>Local purchase</td>
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<tr>
<td></td>
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</tr>
<tr>
<td>10. Starter kit (stationery)</td>
<td>1</td>
<td></td>
<td>Expert's Office, Ministry of Social Security</td>
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<td></td>
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<table>
<thead>
<tr>
<th>Description of equipment</th>
<th>Number</th>
<th>Cost (approx.)</th>
<th>Recipients/ location</th>
<th>Source of funds</th>
<th>Remarks</th>
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</thead>
<tbody>
<tr>
<td>12. &quot;Wolf&quot; sander</td>
<td>1</td>
<td>Rs. 1440</td>
<td>School for the Deaf, Pope Hennessy St., Beau Bassin</td>
<td>Project</td>
<td>Local purchase</td>
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<tr>
<td>13. &quot;Wolf&quot; sander</td>
<td>1</td>
<td>Rs. 1440</td>
<td>Mental Health Association, Stanley, Rose Hill</td>
<td></td>
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<tr>
<td>14. &quot;Olympic&quot; sewing hand machine Motor for same</td>
<td>1</td>
<td>Rs. 583</td>
<td>Cheshire Home, Tamarin</td>
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<tr>
<td>15. &quot;Juki&quot; knitting machine Try square Plane</td>
<td>1</td>
<td>Rs. 3800</td>
<td>Skin Disease Infirmary, Pample Mousses</td>
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</tr>
<tr>
<td>16. &quot;Inca&quot; automatic planer/thicknesser complete with motor, pulley belt Lathe</td>
<td>1</td>
<td>Rs. 10900</td>
<td>Craft Aid (Mauritius), Sir E. Laurent St., Rose Hill</td>
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<td>&quot;</td>
</tr>
<tr>
<td>17. &quot;Wolf&quot; drilling machine Tailor scissors &quot;Olympic&quot; hand sewing machines &quot;Olympic&quot; motors for same Plane Electric hot plate Mini cutter</td>
<td>1</td>
<td>Rs. 950</td>
<td>APEIM, St. Paul Road, Phoenix</td>
<td></td>
<td>&quot;</td>
</tr>
<tr>
<td>18. Arc maker and accessories Helmet</td>
<td>1</td>
<td>Rs. 14534</td>
<td>Fraternité Mauricienne des Malades et Handicapés</td>
<td></td>
<td>&quot;</td>
</tr>
<tr>
<td>19. Flat bending machine Chipping hammers TH5 Gauntlet gloves GL5 Aprons Caps Screens portable welding Flameproof canvas Goggles Rayflex Safety goggles anti-mist Spare lens (for W91850/1)</td>
<td>1</td>
<td>Rs. 555 50)</td>
<td>Fraternité Mauricienne des Malades et Handicapés</td>
<td>Overseas purchase</td>
<td>&quot;</td>
</tr>
<tr>
<td></td>
<td>2</td>
<td>L 16 20</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>2</td>
<td>L 10 40</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>2</td>
<td>L 28 60</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>2</td>
<td>L 10 88</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>3</td>
<td>L 70 90</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>2</td>
<td>L 7 20</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>4</td>
<td>L 19 24</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>1</td>
<td>L 6 13</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
APPENDIX 8

Papers and articles prepared or published during the life of the project and not referred to elsewhere in the text or appendices of this report

1. Article - "Disabled People in a Modern Society" by I.F. Tugwell. Published in English by the Government of Mauritius, Department of Information Journal "Perspective", August 1981.


4. Article - "Employment and Deafness" by I.F. Tugwell. Published in English by L'Express, national daily newspaper, 13 November 1982, as part of deafness awareness week.
ANNEX I

Bar chart

Duration of project

Project to be fully operational 15 months from approval of funds. Chart assumes previous preparation of all building plans and completion of tender procedures. (Suitable land for project is already available.)

