APPENDIX



Republic of Mauritius

NATIONAL WAGE CONSULTATIVE COUNCIL

REPORT ON THE NATIONAL MINIMUM WAGE REVIEW 2024

22 November 2023

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STATUTORY REQUIREMENT AND EFFECTIVE REVIEW DATE

The National Minimum Wage, which was introduced by virtue of Section 5 (b)(i) of the National Wage Consultative Council (NWCC) Act No. 6 of 2016, took effect from 01 January 2018.

In line with Section 6 (1) (g) of the NWCC Act, a review of the national minimum wage was carried out in January 2020. The review date after the 2020 review is once every five years.

The Government has decided, through a provision of the Finance (Miscellaneous Provisions) Act No. 12 of 2023 that the national minimum wage be reviewed at such earlier date as may be prescribed. The national minimum wage (Review) regulations 2023 has prescribed the date of the review to be not later than 30 November 2023. In the wake of this regulation, Cabinet has approved that the review of the national minimum wage be implemented with effect from 1st January 2024.

The Government also proposes, in line with section 91 of the Employment Relations Act 2019, to provide for a classification system for jobs in the private sector and to statutorily set the wages of workers based on occupations, subsequently.

TERMS OF REFERENCE

The Terms of Reference for the exercise are to review the national minimum wage and related issues with effect from 01 January 2024 and make recommendations to the Minister thereon having regard, in line with the provisions of Section 6 (2) of the NWCC Act, to:

- (a) the need to improve the living conditions of the lowest paid workers and promote decent work and living conditions;
- (b) the overall economic situation;
- (c) the need to increase the rate of growth and to protect employment; and
- (d) national competitiveness.

In making its recommendations, the Council is required (in line with the provisions of Section (2) of the NWCC Act) to consult such representatives of employers and workers and such other persons as it may determine.

Executive Summary

1. This report analyses the impact of the implementation of the national Minimum Wage to date and reviews the NMW to be effective from 01 January 2024 as decided by the Authorities, in line with the statutory obligation under Section 1 (g) and Section 9 (2) of the National Wage Consultative Council (NWCC) Act No. 6 of 2016, and subsequent Cabinet decision on the matter.

Structure of the Report

- 2. The Report comprises five Chapters as follows:
 - **Chapter 1** covers the evolution of national minimum wage, the current provisions thereof, the background to the Report and the approach and methodology adopted for this review.
 - **Chapter 2** deals with the impact of the national minimum wage to date particularly for the period July 2022 to June 2023.
 - **Chapter 3** covers the economic situation, the statutory considerations and the views of different stakeholders
 - **Chapter 4** deals with the different methodologies used to arrive at Hypothetical minimum wage values.
 - **Chapter 5** culminates with the recommendations on the national minimum wage and the related issues.

Approach

Consultations/Working Sessions with Concerned Stakeholders

- 3. The Council held several working sessions with interested and concerned firms to assess the impact of different hypothetical NMW increases on firms in different sectors of the economy.
- 4. Consultations have additionally been held with a maximum number of relevant parties and institutions to obtain information and to thoroughly examine and consider views and comments.
- 5. Due care has been taken to gauge the merits and demerits of the views and proposals obtained from all quarters.
- 6. Extensive consultations and discussions were also held at the level of the Council and its Technical Committee.
- A list of meetings and working sessions held with relevant stakeholders is given at Appendix 1 of the Report.

Research and Data Collection

- 8. In the discharge of its functions, the Council has collected and analysed data and information on wages and related matters; conducted research on wages and socio-economic indicators; and carried out studies on the review of national minimum wages in foreign jurisdictions.
- 9. The Council has utilized a range of the latest and most useful research techniques and data sources to underpin its analysis and guide its deliberations.

Methodology and Process

- 10. To obtain the buying-in of all partners, the Council has, in essence, proceeded as follows:
 - (a) Compute, in the first instance, a series of hypothetical national minimum wage values based on different methodologies.
 - (b) Analyse the impact of relevant selected hypothetical national minimum wages on the costs of operations and profitability of selected firms.
 - (c) Hold consultations both with stakeholders and at the level of Council on the implications of the different selected options.
 - (d) Determine the most appropriate option having regard to the need to improve the status of minimum wage workers while ensuring their continued employment.
- 11. Three methodologies have been used as expatiated in Chapter 4 of the Report.

Summary of Hypothetical Results

12. The hypothetical national minimum wage values arrived at on the basis of different scenarios range from Rs 12,670 to Rs 15,052 as shown in the table below.

Methodology	Amount (Rs Monthly)	Remarks, if Any
Kaitz Ratio:		
Proportion of Mean Wage 2023 i.e 50% of Rs 26,400	Rs 13,200	International proportion 40%- 50%
Proportion of 2023 Median Wage i.e. Rs 18,100		International proportion 45%-
70%	Rs12,670	66%
75%	Rs13,575	
Household Expenditure		
<i>Household Expenditure of a family of four at the median i.e</i> Rs 21,500 a month divide by number of wage earners adjusted for social security contributions.		
1.4.5	Rs 15,052	
1.5	Rs 14,550	
1.6	Rs 13,642	
NMW as a percentage of GDP per capita of Rs 513,060 (forecast) for 2023		
30%	Rs 12,826	
32.5%	Rs 13,895	
35 %	Rs 14, 964	

*A reasonable proportion of the median wage may be higher than the international benchmark of 66% due to the skewness of the Mauritian wage distribution.

