

Stakeholder Engagement Plan

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List of Acronyms

BLUP	Building and Land Use Permit
CCA	Climate Change Act
CCC	Climate Change Committee
CCMSAP	Climate change mitigation strategies and action plans
CEB	Central Electricity Board
DCC	Department of Climate Change
EEMO	Energy Efficiency Management Office
EIA	Environment Impact Assessment
EPA	Environment Protection Act
GHG	Greenhouse gas
GRM	grievance redress mechanism
IMCCC	Inter-Ministerial Council on Climate Change
IPP	Independent Power Producer
MAIFS	Ministry of Agro-Industry and Food Security
MARENA	Mauritius Renewable Energy Agency
MFA	Ministry of Foreign Affairs, Regional Integration & International Trade
MBEMRFS	Ministry of Blue Economy, Marine Resources, Fisheries and Shipping
MCIA	Mauritius Cane Industry Authority
MEPU	Ministry of Energy and Public Utilities
MIDSMEC	Ministry of Industrial Development, SMEs and Cooperatives
MLTLR	Ministry of Land Transport and Light Rail
MNICD	Ministry of National Infrastructure and Community Development
MOFEPD	Ministry of Finance, Economic Planning and Development
MRIC	Mauritius Research and Innovation Council
NDC	Nationally Determined Contribution
NELS	National E-Licensing Platform
STC	State Trading Corporation
SWMD	Solid Waste Management Division
URA	Utility Regulatory Authority
WWMA	Wastewater Management Authority
NYEC	National Youth Environment Council
PBMC	Permits and Business Monitoring Committee
RMCF	Resource Mobilization and Climate Finance
SEP	Stakeholder Engagement Plan

Introduction

Stakeholders can be defined as the individuals or communities, and institutions and organizations that are directly or indirectly affected by, and/or have influence or power over, a policy or intervention.

Effective stakeholder engagement can contribute to strengthen the design, implementation and assessment of climate change policies and actions thus enhancing their effective implementation, and entails the establishment of a process where stakeholders are informed and have the possibility or rather are facilitated in influencing the decision making processes that may interest or affect them.

There are five main principles upon which stakeholder engagement should be based on:

- Inclusiveness. All stakeholders have the opportunity and capacity to participate effectively and equitably, including both men and women, with special attention to stakeholder groups that may be marginalized¹ and that may be directly affected by the policy.
- Transparency. Information relevant to making an informed decision is disseminated to all stakeholders and publicly accessible, in a format that can be understood, and provided in advance to enable effective participation.
- Responsiveness. Changes are made in response to stakeholders' input, as appropriate; stakeholders are informed how their input has been addressed; and stakeholder requests for information and for resolution of grievances are resolved impartially and promptly.
- Accountability. Clear governance structures and processes are established, including for decision-making and oversight, and for resolution of grievances with appropriate redress.
- Respect for rights. Stakeholders' rights relating to policies and their impacts are recognized and respected, with special attention to stakeholder groups that may be marginalized² and directly affected. Rights include procedural rights, such as the right to information, participation and access to justice; and substantive rights, including both customary rights and statutory rights. (ICAT, 2020)

There are varying degrees of stakeholder participation as illustrated in **Error! Reference source not found..**

² Marginalized stakeholders are those that have little or no influence over decision-making processes, and to whom special attention should be given. They can be women, indigenous peoples and local communities, and their marginalization may be related to a range of factors, including gender, ethnicity, socioeconomic status, remoteness, inaccessibility, political connections, culture and religion (ICAT, 2020).

Table 1: Degrees of stakeholder engagement

Low level of stakeholder participation		Mid level of stakeholder participation	High level of stakeholder participation	
Inform	Consult	Involve	Collaborate	Empower
Provide stakeholders with balanced and objective information to help them understand the problem, alternatives and solutions	Obtain stakeholder input on analysis, alternatives or decisions	Work directly with stakeholders throughout the process to ensure that their concerns and aspirations are consistently understood and considered	Partner with stakeholders in each aspect of decision-making, including developing alternatives and identifying preferred solutions	Place decision-making in the hands of stakeholders
"We will keep you informed."	"We will keep you informed, listen to and acknowledge concerns and aspirations, and provide feedback on how stakeholder input influences the decision."	"We will work with you to ensure that your concerns and aspirations are directly reflected in the alternatives developed and provide feedback on how stakeholder input influenced the decision."	"We will look to you for advice and innovation in formulating solutions, and incorporate your advice and recommendations into the decisions to the maximum extent possible."	"We will implement what you decide."

Source: ICAT (Initiative for Climate Action Transparency) (2020). *Stakeholder Participation Guide: Supporting Stakeholder Participation in Design, Implementation and Assessment of Policies and Actions*

There is not necessarily a preferred degree of stakeholder engagement, but rather a differentiation of stakeholder engagement related to the stakeholders' influence and/or interest over the intervention and decision-making process.

The Climate Change Act (CCA) in Mauritius already lays the fundamentals for the roles and responsibilities of institutional stakeholders. It also outlines some of the institutional mechanisms that will be used for coordinating with stakeholders. It establishes the Inter-Ministerial Council on Climate Change (IMCCC) with the Prime Minister as the chairperson and relevant Ministers as members. The IMCCC shall inter alia *"set national objectives, goals and targets with a view to making Mauritius a climate change-resilient and low emission country."* The IMCCC has a collaborative function at the highest level of decision making, and where the Ministers representing the relevant sectors have a high degree of influence over the process; representing a high degree of stakeholder participation (**Error! Reference source not found.**). A high degree of stakeholder engagement will also take place through the Climate Change Committee (CCC) tasked with coordinating the operational aspects of the decisions taken by the IMCCC.

The CCA, which entered into force on 22 April 2021, also establishes the Department of Climate Change (DCC) which shall inter alia *"promote and enhance the participation of stakeholders, including the business community, non-governmental organisations and local communities, in climate change matters."* These functions relate to mid- and low-level of stakeholder participation where a wide array of stakeholders are involved, consulted and informed.

As such, the general approach to stakeholder participation in Mauritius is institutionalized. The report lays out the approach for the operationalization of stakeholder engagement within the means of the CCA, taking into consideration good practices for stakeholder participation, timelines related to national processes and transparency requirements for the Paris Agreement. The general approach laid out in this report is also applicable to the process of designing and formulating climate change adaptation or mitigation initiatives that can take different forms, such as policies, strategies, action plans, programmes and projects.

1 Stakeholder participation in the Climate Change Act

The objective for stakeholder participation is given in the CCA, and is hereby described at three levels based on the institutions established by the Act:

The IMCCC has inherently a stakeholder coordination function with high decision-making power. It is also important to note that the stakeholder engagement through the IMCCC only involves public institutions. Functions of the IMCCC:

- set national objectives, goals and targets;
- make climate change policies and set priorities for adaptation and mitigation;
- monitor and review progress made by Government departments on climate change projects and programmes;
- ensure coordination and cooperation between Government departments, local authorities and other organisations engaged in climate change projects and programmes; and
- make such recommendations and issue such directives as it may determine to Government departments.

The DCC (under the Ministry of Environment, Solid Waste Management and Climate Change in the current Ministerial set-up) has more of an operational function with complementary aspects of stakeholder participation to the ones already mentioned above. The functions of the CCC are outlined in Part III section 8(2) of the CCA, and each one of the twenty-one functions either directly or indirectly implies stakeholder engagement. It suffices to quote here section 8(2)(l) and (p) of Part III that make explicit mention to participation of stakeholders at different levels of governance and geographical scales:

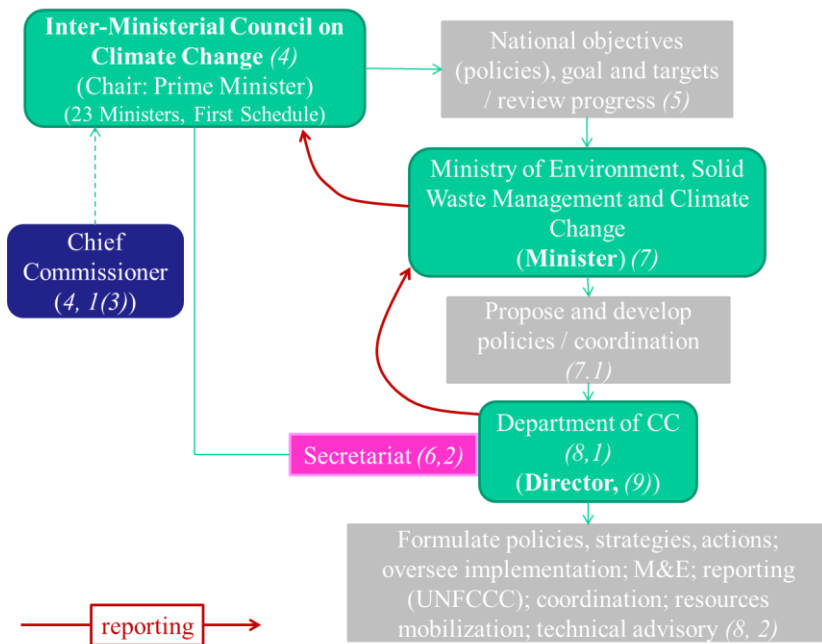
- promote and enhance the participation of stakeholders, including the business community, non-governmental organisations and local communities, in climate change matters [section 8(2)(l)]; and
- establish a network at national, regional and international levels with institutions and organisations that work on climate change issues [section 8(2)(p)].

The CCC is an inter-governmental entity which also has an operational function with a high degree of stakeholder coordination inter alia through:

- coordinate the preparation of the National Inventory Report, national communications and such other reports as may be required under UNFCCC;
- coordinate the implementation of measures related to greenhouse gas inventories, greenhouse gas emission reduction, the assessment of risks associated and vulnerability to climate change and adaptation to climate change;
- coordinate strategic planning and national policies relating to climate change;
- coordinate the use of resources and any assistance provided by donors and funding agencies for climate change projects; and
- coordinate climate change related activities.

For Rodrigues, the Commissioner to whom responsibility for the subject of environment is assigned in Rodrigues is responsible for the formulation of a climate change mitigation and climate change adaptation strategies and action plans for Rodrigues, in collaboration with the DCC, the Ministries, Departments and other bodies specified in the Climate Change Act's Third and Fourth Schedule. Figure 1 illustrates the institutional arrangements for climate change established by the Act, and functions of the different institutions.