<table>
<thead>
<tr>
<th>Tasks</th>
<th>Months</th>
</tr>
</thead>
<tbody>
<tr>
<td>Erection of building</td>
<td>X X X X X X X X X X</td>
</tr>
<tr>
<td>Appointment of officer in charge and one clerical officer</td>
<td>X X X X X X X X X X</td>
</tr>
<tr>
<td>Ordering of equipment</td>
<td>X X X</td>
</tr>
<tr>
<td>Installation of equipment and furniture</td>
<td>X X X</td>
</tr>
<tr>
<td>Recruitment of remainder of staff</td>
<td>X X X</td>
</tr>
<tr>
<td>Staff preliminary training</td>
<td>X X X</td>
</tr>
<tr>
<td>Recruitment of disabled for first courses</td>
<td>X X X</td>
</tr>
<tr>
<td>First courses commence</td>
<td>X Ongoing</td>
</tr>
</tbody>
</table>
### ANNEX II

**Staff and salary estimates (monthly)**

<table>
<thead>
<tr>
<th>Position</th>
<th>Salary (Rupees)</th>
</tr>
</thead>
<tbody>
<tr>
<td>1 Supervisor</td>
<td>4,000</td>
</tr>
<tr>
<td>1 Psychologist</td>
<td>3,000</td>
</tr>
<tr>
<td>4 Trade Instructors x 3,075</td>
<td>12,000</td>
</tr>
<tr>
<td>1 Social Welfare Officer</td>
<td>1,900</td>
</tr>
<tr>
<td>1 Nursing Officer</td>
<td>1,500</td>
</tr>
<tr>
<td>1 Teacher</td>
<td>1,200</td>
</tr>
<tr>
<td>2 Clerical Officers</td>
<td></td>
</tr>
<tr>
<td>1 Typist</td>
<td>2,400</td>
</tr>
<tr>
<td>1 Driver</td>
<td>1,100</td>
</tr>
<tr>
<td>1 Cook</td>
<td>1,100</td>
</tr>
<tr>
<td>1 Night Watchman</td>
<td>900</td>
</tr>
<tr>
<td>2 Labourers x 800</td>
<td>1,600</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>32,200</strong></td>
</tr>
</tbody>
</table>

or Rs.386,400 (Rs.32,200 x 12) per annum

**NB.** The above figures represent gross costs. Some savings would be possible by redeployment of existing staff within the Ministry and by secondment from other ministries in the case of the teacher and the nurse.
## Equipment and furnishing estimates

### Technical workshops

<table>
<thead>
<tr>
<th>Item</th>
<th>Cost (Rs)</th>
</tr>
</thead>
<tbody>
<tr>
<td>1 Small capstan lathe</td>
<td>180,000</td>
</tr>
<tr>
<td>1 Small centre lathe</td>
<td>180,000</td>
</tr>
<tr>
<td>1 Small milling machine</td>
<td>180,000</td>
</tr>
<tr>
<td>1 Pillar drill</td>
<td>13,000</td>
</tr>
<tr>
<td>1 Fly press</td>
<td>6,000</td>
</tr>
<tr>
<td>10 Work benches (various types)</td>
<td>6,000</td>
</tr>
<tr>
<td>Electric welding equipment</td>
<td>8,000</td>
</tr>
<tr>
<td>Gas welding equipment</td>
<td>4,000</td>
</tr>
<tr>
<td>Spray painting equipment</td>
<td>6,000</td>
</tr>
<tr>
<td>Basic woodwork tools</td>
<td>5,000</td>
</tr>
<tr>
<td>Horticultural implements</td>
<td>5,000</td>
</tr>
<tr>
<td>Work-sampling materials</td>
<td>10,000</td>
</tr>
<tr>
<td>Additional small tools and accessories</td>
<td>20,000</td>
</tr>
</tbody>
</table>

### For education/commercial section

<table>
<thead>
<tr>
<th>Item</th>
<th>Cost (Rs)</th>
</tr>
</thead>
<tbody>
<tr>
<td>6 Office-type desks and chairs</td>
<td>6,000</td>
</tr>
<tr>
<td>3 Typists desks and chairs</td>
<td>2,000</td>
</tr>
<tr>
<td>3 Typewriters (1 electric)</td>
<td>6,000</td>
</tr>
<tr>
<td>1 Duplicator (hand)</td>
<td>2,000</td>
</tr>
<tr>
<td>1 Photocopier</td>
<td>4,000</td>
</tr>
</tbody>
</table>

### For: Medical rooms

- **Gymnasium**                               | 100,000   |
- **Library**                                 | 100,000   |
- **Resource room**                           | 100,000   |
- **Case conference room**                    | 40,000    |

### Furniture and equipment for centre administration

<table>
<thead>
<tr>
<th>Item</th>
<th>Cost (Rs)</th>
</tr>
</thead>
<tbody>
<tr>
<td>1 12-seater mini-bus</td>
<td>90,000</td>
</tr>
</tbody>
</table>

**Total** | 1,195,000 |

**Equipment and furniture contingency** | 45,000 |

**Grand total** | 1,240,000 |
ANNEX IV

Rehabilitation services to the disabled people of Rodrigues

Rodrigues is an island approximately 10 miles long by 5 miles wide, 360 miles to the east of Mauritius. It is hilly with very little level land. The population is approximately 30,000 of whom an estimated 60 per cent is less than 20 years of age.