- 13. In essence, the NWCC has, taking into account, that:
 - (a) the hypothetical national minimum wage value based on a proportion of median works out to around Rs 13,500, having regard to the skewness of the income distribution; and
 - (b) the hypothetical national minimum wage based on the household expenditure and the share of GDP Per Capita methodologies works out to around Rs 15,000

considered that Rs 15,000 a month, representing 82.9 per cent of the median wage of the previous year would be an appropriate figure for this NMW review.

14. The implementation of the proposed amount would be subject to Government providing the necessary financial support to employers/firms who do not have the capacity to finance the whole increase.

Recommendations

15. The Council has therefore recommended that the monthly National Minimum Wage payable by the employer irrespective of sectors be Rs 15,000 a month, subject to the provisions of paragraphs 5.7 to 5.11.

Financial Assistance to Employers/ Firms

- 16. The Council recommends that firms/employers including individual employers who do not have the capacity to finance the increase in the national minimum wage be given, on application to the MRA, such assistance as Government may decide.
- 17. In devising the financial assistance mechanism the authorities may wish to consider the following:
 - (a) The quantum of the recommended increase of the NMW with effect from 1st January 2024;
 - (b) The quantum of increase based on a reasonable proportion of the median(as per the law); and
 - (c) The extent of profitability or otherwise of the firm.

The NMW as a basic wage

18. The NMW increased by subsequent statutory compensation shall, subject to any regulations to the contrary, be considered as a basic wage for all intent and purposes and particularly for social and other mandatory contributions.

Pay Component for Accommodation of Migrant Workers

19. The NMW shall be inclusive of an amount of Rs 1,500 a month for provision of accommodation in respect of migrant workers in the EOEs and for such sectors as may be prescribed.

Guaranteed Income of NMW and other Low Wage Workers

20. The Council recommends that the principle of a Minimum Guaranteed Income for NMW and other Low Wage Workers be maintained.

<u>CHAPTER 1</u>

Introduction and Approach

- 1.1 This Chapter overviews the evolution of the national minimum wage and the current national minimum wage provisions, spells out the background to the report and elaborates on the approach and process adopted for this review.
- 1.2 The national minimum wage which was first implemented with effect from 01 January 2018 was reviewed with effect from 01 January 2020 in line with the statutory obligation under Section 6 (g) and Section 9 (2) of the National Wage Consultative Council (NWCC) Act No. 6 of 2016. By virtue of Section 6 (g) of the NWCC Act 2016, the Council is required to review the national minimum wage every 5 years after the first review.
- 1.3 The Government has decided, through a provision of the Finance (Miscellaneous Provisions) Act No. 12 of 2023 that the national minimum wage be reviewed at such earlier date as may be prescribed. The national minimum wage (Review) regulations 2023 has prescribed the date of the review to be not later than 30 November 2023. In the wake of this regulation, Cabinet has approved that the review of the national minimum wage be implemented with effect from 1st January 2024.
- 1.4 This report therefore reviews the national minimum wage with effect from **01 January 2024.**

Evolution of National Minimum Wage and Current Provisions

- 1.5 With effect from 01 January 2018, a national minimum wage scheme was introduced comprising a monthly national minimum wage of Rs 8,500, payable by employers in the Non-Export Oriented Enterprises (Non-EOEs) and Rs 8,140 in the Export Oriented Enterprises (EOEs) together with a topping up allowance of Rs 500 in the Non-EOEs and Rs 860 in the EOEs payable by Government to ensure a guaranteed income of Rs 9,000 a month for all national minimum wage workers.
- 1.6 In 2020, in line with the NWCC Act 2016, the national minimum wage payable by the employer was reviewed to Rs 9,700 in the Non-EOEs and Rs 9,000 in the EOEs and the guaranteed income was increased to Rs 10,200 a month.
- 1.7 Further, the national minimum wage payable by employers in both the EOEs and the Non-EOEs have been adjusted annually through cost-of-living allowances.
- 1.8 As from 01 January 2023, the national minimum wage payable by the employer stood at Rs 11,575 in the Non-EOEs and Rs 10,875 in the EOEs and the guaranteed income stood at Rs 12,075 for all national minimum wage Mauritian workers.
- 1.9 Moreover, with effect from 1st July 2023, pursuant to an announcement made in the Budget Speech 2023/2024, the guaranteed income payable to national minimum wage Mauritian workers has been increased to Rs 15,000 a month, for all national minimum wage Mauritian workers.