Figure 1: Institutional Arrangements for Climate Change established by the Climate Change Act 2020

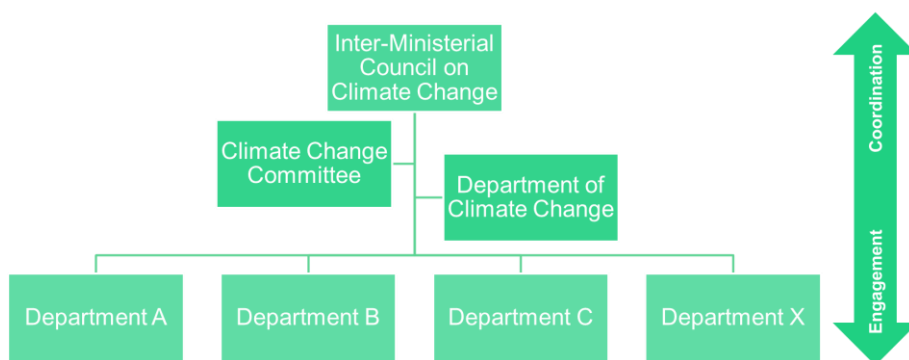


Source: ELIA. 2020: *Institutional arrangements for climate governance (baseline analysis and recommendations)* (draft version 2). 26 November 2021

In addition the CCA states that “Every Government department shall, for the purpose of developing strategies and policies in respect of climate change, undertake public consultations.”

In respect to the need for stakeholder engagement, the CCA represents a cascading effect with increasing scope for stakeholder engagement, starting from predefined, narrowly focused groups of stakeholders and gradually expanding the locus of stakeholders involved, from the IMCCC to the DCC to the CCC and Government departments.

Figure 2: Illustration of cascading effect of need for stakeholder engagement



Source: ELIA. 2020: *Institutional arrangements for climate governance (baseline analysis and recommendations)* (draft version 2). 26 November 2021

While the CCA 2020 provides the broad institutional framework for carrying out stakeholder coordination, it does not specify how stakeholder engagements would take place. The Stakeholder Engagement Plan (SEP) serves as guiding document for:

- i. identifying stakeholders;
- ii. proposing engagements approaches;
- iii. developing communication plans;
- iv. identifying resources required to carry out stakeholder engagements; and
- v. establishment of grievance redress mechanisms.

The SEP will serve equally well for issues related to climate change adaptation and mitigation. Also, it serves the purpose of providing the foundation for more detailed stakeholder engagement planning for integrating climate change in coherent sectoral policies, strategies and actions plans, including climate change initiatives, programmes and projects.

1.1 Stakeholder Engagement for the Inter- Ministerial Council on Climate Change

The stakeholders represented in the institutional structure for climate change are already defined by the CCA in its First Schedule. The Council shall be presided by the Prime Minister. In addition, the Chief Commissioner may, at the request of the Prime Minister, attend the meetings of the IMCCC.

The CCA does not specify the engagement modalities of the IMCCC. It is implicit that the engagement approach should allow the IMCCC’s strategic planning, monitoring and validating functions to be carried out effectively. For this, physical meetings or virtual if needed would be preferred to allow for direct communication and exchange of views.

When considering the timing of meetings of the IMCCC the milestone reports, which include target setting and strategic considerations should be taken into consideration. The IMCCC should meet at least once a year to review and validate the central reports produced and provide strategic direction based on the information reported through the national documents and reports on the progress of climate strategies, NDC and GHG inventory by the Department. The schedule should allow sufficient time to allow all stakeholders to share information, and provide and receive feedback. To make consultations more efficient, relevant documents for review and validation, including the ones listed in Table 2 should be shared prior to the meeting, and with sufficient time to allow for a thorough review by all the stakeholders participating in the meetings.

Table 2: Tentative minimum meeting requirement of the Inter-Ministerial Council on Climate Change

	2021	2022	2023	2024	2025	2026	2027	2028	2029	2030	2031
NDC	X ³				X					X	
National Communications ⁴		X				X				X	
CC Strategies and Action Plans		X ⁵			X					X	
Biennial Transparency Reports BTR				X		X		X		X	
National Annual Inventory			X	X	X	X	X	X	X	X	X
National Inventory Reports				X		X		X		X	
Meetings of the Council	X	X	X	X	X	X	X	X	X	X	X

³ 1 year later than planned as COP was postponed due to Covid

⁴ The Project Implementation Plan is being developed, implying that the implementation of the Fourth National Communication will not start until 2022. Hence, the timing of the Fourth National Communication has been aligned with the first BTR.

⁵ The first Mitigation strategy and Action Plan is expected to be delivered as a result of the NAMA project in 2022, and both mitigation and adaptation action plans should be updated every 5 years, ideally in conjunction with the NDC.

1.2 Stakeholder engagement for the Climate Change Committee

According to the Act, the frequency of Committee meetings is to be determined by the Chairperson, but will be at least once a month [Part IV Section 17 3(b)]. The monthly meetings should be used for preparation and consultation regarding upcoming milestone tasks as described in the timeline in Table 3. For this, a mix of physical (or virtual) meetings and written consultations should be appropriate. Especially the tasks involving extensive document review, should be covered by written consultations, and only general issues concerning documents needed to be discussed through meetings. Table 3 provides a tentative overview of the frequency of consultations for validating central tasks and reports and reporting to the IMCCC. The table also provides a differentiation of what topics could be covered through written consultations, and which are more suitable to be covered through meetings. A similar structure as for the National Committee is envisioned for the Rodrigues Climate Change Committee.

Table 3: Tentative minimum meeting requirement of the Committee

	2021	2022	2023	2024	2025	2026	2027	2028	2029	2030	2031
NDC- Measures related to GHG emission reduction	M ⁶				M					M	
National Communications				WR				WR			
Strategic planning and national policies related to climate change		M			M				M		
BTR				WR		WR		WR		WR	
NIR - Methods to monitor and control emissions	WR	WR	WR	WR	WR	WR	WR	WR	WR	WR	WR
Report on progress made on the tasks of the Committee		X		X		X		X		X	
Monthly meetings of the Committee	X	X	X	X	X	X	X	X	X	X	X

WR: Written Consultation ; M= Meeting

⁶ 1 year later than planned as COP was postponed due to COVID-19 pandemic.

2 General approach for stakeholder engagement in climate change matters and public consultations

The DCC is tasked with the promotion and enhancement of participation of stakeholders, including the business community, non-governmental organisations and local communities, in climate change matters. In addition, Government departments shall undertake public consultations for the purpose of developing strategies and policies in respect of climate change. It is concluded here that this is the space afforded under the CCA for broad and inclusive stakeholder participation. Further, country ownership, and by extension the monitoring and evaluation works of the IMCCC and Committees, will rest on the quality of stakeholder engagements in the definition of climate policies and strategies. For effective stakeholder engagement, there should be a streamlined and appropriate engagement approach able to cater for a wide variety of stakeholder groups and desired level of engagement.

In this context, this section outlines the approach to identifying stakeholders, engaging with stakeholders, communicating to and with stakeholders, and identifying resources required to carry out stakeholder engagements. Importantly, the approach includes a grievance redress mechanism (GRM) that is the ultimate means that stakeholders have to contribute to the process. It is also important to note that the approaches described in this section are also relevant for the aspects of stakeholder engagement related to the remaining sections in the document.

2.1 Identifying stakeholders

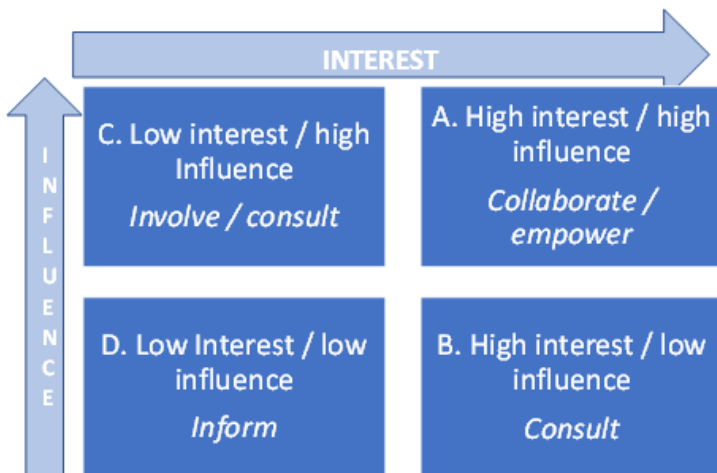
Any department designing a stakeholder consultation process should identify individuals or groups who may:

- be affected, positively or negatively, directly or indirectly, by the implementation and associated impacts of the strategies and policies – i.e. those who have an *interest* in the issue at hand; and
- directly *influence* the design, implementation or assessment of the policy, either positively or negatively (other than the ones already consulted through the IMCCC and CCC)

A participatory process for identifying stakeholders should be applied, where initially identified stakeholders can assist in identifying further stakeholders and the appropriate methods for their participation. Staff, government agencies, NGOs, civil society organizations, private sector, vulnerable groups, interested groups and academics who have knowledge about the context should be consulted to identify appropriate stakeholder participation representatives. An important aspect of stakeholder identification is the recognition of the differentiated impacts that climate change may have on women, disabled persons, low-income households, youth and children. Another important point to note is that while the CCA has already identified a number of institutional stakeholders, the list of identified stakeholders should neither be considered definitive nor exhaustive. Stakeholder groups not defined by the CCA should be consulted to have them select their own representatives through a mechanism that they define.

When the initial list of stakeholders has been prepared they can be classified in the following matrix, taking into consideration their interest and possibility to influence the process, which will guide the approach to their engagement in the stakeholder participation.