Agriculture, cattle-raising and fishing are the main income-generating activities. Most people live in small houses of one or two rooms. The houses are often on a small landholding on which the family works. There is no modern industry in Rodrigues.

Little is known of the character of disability on the island except that with its limited transportation system and little modern industry, it is likely that there will be few accidents and injuries arising from these activities compared with Mauritius itself. Furthermore, the island did not experience the attacks of poliomyelitis of the 1940s and 1950s which Mauritius did; therefore, the group of disabled people are also absent from the population. On the other hand, there are some 19 families in Rodrigues afflicted by leprosy, a disease which is virtually unknown in Mauritius, although traditionally the most serious cases have been transferred to Mauritius for long-term treatment and many remain there for the rest of their lives.

Another significant difference between the two islands is in the make-up of the population. Whereas Mauritius is multi-racial and multi-religious, Rodrigues is 98 per cent Christian and of those 98 per cent Roman Catholic. Ethnically, the population is predominantly descended from African slaves. Intermarriage is common and the members of each village are usually closely related. This close-knit community and the absence of any industry is significant when considering appropriate measures for the rehabilitation of disabled people.

There is little benefit to be derived from the establishment of institutional-type rehabilitation facilities in Rodrigues. Rehabilitation should be on an individual basis, preferably by meeting the needs within the community.

In a visit to Rodrigues towards the end of 1982, the ILO expert in post found several disabled individuals interested in undertaking simple repairs for the village in which each lived. One such man was already doing this work with the simplest of tools, many of which he had fashioned himself. Although many people in the villages do not wear shoes, or rely on the simple rubber "flip-flop" sandal which requires no repairing, some shoes are worn especially by people having to visit the town of Port Mathurin. It seems likely that shoe repairing could provide a part occupation and some income to some four disabled people in Rodrigues selected from villages in widely spread parts of the island.

Assistance should be given by the Rodrigues Committee for the Disabled who could organise the central collection of shoes for repairing in Port Mathurin, take them to the shoe repairers and bring the repaired shoes back to the main town for collection by their owners.

The level of skills for these shoe repairers needs to be increased. The ILO expert met three non-disabled established shoe repairers on the island during his visit but was unable to identify any whose skills were sufficiently advanced to be suitable trainers or who were willing to undertake the task even when a small stipend was suggested. It is recommended therefore that a shoe repairer from Mauritius is sent to Rodrigues for a period of six weeks to two months to increase the skills of disabled persons, previously identified by the Rodrigues Committee for the Disabled. In Port Louis, at the orthopaedic workshops of the Ministry of Health, there are a number of disabled shoe repairers already in the government service; it is therefore further recommended that the opportunity to undertake the training of disabled Rodriguans is offered to one of these men. The advantages being that they could undertake the work in Rodrigues within the existing terms and conditions for government service and the fact of their own disability might act as an encouragement and example to those they were to train. The on-the-spot co-ordination of this simple training programme should be undertaken by the Rodrigues Committee for the Disabled with the Ministry for Rodrigues and the Outer Islands.
Other opportunities for rehabilitation will arise in traditional local activities, for example, in fishnet repairing, and it is advised that such possibilities are pursued through the members of the Rodrigues Committee for the Disabled.

The development of a rehabilitation centre in Mauritius should, of course, mean that such facilities would be available to the disabled people of Rodrigues, but this would inevitably mean separation from home and family during a rehabilitation course and much of the assessment, work preparation and training will be geared to the more industrialised employment scene in Mauritius. This might suggest that disabled people from Rodrigues would need to settle in Mauritius for employment purposes. It would be unfortunate if this were the case and so the need to develop simple rehabilitation measures in Rodrigues to meet the needs of individual cases is re-emphasised.