1.10 To date, with effect from 01 July 2023, the monthly national minimum wage payable by the employer for a full-time worker stands at Rs 11, 575 in the Non-EOEs and Rs 10,875 in the EOEs and the guaranteed income stands at Rs 15,000 a month.

Background to this Review

The Labour Market Environment

- 1.11 The labour force which contracted heavily in the wake of Covid-19 continued to expand constantly from quarter to quarter thereafter. The constant increase in the labour force has been accompanied by a higher increase in employment with favourable impact on the rate of unemployment. In fact, unemployment rate which stood at 9.2 per cent in 2020 reached 8.1 per cent in Q2 2022 and has now reached 6.4 per cent in Q2 2023.
- 1.12 Moreover, labour productivity growth rate which fell down by 9.3 per cent in 2020 in the wake of the lockdown due to Covid-19, increased by 11.1 per cent in 2021. While it can be argued that part of this productivity increase has been due to base effects, it should be noted that the labour productivity continued to increase consistently by 3.1 per cent in 2022 and 6.3 per cent in 2023.
- 1.13 On the other hand, while the Wage Rate Index (WRI), which gauges changes in labour costs across the economy, which stood at 93.1 for the year 2019 rose to 104.5 for the year 2022 representing an increase of 12.2 per cent for the three-year period 2020 to 2022, the rise in the consumer price index for the same period stood at 18.1 per cent. This signifies that though wages have been improving in nominal terms, wages have, in fact, decreased in real terms.
- 1.14 The Wage Rate Index which stood at 103.7 in Q2 2022 increased to 111.2 in Q2 2023 representing an increase of 7.2 per cent against a rate of inflation of 10.5 per cent confirming a fall in the wage rates in real terms.
- 1.15 Though employment has considerably picked up in the wake of Covid 19, the number of unemployed which stands at 38,100 in Q2 2023 continues to exist concurrently with employment of migrants in large numbers in several sectors ranging from retail trade to manufacturing, and from bakery to construction. While a number of Mauritians, who are qualified and reckon technical skills are not prepared to offer their services for certain jobs at the prevailing wage rates, others are opting to emigrate to work abroad instead of locally due, among others, to the more favorable remuneration package or facilities in countries like Canada, Luxembourg and Australia.
- 1.16 It is reported that it is becoming increasingly difficult to recruit and retain Mauritian employees, particularly, in elementary occupations in, amongst others, the following sectors: Export Enterprises, Factory Employees, Field-Crop and Orchard Workers, Livestock Workers and Sugar Industry (Agricultural Workers). It is also observed that the Bakery as well as the Retail Sectors are facing recruitment problems in respect of Mauritians.

- 1.17 Further, it is becoming increasingly difficult to retain trained employees in several sectors e.g., the tourism industry. These employees become highly marketable once they attain a certain level of proficiency and maturity. The pay and conditions of employment on offer elsewhere are, among others, the determining factors inducing job mobility.
- 1.18 The critical labour market issues highlighted cannot be left unattended and call for timely remedial action. To partially address the issues it would be advisable for:
 - (a) the NMW to be set at a reasonable level to serve as a floor wage for the determination of the pay of occupations above the NMW; and
 - (b) statutory wages reflecting fair differentials commensurate with different levels of responsibility to be, subsequently, set by occupations in line with the provision of Section 91(A) of the Employment Relations Act 2019.

Approach

Consultations/Working Sessions with Concerned Stakeholders

- 1.19 The Council held several working sessions with interested and concerned firms to assess the impact of different hypothetical NMW increases on firms in different sectors of the economy.
- 1.20 Consultations have additionally been held with a maximum number of relevant parties and institutions to obtain information and to thoroughly examine and consider views and comments.
- 1.21 Due care has been taken to gauge the merits and demerits of the views and proposals obtained from all quarters.
- 1.22 Extensive consultations and discussions were also held at the level of the Council and its Technical Committee.
- 1.23 A list of meetings and working sessions held with relevant stakeholders is given at **Appendix I** of the Report.

Research and Data Collection

- 1.24 In the discharge of its functions, the Council has collected and analysed data and information on wages and related matters; conducted research on wages and socio-economic indicators; and carried out studies on the review of national minimum wages in foreign jurisdictions.
- 1.25 The Council has utilized a range of the latest and most useful research techniques and data sources to underpin its analysis and guide its deliberations.

Methodology and Process

- 1.26 To obtain the buying-in of all partners, the Council has, in essence, proceeded as follows:
 - (a) Compute, in the first instance, a series of hypothetical national minimum wage values based on different methodologies.
 - (b) Analyse the impact of relevant selected hypothetical national minimum wages on the costs of operations and profitability of selected firms.

- (c) Hold consultations both with stakeholders and at the level of Council on the implications of the different selected options.
- (d) Determine the most appropriate option having regard to the need to improve the status of minimum wage workers while ensuring their continued employment.
- 1.27 The different methodologies as well as the analysis of the impact of different options (hypothetical national minimum wage values) are expatiated upon in Chapter 4 of the Report.