Figure 3: Matrix for classification of identified stakeholders



Source: ICAT (Initiative for Climate Action Transparency) (2020). *Stakeholder Participation Guide: Supporting Stakeholder Participation in Design, Implementation and Assessment of Policies and Actions*

Boxes A, B and C represent key stakeholders. Stakeholders classified in Box A are important for the policy’s or decision’s success, and are mostly covered by the stakeholders identified for the IMCCC and CCC. Stakeholders classified in Box B represent the ones that are highly affected but do not have the mandates or low capacity to influence the process, and their interests should be protected. These could be residents living in areas at risk of flooding, who might have a high interest in an adaptation strategy that can protect their assets, or private sector providers of climate technologies like solar home systems, or other affected parties who do not have a direct influence on the design of e.g. a renewable energy policy, but where the policy might have a big impact on their business. Stakeholders classified in Box C can affect the outcomes, but their interest is not necessarily aligned with the overall goals of the process. E.g. building owners asked to sort waste at source. Therefore, these stakeholders should be monitored and engaged in order to ensure they do not hinder the process. Stakeholders classified in Box D do not require engagement but should be kept informed. This is important since the field is dynamic, implying that stakeholders in Box D may migrate into either Box B or Box C over time.

For general consultations in climate change matters and especially for the purpose of developing strategies and policies in respect of climate change, it is important to consider consulting multiple stakeholders within civil society, the private sector, communities, and especially vulnerable stakeholders. These are all stakeholders belonging to the high interest / low influence classification, which are expected to be highly affected by climate policies, and have a tendency to be forgotten in the stakeholder engagement process.

2.2 Engagements approaches

The Act provides no information as to how and how often Government departments should perform public consultations for the purpose of developing strategies and policies in respect of climate change, but the following general principles should be applied:

- **Timing:** Stakeholders should receive the information in advance and with enough time to properly take the information into consideration, potentially share it and discuss it internally and make an informed decision;
- **Relevance:** The information should be objective, unbiased and impartial, with an explanation of any uncertainties and different views;
- **Comprehensiveness:** The information should cover all relevant topics, including, how the intended activities are expected to impact the stakeholders, including feedback and possibilities to influence the process; and
- **Tailored:** The content, format and delivery method of the information should be tailored to each stakeholder group, in order to ensure that it is understandable and accessible, using concepts, language and terminology that they understand, and using communication media already known and used by them. (ICAT. 2020)

Depending on the mapping of stakeholders through stakeholder identification, the following engagement approaches can be considered:

Table 4: Overview of engagement approaches for different stakeholders and purposes

Type	Engagement Approach	Stakeholder group	Description	Purposes
Public meetings	Consult/ inform	General public	An open, accessible method of consulting with the public. Ensure that they are accessible and adequate notice is given to enable interested stakeholders to participate. Groups of fewer than 20 people provide greater opportunities for everyone to speak, so this method is more suitable to consult at community level or for specific classes of stakeholders directly affected. Breaking out into smaller groups and using participatory methods (e.g. asking participants to provide input on cards, then grouping the cards into issues and getting their input on ranking the issues) can help to capture all viewpoints. Increasingly, same can be accomplished using digital technologies.	Public consultation for feedback on mitigation and adaptation strategies and action plans.
Workshops	Involve/ collaborate	Government bodies Sectoral working groups Private sector Civil society Technical experts	Workshops enable different stakeholders to discuss and exchange views on specific topics, often adopting a face-to-face format that allows brainstorming and testing of ideas. A series of workshops can be more effective than a single workshop. Different workshop types can be adopted (e.g. open-space discussions that lack an initial agenda and emphasize self-organization, write shops where groups of stakeholders develop written documents together, round-table discussions). Facilitation is important, and a skilled, neutral individual can help to ensure that group rules are clear, views are taken seriously, and no single participant dominates.	Providing inputs on climate actions for inputs to mitigation and adaptation strategies and action plans. Providing inputs on transparency / monitoring approaches and methods.
Focus group discussions	Consult /involve /collaborate	Sectoral working groups Private sector Civil society Marginalized / vulnerable groups	Semi-structured discussions with a small group, generally from similar backgrounds (usually 5–12 participants plus one or two skilled facilitators). Open discussions explore people’s attitudes, concerns and preferences about a specific issue, with the range of viewpoints collated at the end. Focus groups generally last about two hours, and discussions are guided by a skilled facilitator.	Providing feedback on concerns of envisioned actions in mitigation and adaptation strategies and action plans
Expert elicitation	Involve /consult	Technical experts	A protocol for consulting with experts, including a process for helping experts understand the elicitation process, avoiding biases, and producing independent and reliable judgments. Expert elicitation can help to avoid bias when expert judgments are needed for assessments ⁷ .	Review of draft national reports to the UNFCCC and technical aspects of mitigation and adaptation strategies and action plans

⁷ See

Written consultations	Involve / collaborate	Technical experts Civil society Private sector representatives	Typically involve using a consultation web page or printed sheet to introduce the policy / document and to solicit written input. A draft document, broad topics or open-ended questions can be used to solicit comments, with more freedom to submit personalized responses than a survey. Define a deadline for receiving comments, ensuring that this allows sufficient time for stakeholders to be made aware of the invitation for comments and to provide comments. Identify appropriate methods to solicit comments (e.g. email, letter) and for submission of comments (e.g. online, email, mail, hand delivery to an office or a box in a public place). Provide an explanation to stakeholders about how their input will be shared and used. For example, by publishing a summary at the end of the consultation.	Receive feedback on draft mitigation and adaptation strategies and action plans and UNFCCC reports
Electronic discussion (e-discussion)	Consult / Involve / collaborate	Technical experts Civil society Private sector representatives	Enables stakeholders to provide input in response to input from other stakeholders through an electronic medium. E-discussions can be moderated discussions on specific topics (e.g. comments on a draft document). They can be held through an electronic mailing list (e.g. a list server), on a website where comments from other stakeholders are posted (e.g. in response to a blog or other information posted on the web) or via social media (e.g. Twitter or Facebook). The advantages of these discussions include lower costs and the ability to reach larger audiences. The disadvantage is that access to the Internet may be limited for some stakeholders. Thus, electronic means are best used as a tool complementing other consultation methods, such as face-to-face interviews or other events. To be a successful complement to other consultation tools, online deliberations need to be competently and constructively moderated.	Provide input on draft mitigation and adaptation strategies and action plans and UNFCCC reports

Source: Adapted from ICAT. 2020 (Initiative for Climate Action Transparency) (2020). Stakeholder Participation Guide: Supporting Stakeholder Participation in Design, Implementation and Assessment of Policies and Actions

2.3 Developing communication plans

In order to provide the needed information to cater for the engagement approaches and purposes defined in Table 4, communication plans should be developed for each purpose and stakeholder group. The following describes the proposed approach for communication with the different stakeholder groups.

2.3.1 Public consultation for feedback on strategies and policies in respect of climate change, and climate change mitigation strategies and action plans

The Act's Section 19 requires every Government department to undertake public consultations, for the purpose of developing strategies and policies in respect of climate change. These strategies and policies will provide inputs to the climate change mitigation strategies and action plans (CCMSAP) to be developed by the DCC in collaboration with relevant ministries, departments, parastatals, and private sector entities and associations as listed in the Fourth Schedule of the Act. In this regard, public consultation is also highly relevant for the CCMSAP.

In order to facilitate public consultations for sectoral strategies and policies in respect of climate change, and CCMSAP, there are two engagement approaches to be considered:

1. Information provided to the general public; and
2. Consultation of affected stakeholders and influencers in the general population.

The strategies and policies in respect of climate change, and CCMSAP should be made available to the general public in draft format before final validation. They should ideally be published online in their full length, and summaries be provided through other media such as bulletin, newspapers, radio and tv.

For information related to strategies and policies in respect of climate change, and CCMSAP, the following information should be included:

- processes for design, implementation and assessment of the policy description of the policy, including
 - title of the policy
 - type of policy
 - description of specific interventions
 - status of the policy
 - date of implementation
 - date of completion (if relevant)
 - implementing entity or entities
 - objectives and intended impacts or benefits of the policy
 - level of the policy
 - geographic coverage
 - sectors targeted
 - related policies
 - additional information that may be relevant to describe the policy, such as activities, timeline and budget
- key questions or issues to be addressed by the policy, including studies undertaken to inform the design, implementation and assessment of the policy (i.e. baseline analyses)
- GHG, sustainable development and transformational impacts that are expected to be (1) relevant and (2) significantly affected by the policy (either positively or negatively), if known, including impacts for different stakeholder groups

- changes or adaptations to plans, processes and impacts throughout the policy design and implementation cycle
- governance structures and procedures for decision-making and oversight relating to the policy, and reports on implementation of these procedures
- mechanisms to participate in policy design, implementation or monitoring and evaluation
- mechanisms to ask questions and request information, and how to access them
- grievance and redress mechanisms, and how to access and use them
- plans for stakeholder participation and opportunities to participate
- how stakeholder input will be used, and later how it was used
- relationship of the policy to other existing or planned policies. (ICAT.2020)

The identified affected stakeholders (e.g. by vicinity of envisioned infrastructure projects, potential beneficiaries of climate change projects' activities, informal recyclers in relation to waste projects) should be consulted at the beginning of the process to design and formulate strategies and action plans through public meetings in affected communities and through focus groups, minutes should be taken, and concerns raised during Committee meetings. Feedback on how concerns have been addressed should be communicated in writing to stakeholder groups representatives.

The DCC should appoint a contact responsible for addressing the needs of stakeholders in relation to the stakeholder engagement process.

As part of the baseline analyses, consultations should also try to capture stakeholders' views regarding the implementation of previous mitigation and adaptation strategies and action plans, and the perceived effectiveness of previous stakeholder engagement processes in order to look for potential for improvements. This process will allow lessons learned to be captured from their strengths and weaknesses, while at the same time contextualizing the opportunities and threats that need to be considered when developing the new policies and strategies.

2.3.2 Consultations with private sector and civil society

The formulation of strategies and policies in respect of climate change, and CCMSAP should involve the engagement of the private sector and civil society both for the purpose of identifying potential adaptation and mitigation measures, and to provide inputs regarding concerns and needs of these stakeholders. The workshops or focus discussion groups should be led by duly elected representatives of the identified stakeholder groups. There should be at least three iterations of stakeholder consultations, one in the form of workshops if possible in the preparation of baseline analyses for designing and formulating mitigation and adaptation strategies and action plans, and one for consultation on the draft mitigation and adaptation strategies and action plans. The latter can take different forms including workshops and written inputs. The third iteration should involve the process of validation of the final policies and strategies. Further engagements would be required as part of an adaptive learning approach, whereby stakeholders are given the opportunity to participate in the monitoring and evaluation of the policies, strategies and action plans, leading to adaptive adjustments in initial documents in an iterative way.