Structure of the Report

- 1.28 The Report comprises five Chapters as follows:
 - **Chapter 1** covers the evolution of national minimum wage, the current provisions thereof, the background to the report and the approach and methodology adopted for this review.
 - **Chapter 2** deals with the impact of the national minimum wage to date particularly for the period July 2022 to June 2023.
 - **Chapter 3** covers the economic situation, the statutory considerations and the views of different stakeholders
 - **Chapter 4** deals with the different methodologies used to arrive at Hypothetical minimum wage values.
 - **Chapter 5** culminates with the recommendations on the national minimum wage and the related issues.

Acknowledgements

The Council would like to express its grateful thanks to all persons who have been associated 1.29 in one way or the other with the preparation of this review. We expressed our thanks to all private sector companies who under the aegis of Business Mauritius and MEXA deponed before the Council and supplied us with the necessary information. Our thanks also goes to the representatives of institutions who in response to our invitation provided us with pertinent information related to their sectors. We are also grateful to the Mauritius Revenue Authority (MRA) and Statistics Mauritius (SM) for the submission of timely data on request. We are grateful to several officials of the Ministry of Labour, Human Resource Development and Training (MLHRDT) who were kind enough to spare their valuable time to give us the benefit of their views on various important issues and to reply to our queries. We are equally grateful to the professional representatives of several institutions particularly the Bank of Mauritius (BoM), for sharing their considered views on complex issues, and to supply us the factual information and other data requested by us from time to time. Our thanks go to the ILO for its assistance. Our special thanks also go to the Council's members for their views and contributions.

Conclusions

1.30 The recommendations contained in this Report are based on substantive reasons and are self-explanatory. The implementation of the 2024 national minimum wage review is expected to improve the standard of living of minimum wage workers and their families, lift a substantial number of households beyond the poverty line, and improve income distribution of wage earners at the bottom of the ladder; and these without unduly jeopardizing employment and employment creation.

CHAPTER 2

Impact of the Implementation of the national minimum wage for the Period Q2 2022 to Q2 2023

The history of the implementation of the nmw has continued to be a success story to date. Evidence has indicated a positive impact on the labour market in terms of both employment and wage increases as well as in narrowing the gender pay-gap. It has also impacted favourably on the wages of low wage workers in general and on the basic wage distribution in the country as shown by the contraction of the Gini-Coefficient, the Palma Ratio and the Inter-Decile Ratio. These ratios would further be reduced if account is taken of the different topping up allowances paid by Government. Further, focused inspections carried out by the Ministry of Labour, Human Resource Development and Training revealed that conformity to the nmw stands at 97.6 per cent.

- 2.1.1 This Chapter reports on the impact of the implementation of the national minimum wage to date and particularly on certain pertinent labour market and other indicators for Q2 2022 to Q2 2023. It essentially focuses on
 - (a) The impact on the labour market from Q2 of 2022 to Q2 of 2023; and
 - (b) The impact on wage and income distribution from 2017 to 2023
- 2.1.2 The Chapter covers three sections as follows:
 - (a) Impact based upon SM data
 - (b) Analysis based upon MRA data
 - (c) Compliance based upon focused inspections carried out by the Ministry of Labour, Human Resource Development and Training.

SECTION 1

Impact on the Labour Market - Employment and Unemployment

2.1.3 Evidence continues to indicate that the implementation of the NMW has not adversely affected employment growth, in aggregate, as reported in previous Impact Reports.

Particulars	Q2 2022 Q2 2023		Q2 2022 to Q2 2023
Labour Force (Economically Active)	560,800	591,300	+30,500
Employment	515,500	553,200	+ 37,700
Unemployment	45,300	38,100	-7,200
Unemployment Rate	8.1	6.4	-1.7

Source: SM

- 2.1.4 The labour force which contracted heavily in the wake of Covid-19 continued to expand thereafter. It increased by 30,500 from Q2 2022 to Q2 2023. The increase in the labour force has been accompanied by a higher increase in employment with favourable impact on the rate of unemployment. In fact, unemployment rate which stood at 9.2 per cent in 2020 reached 8.1 per cent in Q2 2022 and has now reached 6.4 per cent in Q2 2023.
- 2.1.5 Employment increased by 37,700 from 515,500 in Q2 2022 to 553,200 in Q2 2023 representing an increase of 7.3 per cent. This increase comprises:
 - (a) Employees: 27,500
 - (b) Own account workers: 11,400
 - (c) Contributing family workers: 4,100; and
 - (d) A fall of 5,300 employers.
- 2.1.6 The share of female employees as a proportion of total employment has increased from 36.7 per cent in Q2 2022 to 40.7 per cent in Q2 2023.

Unemployment Rate

- 2.1.7 The unemployment rate which stood at 8.1 per cent in Q2 2022 fell to 6.4 per cent in Q2 2023.
- 2.1.8 The youth unemployment rate, which stood at 26.1 per cent in Q2 of 2022 improved to 18.1 per cent in Q2 2023.