The representatives should report back to their respective stakeholder groups after each of the second and third iterations about how the Committee has incorporated their inputs and addressed the concerns of the stakeholders.

2.3.3 Consultations with technical experts

Experts can provide valuable inputs both on the feasibility of climate measures, approaches for the establishment of emission and mitigation scenarios, monitoring of emissions and measures,

assessment of climate risks, and vulnerability and adaptation measures. They should therefore be consulted at the different states of the policy and strategy design and formulation process. The broad stakeholder participation offers the opportunity to expand the locus of experts beyond the expertise that is collectively embodied in the institutions mentioned in section 1.2. This is particularly so for individual experts who do not belong to any institutions. Expert elicitation, workshops and written consultations are engagement approaches suitable to receive inputs from experts.

Expert elicitation should be used when in-depth technical support is needed e.g. on methodological approaches to establish emission scenarios, inputs on application of methodologies to map and monitor emissions and reductions. Similarly, they can play a significant role in adaptation planning covering methodological issues and the application of tools for downscaling of climate models to better understand climate impacts, and to carry out vulnerability assessments. As many of the functions related to the actual preparation of the documents, monitoring and development and coordinate policies, projects, strategies, programmes and action plans related to climate change befall the DCC, it should identify where and when there are specific needs for expert elicitation.

Taking the functions of the DCC and potential needs for expert contribution into consideration, the DCC should identify where there are specific needs for inputs through workshops and written consultations. The CCA [Part II Section 7(1)(c)] also states that the Minister “*may appoint such technical advisory committees, greenhouse gas inventory committees and such other committees as may be necessary to assist the Council in the discharge of its functions.*” If necessary the DCC, acting as Secretariat, should request the IMCCC the needed support through the establishment of technical advisory committees. The stakeholder identification process described in section 2.1 is a useful way to identify these experts (both individual and institutional).

2.4 Resources needed

A stakeholder engagement campaign should be accompanied by a detailed budget that will cover, among others the costs of hiring an appropriate venue; logistical support; facilitators; stationeries; transport of stakeholders, especially representatives from marginalized and vulnerable groups; and food and refreshments. The budget should also cover the cost of developing communications materials, as well as expenses related to the publication and dissemination of materials relevant to the topic under consideration.

2.5 Grievance redress mechanism (GRM)

Addressing grievances - i.e. concerns or complaints raised by an individual or group of stakeholders is crucial for effective stakeholder engagement. Stakeholders should be informed about the existing and applicable GRMs relevant for the given, action, policy or matter related to the consultation.

2.5.1 Environment Impact Assessment (EIA) mechanism

For most large scale construction and infrastructure projects there are existing provisions under the Environmental Impact Assessments, Part IV of the Environment Protection Act (EPA) of 2002. Under these provisions, EIA notices are published in one daily for two consecutive dates, and the Government Gazette to invite for public comments. A copy of the EIA report is made available in the Resource Centre of the Ministry and at the Head Office of the Local Authority and on the Ministry's website for consultation.

Proponents applying for an EIA license are now required to make the EIA applications on the National E-Licensing Platform (NELS) and are also required to submit three printed copies and soft copy of the EIA report to the Director of Environment. All concerned authorities/departments can

access the EIA report through the NELS. The latter are required to submit their views/recommendations to the Director of Environment not later than fourteen days after the expiry of the time limit set for submission of public comments.

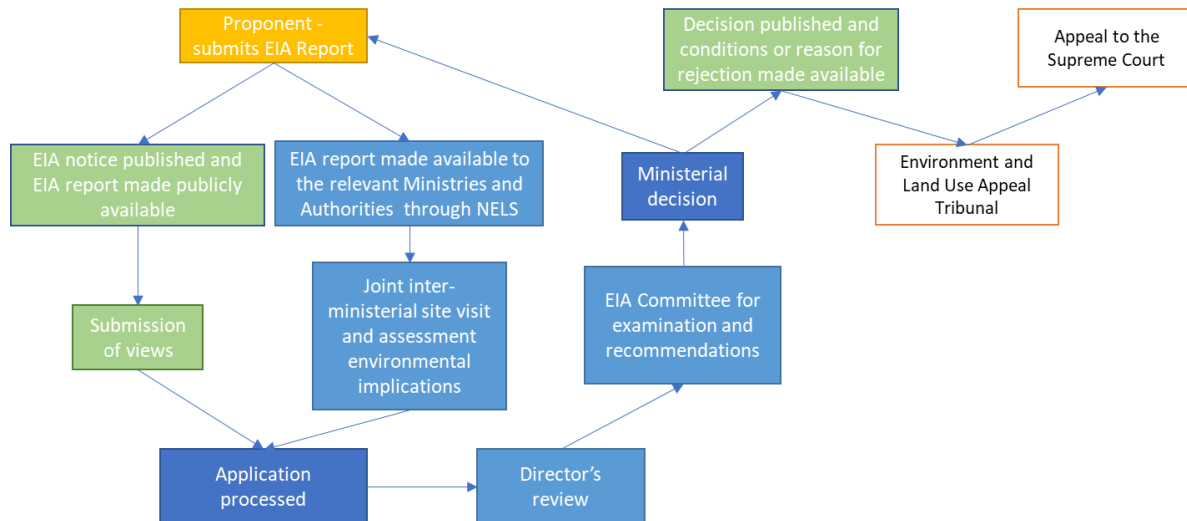
Concurrently, a joint inter-ministerial site visit is organized together with the proponent along with his consultant(s) for an assessment of the site and the environmental implications of the proposed development on the surrounding environment. The proponent may thereafter, be requested to carry out further studies or to submit additional information. The Director may also convene a technical committee to discuss pertinent issues on the EIA.

The application is processed and the Director's Review is prepared taking into consideration the views of the authorities concerned as well as any public comments received. The Director's Review is referred to the EIA Committee for examination and recommendations. The recommendations are forwarded to the Minister for a decision which is thereafter, communicated to the proponent by the Director.

The decision on the EIA application is published in one daily and the Government Gazette. The list of conditions of the EIA license or the reasons for the rejection of the application are also made available at the Resource Centre for consultation.

Any person who is not satisfied with the decision of the Minister on an EIA may appeal within twenty-one days of the decision to the Environment and Land Use Appeal Tribunal. Any party who is dissatisfied with the Tribunal's determination on a point of law can still appeal to the Supreme Court.

Figure 4: Process for GRM through the EIA mechanism



2.5.2 Building and Land Use Permit (BLUP)

For regular development and building construction there is a Building and Land Use Application system, which is a formal request for permission to carry out a proposed development/building construction. The process for submitting an application is as follows:

- a. All applications for Building and Land Use Permits (BLUP) should be made on the [National Electronic Licensing System platform](#)
- b. Applications are processed online and letters/permits are generated electronically

- c. Applications for a BLUP are determined by the Permits and Business Monitoring Committee (PBMC)
- d. The PBMC may take the following decisions:
 - i. approve,
 - ii. approve with conditions, or
 - iii. reject the application

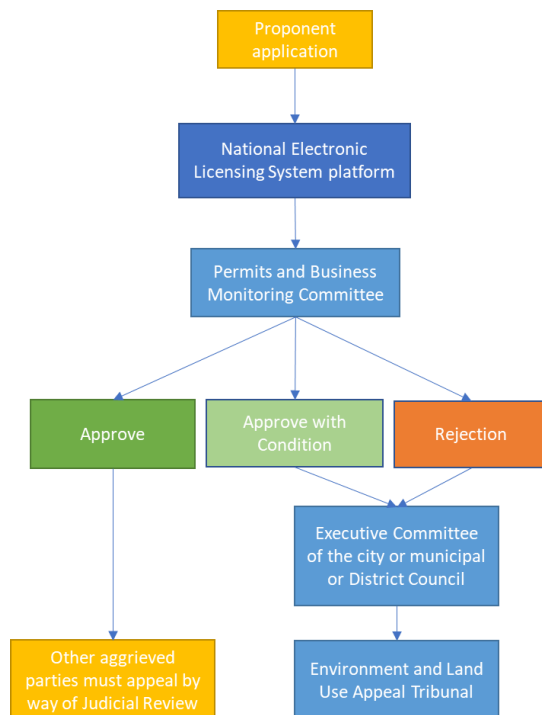
Approvals with modification or refusal of an application are referred to the Executive Committee of the city or municipal or District Council.

The decisions of the Executive Committee, once taken shall be implemented immediately. The applicant will be called at the Land Use and Planning Department of the city or municipal or District Council to:

- (i) Pay the appropriate fees and collect his BLP together with set of approved plans; or
- (ii) Collect his refusal letter; or
- (iii) Collect his letter of approval with modifications.

Any person aggrieved by a decision of e.g City Council of Port-Louis regarding a BLP application, may appeal to the decision. Although, only an applicant can appeal to the Environment and Land Use Appeal Tribunal, within a delay of 21 days as from the date on which the decision was communicated. All other aggrieved parties have to appeal by way of Judicial Review.

Figure 5: Process for GRM through the BLP mechanism

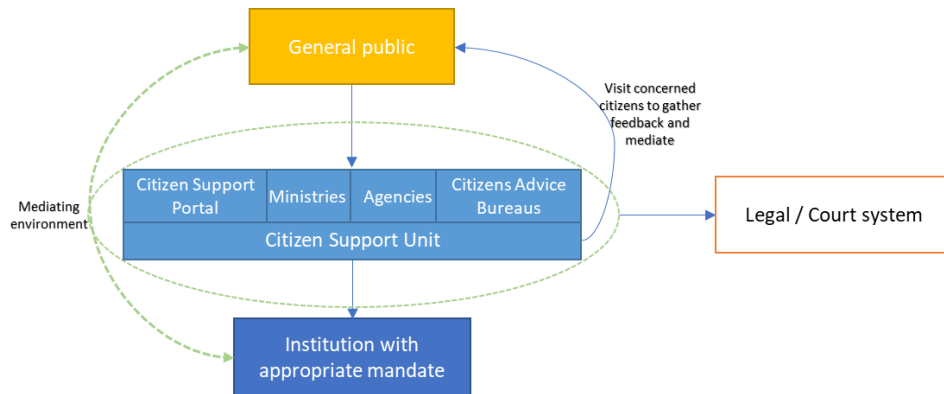


2.5.3 Citizen Support Unit

In addition, to the provisions described earlier the general public can submit grievances through the Citizen Support Unit, either in person at Ministries, Agencies and Citizens Advice Bureaus, or online through the Citizen Support Portal <https://www.csu.mu/index.php>. The portal forwards grievances to the institution with the appropriate mandate upon receiving them, and provides a mediating environment between the citizen and the various governing institutions and bodies. Its Citizen Support Unit also visits concerned citizens to gather feedback and mediate if needed.