Characteristics of unemployment

- 2.1.9 The unemployed at the second quarter of 2023 stood at 38,100 comprising:
 - (a) Males: 15,600 (41%)
 - (b) Females: 22,500 (59%)
- 2.1.10 The main characteristics of the 38,100 unemployed at the second quarter of 2023 were:
 - (a) Around 21,400 of the unemployed were single [males (83%) and single females (38%)]
 - (b) 21,400 not having the Cambridge School Certificate (SC) or equivalent and among whom 3,900 not even having the Primary School Achievement Certificate (PSAC)/Certificate of Primary Education (CPE) or equivalent
 - (c) 10,900 looking for a first job.
 - (d) 18,100 registered at the Employment Information Centre.
 - (e) 4,300 heads of households.
 - (f) 5,700 living in households with no employed persons.
 - (g) 13,100 youth aged between 16 to 24 years.
 - (h) 7,100 young persons aged 16 to 24 years, not yet married and looking for a first job.
 - (i) Some 4,300 hold a qualification below SC.

Employment in Export Oriented Enterprises

2.1.11 EOEs consist of enterprises formerly holding an EPZ certificate as well as enterprises manufacturing goods for export and holding a registration certificate issued by the ex-Board of Investment.

Table below shows the evolution of the number of enterprises and employment from June 2022 to June 2023.

Year	No of Employment		Change (Employment)		
	enterprises	Linployment	Absolute	%	
2022 (June)	232	35,088	-959	-2.7%	
2023 (June)	231	34,471	-617	-1.8%	

Source: SM & NWCC

2.1.12 The number of enterprises in the EOEs fell from 232 in June 2022 to 231 in June 2023. Employment fell by 617 from 35,088 in June 2022 to 34,471 in June 2023. This difference of -617 is made up of an increase of 294 Foreign Workers and a decrease of 911 Mauritian Workers.

- 2.1.13 Mauritian employment in the EOEs stands at 56 per cent while foreign employment stands at 44 per cent.
- 2.1.14 While Mauritian employment in the EOEs is predominantly female with 11,051 representing 57 per cent of total Mauritian employment, foreign employment is predominantly male with 10,759 representing 71 per cent of total foreign employment in the EOEs.

Wage Rate Index

2.1.15 The **Wage Rate Index (WRI)**, which gauges changes in labour costs across the economy, which stood at 93.1 for the year 2019 rose to 104.5 for the year 2022 representing an increase of 12.2 per cent for the three-year period 2020 to 2022. On the other hand, for the same period the headline inflation rose by 18.1 per cent signifying an improvement of wages in nominal terms but a decrease in real terms.

Year	Wage Rate Indices	Wage Rate Indices (2019 = 100)	Consumer Price Index (2019 = 100)
2019	93.1*	100**	100**
2020	94.1*	101.1**	102.5**
2021	96.9*	104.1**	106.6**
2022	104.5*	112.2**	118.1**

*Source: SM

** Computation by NWCC

2.1.16 The wage rate index which stood at 103.7 in Q2 2022 increased to 111.2 in Q2 2023 representing an increase of 7.2 per cent against a rise in the consumer price index of 10.5 per cent confirming a fall in the wage rates in real terms. (base Q4 2021)

Labour Productivity

2.1.17 Labour productivity growth rate which fell down by 9.3 per cent in 2020 in the wake of Covid-19, increased by 11.1 per cent in 2021 partly due to base effects. However, the labour productivity continued to increase consistently in 2022 and in 2023.

Year	Labour Productivity Growth Rate
2019	1.4
2020	-9.3
2021	11.1
2022	3.1
2023	6.3

Source: SM

Impact on Wage and Income Distribution and Impact on Household

2.1.18 The implementation of the NMW has continued to raise the wage income of low-paid employees, thereby reducing income inequality. Indeed, the Palma Ratio, the Gini Coefficient and the inter-decile ratios based on wage income, have continuously improved since 2017.

Palma Ratio

2.1.19 The Palma Ratio, which measures the share of monthly earnings of the top 10 percent wage earners divided by that of the bottom 40 percent, shows a decline from 2.44 in 2017 to 1.91 in 2022 and 1.80 in 2023. This means that while in 2017 the top 10 percent earned almost one and a half times more than the bottom 40 percent, in 2023 this distance had dropped to less than one time.

	Total monthly income (Rs Million)									
Year	2017	2017 2018 2019 2020 2021 2022								
Highest 10%	2,977	3,137	3,253	3,375	3,037	3,222	3,686			
Middle 50%	4,139	4,306	4,568	4,827	4,557	4,832	5,515			
Lowest 40%	1,221	1,357	1,488	1,610	1,474	1,684	2,049			
Total	8,336	8,800	9,309	9,812	9,068	9,738	11,250			
Palma ratio	2.44	2.31	2.19	2.10	2.06	1.91	1.80			

Source: NWCC & SM





Source: NWCC

Share of Total Monthly Income

- 2.1.20 The share of total monthly income for the lowest (40%), middle (50%) and highest (10%) are given in the table and chart above.
- 2.1.21 Whereas the share of the middle 50 per cent of wage earners has remained more or less constant at around 50 per cent of the total wage income, the share of the highest 10 per cent fell from 36 per cent in 2017 to 33 per cent in 2023 while the share of the lowest 40 per cent increased from 15 per cent in 2017 to 18 per cent in 2023.

Gini Coefficient

2.1.22 The Gini Coefficient continued to improve from 2017 to 2023 as shown below.

Measures of Income	2017	2018	2019	2020	2021	2022	2023
Gini coefficient	0.448	0.440	0.432	0.429	0.420	0.408	0.394

Gini Coefficient Based on Employment Income, 2017 - 2023

Source: Based on results of Survey on Employment and Earnings (March 2023) in large establishments and Continuous Multi-Purpose Household Survey (Q2 2023) carried out by Statistics Mauritius and data from administrative sources.

According to the report titled "Building Bridges: Reducing inequalities through government intervention" by Maurice Stratégie, the introduction of the minimum wage, basic pension increases, remunerations, and income allowances have led to a reduction in the Gini coefficient to 0.304, compared to an estimated Gini index of 0.392 in 2017. It is also estimated that the share of cumulative income held by the top 10% compared to the poorest 10% has decreased from 15.4 in 2017 to 7.8 in 2022, and the share held by the top 20% compared to the poorest has decreased from 8.5 in 2017 to 4.9 in 2022.

2.1.23 The Gini Coefficient, which measures the degree of inequality in income ranges between 0 (complete equality) and 1 (complete inequality), continues to improve from 0.448 in 2017 to 0.420 in 2021, 0.408 in 2022 reaching 0.394 in 2023. The Chart below clearly indicates the falling trend of the Gini coefficient over the last 7 years.





Inter Decile Ratios

2.1.24 The distribution of maximum income by decile for the years 2017 to 2023 is given below.

Decile	2017	2018	2019	2020	2021	2022	2023
D1	4,996	6,400	7,600	7,600	8,100	9,300	10,800
D2	7,446	8,600	9,100	9,800	10,300	11,000	12,500
D3	9,152	9,600	10,400	11,100	11,600	12,400	13,800
D4	10,793	11,100	12,200	12,900	13,700	14,400	15,700
D5	12,910	13,300	14,300	15,300	15,900	16,900	18,100
D6	15,293	15,900	17,300	18,100	19,100	19,600	21,200
D7	19,144	19,800	21,000	22,400	23,700	23,700	25,500
D8	25,304	27,000	28,300	29,400	30,900	31,700	33,900
D9	38,720	40,300	42,700	43,200	45,000	46,500	48,700

Source: NWCC based on SM figures

Source: NWCC

	2017	2018	2019	2020	2021	2022	2023
D9/D1	7.75	6.30	5.62	5.68	5.56	5.00	4.51
D9/D5	3.00	3.03	2.99	2.82	2.83	2.75	2.69
D5/D1	2.58	2.08	1.88	2.01	1.96	1.82	1.68

2.1.25 The inter decile ratio for the years 2017 to 2023 works out as follows:

Source: NWCC based on SM figures

Chart 3: Inter decile ratios



Source: NWCC based on SM figures

- 2.1.26 The introduction of the NMW in 2018 and its review in 2020 coupled with the government wage compensation policy for the period 2017 to 2023 have narrowed wage differentials as measured by the inter decile ratios as follows:
 - (a) The Decile 9/Decile 1 which is an indicator for the degree of spread across the outer segments of the wage distribution has been on a downward trend from 7.75 in 2017 to 5.00 in 2022 and 4.51 in 2023.
 - (b) The Decile 5/Decile 1 which is an indicator of bottom-half of the earning distribution has also been on a downward trend from 2.58 in 2017 to 1.82 in 2022 and 1.68 in 2023.
 - (c) The Decile 9/Decile 5 which is an indicator of the top-half of the earning distribution has equally been on a downward trend from 3.00 in 2017 to 2.75 in 2022 and 2.69 in 2023.

Wage Distribution

Cumulative Frequency Curves based on SM Data

2.1.27 Cumulative Frequency Curves which measure the basic wages on the x-axis and the cumulative distribution of employees on the y-axis, gives an insight on the impact of the NMW in raising the wage of employees in the different sectors.



Chart 4: Cumulative Frequency Curve

Source: NWCC based on SM figures

- 2.1.28 The Cumulative Frequency Curves (CFC) which measure the basic wages on the x-axis and the cumulative distribution of employees on the y-axis, based on SM data, for the years 2017 to 2023 indicate:
 - (a) a larger shift to the right at the lower end showing a movement to higher wage brackets explained by the introduction of NMW in 2018, the review of the NMW in 2020 and additional remuneration in 2019, 2021, 2022 and in 2023 for employees at the lower end; and
 - (b) an observable shift at levels higher than the NMW due to market adjustment of wage relativity

SECTION 2

Quantitative analysis of Wage distribution based on MRA data

2.2.1 In this section, the Council analyses the wage distribution in the formal sector (employees on whose behalf contributions are made for social contributions/NSF) based on MRA data from 2017 to 2023.