Should the complainant feel that the grievance redress remained inadequate, he/she can have recourse to the legal/court system.

Figure 6: Process for GRM through the Citizen Support Unit



3 Stakeholder engagement related to National Climate Change Mitigation Strategy and Action Plans

Section 14 of the CCA defines the stakeholders that will participate in the process of formulating National Climate Change Mitigation Strategy and Action Plans, listed in the Fourth Schedule of the Act, and the frequency of review, defined as each 5 years, or at such time as the Minister to whom responsibility for the subject of climate change is assigned may determine. The National Climate Change Mitigation Strategy and Action Plans shall include:

- a) national development priorities;
- b) policy formulation, including national policies and measures for mitigation and the enhancement of sinks;
- c) an action plan and investment programme;
- d) information on compliance with international commitments;
- e) research and development;
- f) climate data and information;
- g) recommendations on education, training and public awareness; and
- h) approaches for monitoring, evaluation and reporting.

The content of the National Climate Change Mitigation Strategy and Action Plans and their frequency are of such nature that it should describe the implementation arrangements for the operationalization of the mitigation component of the NDC.

The stakeholders listed in the Fourth Schedule of the CCA have been initially screened and mapped to define more precise engagement approaches. The following describes the engagement approach for the different sets of stakeholders:

3.1 Stakeholders relevant to the design and implementation of national climate change mitigation strategy and action plans

3.1.1 Stakeholders with high interest and high Influence over the design and implementation of national climate change mitigation strategy and action plans

There are stakeholders listed in the Fourth Schedule that have high interest and high Influence over the design and implementation of national climate change mitigation strategy and action plans. They should therefore be engaged in such a way to allow for their active involvement and empowerment over the design and Implementation.

- Ministry - Agro-industry and Food Security
 - Forestry Service
 - National Parks and Conservation Service
 - Food and Agricultural Research and Extension Institute
- Ministry - Blue Economy, Marine Resources, Fisheries and Shipping
- Ministry - Commerce and Consumer Protection
 - State Trading Corporation Ltd
- Ministry - Energy and Public Utilities
 - Central Electricity Board
 - Mauritius Renewable Energy Agency
 - Utilities Regulatory Authority
 - Energy Efficiency Management Office
 - Wastewater Management Authority
- Ministry - Environment

- Department of Climate Change
- Solid Waste Management Division
- Ministry – Finance, Economic Planning and Development
- Ministry - Health and Wellness
- Ministry - Housing and Land Use Planning
- Ministry - Industrial Development, SMEs and Cooperatives
 - Industrial Development Division
- Ministry - Land Transport and Light Rail
 - National Land Transport Authority
 - Traffic Management and Road Safety Unit
 - Metro Express Mauritius
- Ministry - Local Government and Disaster Risk Management
- Ministry - National Infrastructure and Community Development
- Ministry - Tourism
- Business Mauritius
- Association des Hoteliers de Restaurateurs de l'île Maurice
- Mauritius Cane Industry Authority
- Mauritius Chemical Fertiliser Industry
- Omnicane Ltd.
- Terragri Ltd
- Alteo Agri Ltd
- Air Mauritius Ltd
- Airports of Mauritius Co. Ltd.
- Council of Registered Professional Engineers of Mauritius
- Mauritius Export Association
- Mauritius Ports Authority
- Mauritius Shipping Corporation Ltd

These stakeholders' collaboration is needed for the successful design and implementation of national climate change strategies and action plans. Governmental stakeholders and departments within them will be responsible to develop sectoral strategies and policies in respect of climate change, and private sector stakeholders will in many cases be responsible for implementing climate relevant actions with the application and diffusion of technologies and practices. These stakeholders should therefore be empowered to propose actions and provide inputs to how they can contribute to the national climate change strategies and action plans. In addition, some of the stakeholders might be highly affected by potential envisioned actions e.g. tax, subsidy and electricity tariff reforms, and other regulatory changes. Their concerns should be taken into account and alternatives proposed by these stakeholders considered. These selected stakeholders will therefore be able to contribute with the following required aspects that the National Climate Change Mitigation Strategy and Action Plans shall include:

- i. national development priorities;
- ii. policy formulation, including national policies and measures for mitigation and the enhancement of sinks;
- iii. an action plan and investment programme;
- iv. recommendations on education, training and public awareness; and
- v. approaches for monitoring, evaluation and reporting.

3.1.2 Stakeholders with low interest and high Influence over the design and implementation of national climate change mitigation strategy and action plans

The following stakeholders are identified as having low interest but high influence over the national mitigation strategy and action plans. Low interest meaning that their daily operations and core business are not expected to be highly impacted by the national climate change mitigation strategy and action plans. These institutions are the remaining ones from the Act's Fourth Schedule, and are consisting of academia, research institutions and agencies sourcing and providing standards and data:

- University of Mauritius
- University Technology, Mauritius
- Council of Registered Professional Engineers of Mauritius
- Mauritius Research and Innovation Council
- Mauritius Standard Bureau
- Statistics Mauritius

These stakeholders' are especially relevant for the following aspects:

- i. information on compliance with international commitments
- ii. research and development
- iii. climate data and information
- iv. recommendations on education, training and public awareness
- v. approaches for monitoring, evaluation and reporting
- vi. advise on policy formulation, including national policies and measures for mitigation and the enhancement of sinks

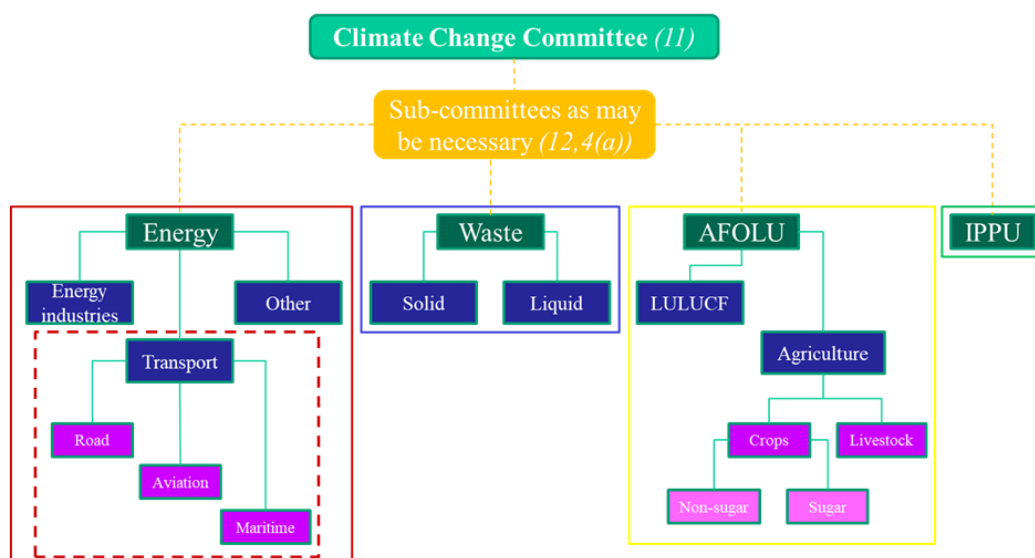
These stakeholders should be involved in the process of formulating national climate change mitigation strategy and action plans and be consulted as experts, but do not necessarily need to collaborate or have decision making roles.

3.1.3 Engagement approach

Technical working groups for the development of climate change mitigation strategy and action plan

The DCC should engage stakeholders listed in the Fourth Schedule and beyond through technical working groups, leaning on the existing structures for climate planning in Mauritius, aligned with the CCA. The CCA section 12,4(a) foresees the establishment of sub-committees under the Climate Change Committee, as necessary. The figure below illustrates the potential division of sub-committees, based on the definition of sectors aligned with the IPCC sectors, in the institutional arrangements for climate governance described in the guidelines for the implementation of the climate change mitigation provisions of the Climate Change Act 2020.

Figure 7: Potential definition of sectoral working groups structured in sub-committees



Source: ELIA, 2021: *Institutional arrangements for climate governance - Guidelines for the implementation of the climate change mitigation provisions of the Climate Change Act 2020*, For Components 1 and 3 under the GEF project Nationally Appropriate Mitigation Actions (NAMAs) for Low Carbon Island Development Strategy for the Republic of Mauritius

The technical working groups should engage in sectoral focus group discussions with both government and non-state actors. The DCC should provide to the stakeholders and initial sectoral overview of climate actions as reported by the sectors through the national NDC registry, and other transparency provisions by the UNFCCC. The discussions should then gather inputs on actions and expected GHG emission reduction contributions from sectoral strategies, policies and measures in respect of climate change, and private sector and civil society organizations' ongoing and planned action relevant for climate change. This information will provide an initial input on the ongoing and planned climate actions in the different sectors, allowing for a stocktake and assessment if actions and emission reductions are aligned with the established national targets, and potential increased ambition for future NDC targets. Discussions should then be held on national development priorities, and ways to enhance mitigation ambition in the respective sectors. The discussions should result in the following outputs:

- Overview of national development priorities
- Overview of current sectoral strategies and policies in respect of climate change and their level of implementation, and current approaches for monitoring, evaluation and reporting
- Overview of climate actions by non-state actors
- Stocktake of mitigation efforts and alignment with current ambition level
- Potential for increased ambition and barriers to achieve such ambition, as contribution to policy formulation, including national policies and measures for mitigation and the enhancement of sinks
- Identification of needs of the different stakeholders in order to raise mitigation ambition, including recommendations on education, training and public awareness

The discussions should be facilitated by the DCC, and attended by technical experts able to provide guidance and relevant inputs. Minutes of the discussions should be circulated to the participants for review.