Increase in Mauritian Contributors indicating no job loss

2.2.2 MRA data indicates that there has been no job loss due to the implementation of the national minimum wage given that the number of contributors has continuously increased, except for decreases, in year 2020 and 2021 in the wake of Covid 19.



Chart 5: Mauritian Contributors as per MRA

Source: NWCC based on MRA data

2.2.3 Evolution of D1 for period 2017 to 2023

- (a) The chart and table below indicates: *The Evolution of the value of 1st decile by sector, gender and size of firms*. The salary at D1 (the maximum salary in the lowest 10 per cent of workers) has increased by 1.6 times from 2017 to 2023.
- **(b)** The chart represents the change in the value of D1, with year 2017 being the base year (base: 2017=100)
- **(c)** The evolution of the 1st decile by sector, gender and size of firms from 2017 to 2023 indicates increases, in general, ranging from 40 per cent to 80 per cent.
- (d) The change for female and young workers, is estimated at 1.7 times i.e higher than the average.

Salary at 1st decile			
(10% lowest)	2017	2023	Change
All Mauritians	6,463	10,277	1.6
Private sector	6,727	10,866	1.6
Male workers	8,177	11,497	1.4
Female workers	6,135	10,574	1.7
Youth	5,414	9,165	1.7
Non EOEs	7,632	11,198	1.5
EOEs	4,623	8,256	1.8
Small Firms (< 10 workers)	6,052	11,139	1.8
Annual turnover			
- up to Rs 2M	9,154	12,007	1.3
- 2M to 10 M	5,747	10,941	1.9
- 10M to 250M	7,006	11,027	1.6
- > 250M	6,903	10,647	1.5
Primary sector	7,185	11,271	1.6
Secondary sector	5,181	8,938	1.7
Tertiary sector	8,281	11,433	1.4

Table: Evolution of D1

Chart 6: Evolution of D1



Source: NWCC based on MRA data

Improvement from wage band up to Rs 10,000 to wage band Rs 10,001- Rs 20,000 (2017 to 2023)

- 2.2.4 While total wage in the Private Sector has increased by 77 per cent, the wage of female workers has increased by 91 per cent implying an improvement in the gender pay gap.
- 2.2.5 The total wage bill in the (**Rs 10,001- Rs 20,000**) wage band, where many of the lowest paid workers have moved up to, has increased by 101 per cent while the increase was 139 per cent for female workers.
- 2.2.6 The increase in the band Rs 10,001 to Rs 20,000 i.e 101%, being more than the overall increase, i.e 77% confirms undoubtedly the positive impact of the NMW.



Chart 7: Total Salary of Full-Time Employees in Private Sector

Source: NWCC based on MRA data

Drop of Number of Workers in the lowest wage band (up to 10,000) – 2017 to 2023.

2.2.7 The table below shows the drop in the number of workers in the lowest band (up to Rs 10,000) as a percentage of total number, by category of workers, sectors and by size of firms.

	% of workers in the lowest band			
Year	2017	2023		
Private Sector	34.0%	7.1%		
Public Sector	3.4%	1.5%		
Female workers	38.2%	7.8%		
Male workers	21.1%	5.2%		
Youth	73.7%	12.3%		
Financial Sector	6.8%	1.8%		
Non EOEs, < 10 worker	31.7%	9.3%		
Wholesale & retail trade	41.6%	6.6%		

Source: NWCC based on MRA data

2.2.8 The number of Private sector workers in the lowest salary band up to Rs 10,000 decreased from 34.0 per cent in 2017 to 7.1 per cent in 2023.

2.2.9 The NMW has effectively impacted positively on the salary of low paid workers in the lowest 10 per cent salary range across all sectors and for different size of firms.

Drop of Low Paid Workers in Wholesale and Retail Trade

2.2.10 By way of example, for wholesale and retail, a drop of low paid workers from 41.6 per cent to 6.6 per cent has been noted. The details are provided at Annex 1.

SECTION 3

Compliance to National Minimum Wage

Cases of compliance/non-compliance as reported by the Ministry of Labour, Human Resource Development and Training (MLHRDT) over period October 2022 to August 2023.

2.3.1 Inspections regarding compliance with the NMW were carried out in 616 enterprises in various sectors of the economy covering 9,353 local workers and 5,599 foreign workers. Out of 616 enterprises visited, only 2 enterprises, 1 pre-primary school involving 3 employees and one association for disabled involving 5 employees were found to be non-compliant i.e the non-compliance rate was less than 1 per cent.(Annex 2)

Focused inspections to examine NMW Compliance

- 2.3.2 Further, at the request of the NWCC focused inspections have been carried out by the Labour Division of the Ministry of Labour, Human Resource Development and Training in firms that have regularly been making social contributions in respect of NSF and CSG on a wage lower than the NMW.
- 2.3.3 The purpose thereof was to verify compliance with the NMW among low wage workers.
- 2.3.4 The Table below gives the number of enterprises and workers covered by the inspection and the number of non-compliant cases detected, for both the EOEs and the Non-EOEs.