Workshops for identifying new and additional mitigation actions

Sectoral workshops should be held to elaborate on the list of potential actions for increased ambition, and overview of initial identified barriers to implement the identified activities. The stakeholders should prioritize amongst the identified mitigation actions using multi-criteria-analysis as the prioritization approach. Prior to the prioritization the DCC might have to interact with the relevant Government bodies and non-state actors, and technical and sectoral experts to prepare technical data and information regarding the different identified mitigation actions. Academia and research institutions can here provide valuable inputs as experts. During the multi-criteria-analysis prioritization the stakeholders will review the different mitigation options, define prioritization criteria for the actions' selection, assign score to the actions, and weights to the prioritization criteria to arrive at a consensus on which actions should be prioritised.

Stakeholders needed for implementation and a responsible entity for each action should be identified and agreed upon, to assign responsibilities for further development of the climate actions in question.

The workshops should result in the following outputs:

- Identification of prioritized mitigation options as inputs to national policies and measures for mitigation and the enhancement of sinks, including CCMSAP.

The workshops should be organized by the DCC and attended by technical experts and potentially assisted by skilled facilitators with experience in the application of multi-criteria-analysis. Minutes of the analysis and final selection of actions should be circulated to the participants for final review and validation.

Written consultations / e-discussions to further develop prioritized mitigation actions

Written consultation and/or e-discussions should be facilitated by the DCC to allow the stakeholders needed for implementation of the prioritized actions to elaborate on the proposed actions. The identification of barriers should form the starting point to identify potential actions for barrier removal, in the regulatory, financial, social domain or other. Once the needed actions for the establishment of enabling environments are identified, the design of the mitigation actions should focus on the identification of appropriate implementation instruments e.g. regulatory /subsidy /tax reform, financial structuring / concessional finance and support, Introduction of new standards and effective enforcement etc. Once the implementation instruments are identified, the impact potential of the policy/action should be analysed, and its expected mitigation contribution established. In the process of impact assessment, indicators, approaches and responsibilities of monitoring, evaluation and reporting should be identified, and defined. Eventual support needs should be clearly communicated and actions to meet those need be integrated into the mitigation strategy and action plans.

The consultations / e-discussions should result in the following outputs:

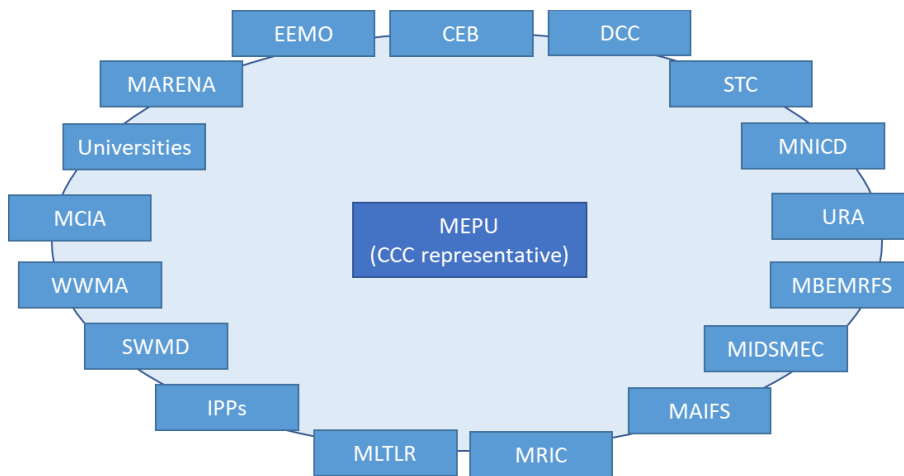
- Inputs to policy formulation, including national policies and measures for mitigation and the enhancement of sinks as part of the national climate change mitigation strategy and action plans
- Definition of investment needs and overall cash flow of proposed actions, as inputs to the action plan and investment programme

- Monitoring, evaluation and reporting approach for the mitigation action

The DCC should facilitate the discussions, and technical experts should be invited to the consultations and discussions to provide relevant inputs.

Figure 8 illustrates a potential set of a sub-committee for the energy sector, as defined in the Institutional arrangements for climate governance - Guidelines for the implementation of the climate change mitigation provisions of the Climate Change Act 2020. In this example, the sub-committee is chaired by the representative of Ministry of Energy and Public Utilities to the CCC. It would then be up to the sub-committee to propose to the CCC to establish ad hoc sub-committees to work on any technical issues for specific sub sectors, such as road transport or other.

Figure 8: Potential organization structure for a sub-committee on energy



CCD: Climate Change Department; CEB: Central Electricity Board; EEMO: Energy Efficiency Management Office; IPPs: Independent Power Producers; MAIFS: Ministry of Agro-Industry and Food Security; MARENA: Mauritius Renewable Energy Agency; MBEMRFS: Ministry of Blue Economy, Marine Resources, Fisheries and Shipping; MCIA: Mauritius Cane Industry Authority; MEPU: Ministry of Energy and Public Utilities; MIDSMEC: Ministry of Industrial Development, SMEs and Cooperatives; MLTLR: Ministry of Land Transport and Light Rail; MNICD: Ministry of National Infrastructure and Community Development; MRIC: Mauritius Research and Innovation Council; STC: State Trading Corporation; SWMD: Solid Waste management Division; URA: Utility Regulatory Authority; WWMA: Wastewater Management Authority;

Source: ELIA, 2021: *Institutional arrangements for climate governance - Guidelines for the implementation of the climate change mitigation provisions of the Climate Change Act 2020*, For Components 1 and 3 under the GEF project Nationally Appropriate Mitigation Actions (NAMAs) for Low Carbon Island Development Strategy for the Republic of Mauritius

4 Further Approaches to Promote and Enhance the Participation of Stakeholders, Including the Business Community and Non-governmental Organizations

4.1 Coordination Committee on Resource Mobilization and Climate Finance (RMCF)

4.1.1 Scope

A NDC Coordination Committee on Resource Mobilization was set up by the IMCCC under the chairmanship of the Ministry of Finance, Economic Planning and Development (MOFEPD) to implement the Mauritius Nationally Determined Contribution (NDC). This committee is a great initiative and should form the basis for a sub-committee to be established under the CCC. The current RMCF has although a limited scope focusing on coordinating and facilitating mobilization of resources and funding for the implementation of the NDC. The Committee should serve the following purposes in order to cover the broad spectrum of activities relevant for climate finance:

- Provide an overview of climate relevant finance received from the international community, also relevant for inputs to the upcoming Biennial Transparency Reports to be submitted to the UNFCCC
- Capture climate related national spending and tagging climate related expenditures in the national budget. Including the establishment of guidelines and approaches to identify and tag climate expenditures
- Provide strategic inputs to the IMCCC on climate related finance for the achievement of national targets (NDC) and implementation of climate change strategies and action plans
- Devise options, discuss and make recommendations on appropriate strategies for mobilization of resources for the implementation of measures identified in the Mauritius NDC
- Track progress on resources to be mobilized from institutions concerned and inform members accordingly
- Strategic planning for attracting climate finance from the international community based on available sources of funding, requirements for funding and scope of funds, and existing track record on secured finance in Mauritius
- Identify funding opportunities and windows available on Climate Change, and share relevant information to all members
- Discuss and follow up on the formulation of project proposals submitted by organizations concerned
- Compile inputs and views towards finalization of project proposals, and its endorsement and submission to institutions concerned through appropriate channels
- Consider climate expenditures reporting by the private sector, through disclosure in financial statements.

Methodological aspects

The following are central methodological aspects the sub-committee should agree on:

- What financing is defined as "climate finance"?
- How can climate related (incremental) costs be identified and calculated?
- How can climate related expenditures of national budgets be captured (e.g. can existing methods like Rio Markers / CPEIR be applied in the Mauritian context)?
- How is the concept of "new and additional" finance (from the international community) be applied?
- How is the definition of climate finance transferred to the private sector?

To facilitate dialogue between the different stakeholders, the establishment of a taxonomy of activities that would be considered climate finance is recommended.

4.1.2 Identifying stakeholders

As a minimum, the coordination committee on RMCF should contain representatives who belong to the High Interest/ high influence category, as described in Figure 3. These include the following institutions and entities which have the appropriate mandates, institutional capacities and competencies to provide the needed inputs:

- A representative from the DCC
- A representative of the Ministry responsible for the subject of finance, economic planning and development
- National designated authorities and focal points for international climate funds⁸
- A representative from Development Bank of Mauritius
- A representative of Business Mauritius
- Small Farmers Welfare Fund (under the aegis of the Ministry of Agro-Industry and Food Security)
- Sugar Insurance Fund Board (under the aegis of the Ministry of Agro-Industry and Food Security)
- CSO representative

In addition, the coordination committee on RMCF should also include other stakeholders which are central for financing climate action, including:

- A representative from the Central Bank, Bank of Mauritius
- Local banks representatives
- Donor agencies with country offices / presence in Mauritius and or agencies which provide frequent support

MOFEPD will be in charge of calling for meetings and prepare agendas and minutes.

4.1.3 Engagement Approaches

The coordination committee on RMCF should meet at least once a year for analysis of data on climate expenditures, expected cost of NDC implementation and achievement, and progress of attracting finance from international sources, in order to report central information to the IMCCC. In addition, it should meet frequently once established in order to resolve methodological aspects related to the definition, identification, and analysis of climate finance.

The coordination committee on RMCF will initially have to engage with other institutional stakeholders on a need-by-need basis in order to get inputs on the climate relevance of their programmes and projects, and identifying climate funding opportunities. Once the methodological issues are resolved, definitions of climate finance available, and guidance on how to identify and calculate climate related expenditures available, these should be shared with the other stakeholders. Ideally this should result in a budget tagging system where climate related expenditures are captured automatically during budgeting tasks.

The coordination committee on RMCF should also guide institutions and entities on approaches of costing of climate action, and identification of climate related (incremental) costs.

⁸ For the Green Climate Fund, currently Mr. Mahess Rawoteea, Director of Development Cooperation Directorate, Ministry of Finance
For the Global Environment Facility and Adaptation Fund, currently Mr. Dharam Dev Manraj
Financial Secretary

Each year, the coordination committee on RMCF should provide the DCC and IMCCC with a status report on climate finance, including past and future climate expenditures and financing, disaggregated by source (public, private, national, international).

4.2 Stakeholder engagement for financing national climate action through the National Environment and Climate Change Fund

4.2.1 Scope

Once mobilized, climate finance also needs to be channelled to specific activities that enable climate action. The National Environment and Climate Change Fund established under the Environment Protection Act has as objectives, inter alia to finance projects, programmes and schemes, and may inter alia consider financing the actions identified in the mitigation strategy and action plans. Income to the fund is envisioned through:

- a) funds raised from public activities organised with the approval of the Board
- b) any contribution made by the private sector
- c) any donation, grant and other receipt from international organisations
- d) any money received from the Consolidated Fund⁹
- e) such other sum as may lawfully accrue to the Fund

Disbursement of funds to finance projects and activities can only happen with the authorization of the Board. The Board fulfils the following functions:

- Review the execution of projects for which financing has been earmarked
- Assesses project progress and any delays in project implementation
- Closely monitor project implementation
- Review and approve that funds be transferred to respective Deposit Account, as applied for by the respective Ministries/Departments to effect payments accruing under various projects
- Push for remedial action where required and approve projects / proposals for which financial clearance has previously been obtained
- Approve financial statements and final accounts for auditing purposes.

4.2.2 Identifying stakeholders

The relevant stakeholders are already identified by the Environment Protection Act as the Fund's Board members, consisting of:

- a) a Deputy Financial Secretary, as Chairperson, to be designated by the Financial Secretary
- b) the Supervising Officer of the Ministry responsible for the subject of environment, or his representative
- c) the Supervising Officer of the Ministry responsible for the subjects of local government and outer islands, or his representative
- d) the Supervising Officer of the Ministry responsible for the subjects of public infrastructure and land transport, or his representative
- e) the Supervising Officer of the Ministry responsible for the subject of tourism, or his representative
- f) a representative of the Land Drainage Authority established under Land Drainage Authority Act 2017
- g) a representative of the National Development Unit of the Prime Minister's Office
- h) the Accountant-General, or his representative.

⁹ The Consolidated Fund established by section 103 of the Constitution consists of revenues or other money raised or received for the purposes of the Government

The stakeholders and institutions represented by the Board are aligned with stakeholders that will be engaged through the CCC, and by affiliation, the stakeholders that will participate in the process of formulating National Climate Change Mitigation Strategy and Action Plans, listed in the Fourth Schedule of the Climate Change Act, even though the ones in the Board only represent a small selection. Given the functions of the Fund, broad stakeholder representation shouldn't be necessary, as the climate relevant activities that the Fund will finance will already go through a broad stakeholder representation through the formulation of National Climate Change Mitigation Strategy and Action Plans.

4.2.3 Engagement Approaches

Projects are assessed at the level of MOFEPD and incorporated within the Fund for financing. Thus, the RMCF will be the fora for stakeholder engagement and strategic discussions on funding of projects through the National Environment and Climate Change Fund. The Board is convened by the Chairperson on a once monthly basis to fulfill its functions. The engagement approach should enable active discussion, and should preferably be done through in person discussions, or through e-meetings. The Board also recommends the tabling of the financial accounts of the Fund to the National Assembly, by the Minister of Environment, Solid Waste Management and Climate Change., and thus by extension engages the decision makers at the highest political level.

4.3 Sub-committee on International Partners

4.3.1 Scope

The sub-committee's scope is to enhance the efficiency and effectiveness of implementation and financing of climate action in Mauritius with assistance from the international community. The sub-committee will serve the following purposes:

- Reporting from donor and international agencies on the active initiatives in Mauritius and upcoming opportunities.
- Identification, alignment and matchmaking of country and donor's priorities in respect to climate action.
- Coordination amongst donor activities, creating synergies and enhancing efficiency.
- Prioritization of climate action support from the international community.

4.3.2 Identifying stakeholders

The sub-committee shall consist of all the international agencies providing support to Mauritius, which are present or have a country office. Additional donor agencies of strategic importance should be invited to participate remotely. In addition, a representative from the DCC should participate in all meetings to represent country priorities in respect to Climate Change, in addition to a representative of the Ministry responsible for the subject of foreign affairs (MFA) and MOFEPD. These stakeholders are identified as belonging to the high Interest/ high influence category, as described in Figure 4, concerning climate finance. The government representatives will also have an overview of active projects supported by the international community in Mauritius, thus being able to update the stakeholders that should be part of the sub-committee. MOFEPD will be in charge of calling for meetings of and prepare agendas and minutes.

4.3.3 Engagement approaches

The engagement approach should enable active discussion, and should preferably be done through in person discussions, or through e-meetings. The sub-committee should meet at least once every six months in order to report on the advancement of active initiatives and discuss potential upcoming opportunities. This frequency will also facilitate the sharing of information on advancements in active projects, thus allowing other initiatives to capitalize on intermediate

deliverables of activities, enhancing constructive synergies between initiatives and avoiding replication.

The sub-committee should work as a reporting channel, to allow international agencies and donors to report on support provided to Mauritius on a biennial basis to facilitate reporting through BTRs.

4.4 Sub-committee for business and industry

The private sector is pivotal for effective climate action implementation, as in most cases it is responsible for the provision, installation, operation and maintenance of technologies and services, but also in terms of financing private sector actions relevant for climate change. Private sector engagement strengthens non-state sector actions, such as voluntary commitments, implementation of new technologies, and private sector financing, but also enhance private sector participation in policies and actions.

Representation by the private sector is envisioned through the institutional arrangements outlined in the CCA, but only through one representative engaging through the CCC, and some selected firms and private sector interest organizations for the formulation of CCMSAP, as listed in the Fourth Schedule of the CCA. These representatives will have a crucial role in representing the whole of Mauritius private business and industry's interests in respect to climate action. In order to ensure as wide a representation as possible, the representatives for the private sector should consult with the stakeholders they represent using the approach outlined in Chapter 2. This will enable gathering feedback and information, and identify potential additional and /or unnoticed contributions of the private sector against national targets and climate change strategies and action plans. These stakeholders should then convene together into a sub-committee to discuss and present a coordinated input from the private sector.

4.4.1 Scope

The sub-committee should provide the opportunity for business and industry stakeholders to share concerns and ideas related to climate change issues, and provide a coordinated response to the government request for contributions to the NDC and climate change strategies and action plans. The sub-committee can also strategize about comparative advantages by greening the Mauritian business and industry profile through e.g. the establishment of climate targets for the industries, businesses and sectors, and potential for additional revenue through voluntary and international carbon markets. In addition, the sub-committee can serve to share best practices and identify potential synergies between businesses and industries e.g. for energy efficiency initiatives, coordinated eco-tourism planning and investment in renewables.

4.4.2 Identifying stakeholders

The sub-committee should as a minimum consist of one representative from the following private sector interest organizations:

- Business Mauritius
- Mauritius Chamber of Agriculture
- Mauritius Chamber of Commerce and Industry
- Association of Hoteliers and Restaurants in Mauritius
- Association des Hotels de Charme
- Independent Power Producers
- Energy Service Companies and providers of energy services and equipment
- Mauritius Export Association
- Mauritius Sugar Syndicate

- Mauritius Meat Producers' Association
- Mauritius Co-operative Agricultural Federation Ltd
- Council of Registered Professional Engineers of Mauritius
- Construction Industry Development Board

These stakeholders are identified as belonging to the high Interest/ high influence category, as described in Figure 4, concerning non-state actors relevant for climate action. The stakeholders should themselves do a stakeholder mapping to potentially identify additional stakeholders that should participate in the sub-committee.

4.4.3 Engagement approaches

The stakeholders should be invited to engage with the DCC at a minimum in relation to each NDC preparation and climate change strategy and action plan. Meetings and discussions should be facilitated by the DCC, including draft agendas and description of scope of the meetings, but stakeholders should have the opportunity to influence both the scope and agenda. The Department should strive to get commitments to communicate non-state climate action, and report on their implementation regularly to match BTR submissions. A possibility for private sector entities to report interventions into the NDC registry currently under development should be considered.

4.5 Consultation with CSO/NGOs

4.5.1 Scope

Civil society organizations and non-governmental organizations (CSO/NGO) in general represent the voice of groups of the general public, including specific topics and interests. They can be divided into environmental non-governmental organizations, indigenous and marginalized peoples' organizations, research and independent non-governmental organizations, trade unions non-governmental organizations, women and gender, and youth organizations.

Representation by civil society is envisioned through the institutional arrangements outlined in the CCA, but only through one representative engaging through the CCC, to be appointed by the Minister to whom responsibility for the subject of climate change is assigned. This representative will have a crucial role in representing the whole of Mauritius civil society in respect to climate action. In addition CSO/NGO representation in climate related matters is also envisioned through the National Network for Sustainable Development established under the Environment Protection Act, where inter alia, the Minister to whom responsibility for the subject of the environment is assigned can designate five or more CSO/NGO representatives. More specifically, the Network shall:

- examine, and comment on, any relevant climate change guidelines
- make recommendations for policies and approaches to achieve climate change-resilient sustainable development;
- make recommendations for policies and approaches for greenhouse gas emission reduction to achieve a low emission economy.

The Network and its CSO/NGO representatives

4.5.2 Identifying stakeholders

The CSO/NGO representatives to the Committee and the National Network for Sustainable Development can be identified through the official list of NGOs affiliated to the MOESWMCC¹⁰, and should be considered to be expanded beyond the minimum of six total representatives allowed by the Climate Change Act and the Environment Protection Act. In addition to the identified NGOs and CSOs, the Department should approach the National Youth Environment Council (NYEC). Climate change planning, being an intragenerational issue, where the future generations will be more affected by the actions taken today, should give high importance to the concerns and views of youth, and the NYEC provides an excellent vehicle for consultation and engagement of this specific group of stakeholders.

The NYEC is set up under the aegis of the Prime Minister's Office, to give an opportunity to the youth to contribute in the decision making process on matters relating to the protection of the environment, and consists of thirteen members between 18-35 years of age. The members are chosen based on gender balance and appropriate representation of NGOs involved in the conservation and preservation of marine sciences, biodiversity, climate change, sustainable agriculture and education/heritage.

4.5.3 Engagement approaches

In order to ensure a wide representation as possible, the civil society representative of the CCC should consult (CSO/NGO) organizations represented through the National Network for Sustainable Development and beyond, to discuss concerns and ambition related to the NDC and climate change strategies and action plans, and potential impacts on the interest group / area they represent. The representative should follow the approach for stakeholder consultation outlined in Chapter 2. In addition the representative should report on non-state actions relevant for climate change, currently under implementation by CSO/NGO. The consultations with the NYEC should focus on recommendations and proposals on how youth engagement in climate action can be enhanced, including aspects of sensitization, awareness and education.

¹⁰A list of NGOs affiliated to the MOESWMCC is available on the Ministry's website: <https://environment.govmu.org/Documents/ngo180620.pdf>

5 Conclusions

The SEP provides an overview of how the CCA caters for stakeholder engagement through the Climate Change Council and the CCC, and through the stakeholders listed in the CCA's Schedules. Being a framework legislation, the CCA does not provide a specific guide on how wider stakeholder engagement is to take place, the scope and frequency of the engagement, how stakeholders are to be identified and classified, the engagement approach, and how to fit this engagement within the structures established by it. In line with the CCA, the SEP provides this information as a resource document to guide institutions on how stakeholder engagement should be done, and also lists the tasks needed to be performed by the Council and CCC in relation to national needs and international obligations and provides a plan for how the Council and CCC can schedule consultations to effectively respond to their tasks. The SEP tries as much as possible to work within the structures established by the CCA and elaborated upon in the *Guidelines for the implementation of the climate change mitigation provisions of the Climate Change Act 2020*, made by ELIA under the NAMA project, but it also utilizes existing structures, systems and approaches to the extent possible not to duplicate efforts and put undue burden on the institutions.

The SEP further describes the general approach that Government Departments should apply for stakeholder engagement for the identification and development of climate actions, and formulation of mitigation and adaptation strategies and action plans, and public consultations of the more general public, civil society and interest organizations. A stakeholder identification and classification methodology is provided, dividing stakeholders in four classes with respective engagement approaches:

- A. High interest / high influence - Collaborate / empower
- B. High interest / low influence - Consult
- C. Low interest / high influence – Involve / consult
- D. Low interest / low influence - Inform

Different consultations modalities are described for a variety of purposes to ensure effective stakeholder engagement. The SEP provides the information relevant to be included in communication plans to stakeholders, and approaches to address grievances through the existing provisions under the EIA and BLUP frameworks and the Citizen Support Unit. The SEP further identifies and classifies the relevant stakeholders to engage in the formulation of National Climate Change Mitigation Strategy and Action Plans and describes how they should be engaged. Finally, the SEP provides a description of sub-committees, related stakeholders and related engagement approaches that could be established under the CCC in order to effectively engage stakeholders relevant for planning and attracting climate finance, enhanced engagement of the business and industry community, and effective engagement with civil society and NGOs.

Annex I

2006 IPCC Guidelines for National Greenhouse Gas Inventories - Volume 1: General Guidance and Reporting - Annex 2A. A protocol for expert elicitation

Wherever possible, expert judgement should be elicited using an appropriate protocol. An example of a well-known protocol for expert elicitation, Stanford/SRI protocol, has been adapted and is described below.

- **Motivating:** Establish a rapport with the expert, and describe the context of the elicitation. Explain the elicitation method to be used and the reason it was designed that way. The elicitor should also try to explain the most commonly occurring biases to the expert, and to identify possible biases in the expert.
- **Structuring:** Clearly define the quantities for which judgements are to be sought, including, for example, the year and country, the source/sink category, the averaging time to be used (one year), the focus activity data, emission factor or, for uncertainty, the mean value of emission factors or other estimation parameter, and the structure of the inventory model. Clearly identify conditioning factors and assumptions (e.g., resulting emissions or removals should be for typical conditions averaged over a one-year period).
- **Conditioning:** Work with the expert to identify and record all relevant data, models, and theory relating to the formulation of the judgements.
- **Encoding:** Request and quantify the expert's judgement. The specific qualification will differ for different elements and be present in the form of a probability distribution for uncertainty, and an activity or emission factor estimate for activity data and emission factors. If appropriately managed, information on uncertainty (probability density function) can be gathered at the same time as gathering estimates of activity or emission factor. The section on encoding in Chapter 3 describes some alternative methods to use for encoding uncertainty.
- **Verification:** Analyze the expert's response and provide the expert with feedback as to what has been concluded regarding his or her judgement. Is what has been encoded really what the expert meant? Are there inconsistencies in the expert's judgement?

Possible Biases in Expert Elicitation

Elicitation protocols should be designed to overcome the biases that can be introduced by the rules of thumb (sometimes called heuristics) that experts use when formulating judgements.

The most common unconscious biases introduced by rules of thumb are:

- **Availability bias:** This is basing judgements on outcomes that are more easily remembered.
- **Representativeness bias:** This is basing judgements on limited data and experience without fully considering other relevant evidence.
- **Anchoring and adjustment bias:** This is fixating on a particular value in a range and making insufficient adjustments away from it in constructing representative estimate.

To counteract the first two potential sources of biases, elicitation protocols should include a review of relevant evidence. In order to counteract the third potential source of bias, it is important to ask the expert to make judgments regarding extreme values first, before asking for judgments regarding the best estimate or central values for an uncertainty distribution.

There is also the possibility of more conscious biases:

- Motivational bias is a desire by an expert to influence an outcome or to avoid contradicting prior positions on an issue.
- Expert bias arises from an unqualified expert's desire to appear as a true expert in the field. This would typically lead to overconfident estimates of uncertainty.
- Managerial bias is a situation in which an expert makes judgements that achieve organisational goals, rather than judgements that reflect the actual state of knowledge regarding an inventory input.
- Selection bias occurs when the inventory compiler selects the expert who tells it what it wants to hear.

The best way to avoid these biases is to be careful in the selection of experts. Expert judgments can be elicited from individuals or groups. Groups can be useful for sharing knowledge and hence could be part of the motivation, structuring, and conditioning steps of the elicitation. However, group dynamics occasionally introduce other biases. Thus, it is usually preferable to elicit judgement on an individual basis. When eliciting judgments independently for a given quantity from two or more experts, it is possible that different views on distributions (or ranges) will be obtained. In some cases, the differences may not lead to a significant difference in the overall estimate for the inventory, such as when the inventory is not sensitive to the particular quantity. Thus, in these cases, disagreements among experts do not matter significantly to the overall assessment. However, when judgments differ, and when the quantity for the judgments is made is important to the overall inventory, there are two main approaches that can be used. One is to estimate resulting emissions or removals and perform the uncertainty analysis separately for each set of judgments and compare the results. The other is to ask the experts to weight the judgments and combine them into one assessment. The former approach is preferred where possible, but the latter is acceptable provided that the judgments are weighted and not averaged. The difference is that weighting enables sampling from each of the expert's estimations, whereas averaging can produce intermediate values that are not supported by any of the expert's judgement. A similar situation can occur when comparing predictions with alternative models, as described in the section of 'Combining Data Sets Numerically' in Section 2.2.3. The distinction between weighting and averaging is explained there. Although the development of weighting schemes can be complex, it is reasonable to start with assuming equal weights for each expert and refine the development of weights only as needed or as appropriate for a given situation.

Expert judgement documentation

The subjective nature of expert judgment increases the need for quality assurance and quality control procedures to improve comparability of emission and uncertainty estimates between countries. It is recommended that expert judgments are documented as part of the national archiving process, and inventory compilers are encouraged to review expert judgments, particularly for *key categories*. Table 2A.1 below shows an example of the document elements necessary to provide transparent expert judgment (Column 1) and an example of the data to record (Column 2).

Such documentation will save the compiler a considerable amount of time in reporting and documenting the inventory through the enhanced transparency of the inventory. More general text on documentation, checking and review of methods is included in Chapter 6, QA/QC and Verification, of Volume 1. These principles should also be applied to the use of expert judgement in inventory compilation and uncertainty assessment.

TABLE 2A.1
EXAMPLE OF DOCUMENTATION OF EXPERT JUDGEMENT

Documentation Element	Documentation Example
Reference number for judgement	<i>EJIPPU2005-001</i>
Date	<i>14th January 2005</i>
Name of expert(s) involved	<i>Dr Anne N Other</i>
Experts' background (references, roles, etc.)	<i>Nitric Acid Process emissions and abatement industrial expert</i>
The quantity being judged	<i>National emission factor for emissions of N₂O from Nitric Acid Plant</i>
The logical basis for judgement, including any data taken into consideration. This should include the rationale for the high end, low end, and central tendency of any uncertainty distribution	<i>An absence of measurement data for 9 out of the 10 Nitric Acid plant. The single plant estimate has been recommended as the basis for a national factor to be applied to national nitric acid production.</i>
The result: e.g., activity value, emission factor or for uncertainty the probability distribution, or the range and most likely value and the probability distribution subsequently inferred	<i>8.5 kgN₂O/tonne nitric acid produced for 1990 – 2003</i>
Identification of any external reviewers	<i>Nitric Acid Trade Association</i>
Results of any external review	<i>See document: e:/2003/ExpertJudgement/EJIPPU2005-001.doc</i>
Approval by inventory compiler specifying date and person	<i>25th January 2005, Dr S.B Else</i>

References:

Climate Change Act, 2020: *The Climate Change Act 2020*, Act No. 11 of 2020, Legal supplement 429 to the Government Gazette of Mauritius No. 145 of 28 November 2020

ELIA, 2020: *Institutional arrangements for climate governance (baseline analysis and recommendations)* (draft version 2). 7 September 2020

ELIA, 2021: *Institutional arrangements for climate governance - Guidelines for the implementation of the climate change mitigation provisions of the Climate Change Act 2020*, For Components 1 and 3 under the GEF project Nationally Appropriate Mitigation Actions (NAMAs) for Low Carbon Island Development Strategy for the Republic of Mauritius

ICAT (Initiative for Climate Action Transparency), 2020. *Stakeholder Participation Guide: Supporting Stakeholder Participation in Design, Implementation and Assessment of Policies and Actions*, J.C. Durbin and S. Vincent, eds. Washington, D.C.: Climate, Community & Biodiversity Alliance and Verra; Bonn: ICAT. <https://climateactiontransparency.org/icatguidance/stakeholder-participation/>