Particulars	No. of	No. of	No. of	No. of Non-	Proportion of
	companies	Companies	Workers	Compliant	\Non-Compliant
	surveyed	not		Cases	cases
		Complying			
Non-EOEs	101	8	2382	52	2.2 %
EOEs	25	1	251	10	4%
Total	126	9	2633	62	2.4%

Non-Compliant cases by sector

Source: MLHRDT

- 2.3.5 **Findings of the focus study have revealed that:**
 - (a) conformity to the nmw stands at 97.6 per cent for the formal sector in the country; and
 - (b) the non-conformity rate stands at 2.4 per cent for the country, 4 per cent for the EOEs and 2.4 per cent for the Non-EOEs

CHAPTER 3

SECTION 1

Recent Economic Developments and Outlook for the Domestic Economy

3.1.1 The domestic economy sustained its strong recovery during FY2022-23. The dynamism in the tourism sector remained a bright spot for domestic economic activity, underpinned by strong demand for the Mauritian destination. The buoyancy in the tourism sector had positive spillover effects on other sectors of the economy.

Review of Economic and Financial Developments

- 3.1.2 **Real GDP growth accelerated from 3.4 per cent in 2021 to 8.9 per cent in 2022.** The growth momentum is expected to be sustained throughout 2023, with output expanding by 6.8 per cent for the year.
- 3.1.3 The 'Accommodation and food service activities' sector posted an expansion of 200.8 per cent in 2022, contributing 5.1 percentage points to real GDP growth. Around 997,300 tourists visited Mauritius in 2022, representing 72 per cent of the pre-pandemic level, while tourism earnings reached a high of around Rs65 billion. The buoyancy in tourism persisted during 2023H1. Tourist arrivals totaled 596,466 for the first semester of 2023 while tourism earnings reached almost Rs42 billion. Tourist arrivals are projected at 1.3 million for 2023, amidst increased flight connectivity, encouraging forward bookings and diversification of markets.
- 3.1.4 Other major sectors of the economy also maintained appreciable growth performances. Growth in 'Manufacturing' remained sustained at 9.1 per cent and 2.4 per cent in 2022 and 2023H1, respectively. Activity within the sector was mostly driven by 'Food' and 'Other manufacturing'. Growth in the 'Construction' sector improved from 1.3 per cent in 2022 to 9.5 per cent in 2023H1, supported by a number of public and private infrastructure projects. The 'Financial and insurance activities' sector sustained a robust growth momentum of around 5 per cent during FY2022-23, reflecting strong prospects for the global business segment. Growth rates for the 'Wholesale and retail trade' and 'Information and communication' sectors have also moved closer to their respective prepandemic averages.¹

¹ Adapted from a "Note on Recent Economic Development" prepared by the Bank of Mauritius for the National Wage Consultative Council. The BoM figures are based on statistics from SM as at September 2023.

- 3.1.5 **Domestic demand gained impetus on the back of resilient consumption and investment spending**. Final consumption expenditure expanded by 3.9 per cent in 2022, but recorded a slower growth of 1.2 per cent in 2023H1, partly attributable to the dampening effects of tighter monetary policy. Gross Fixed Capital Formation expanded by 7.8 per cent in 2022 and further by 9.6 per cent in 2023H1, owing to various large-scale infrastructure projects that included the construction of smart cities, property development ²schemes, and renovation of hotels, among others. On the external front, net exports of goods and services rebounded during FY2022-23, with a positive contribution to overall economic activity. The dynamism in inbound tourism, coupled with the recovery in external demand, resulted in higher exports of goods and services. Imports of goods and services also registered notable expansions on the back of higher domestic demand.
- 3.1.6 **Inflation developments were mixed during FY2022-23.** Price pressures were elevated for the earlier part of the financial year but gradually eased, reflecting favourable factors such as normalisation of the global supply chains and decline in global commodity prices. Headline inflation rose from 8.0 per cent in June 2022 to 11.3 per cent in February 2023, but subsided to 10.5 per cent in June 2023. Year-on-year inflation increased from 9.6 per cent in June 2022 to 12.2 per cent in December 2022, before declining to 7.9 per cent in June 2023.
- 3.1.7 **The strength in domestic economic activity helped to improve labour market conditions.** The unemployment rate declined from 7.7 per cent in 2022 to 6.6 per cent in 2023H1. The female unemployment rate has set a new record low, dropping from 10.2 per cent in 2022 to 8.8 per cent in 2023H1. Youth unemployment rate declined significantly from 25.1 per cent in 2022 to 19.1 per cent in 2023H1. Labour market conditions are expected to improve further, following recent budgetary measures taken to boost female and youth labour participation.
- 3.1.8 The Wage Rate Index (WRI), which gauges changes in labour costs across the economy, rose by 0.5 per cent in 2023Q2 compared to 2023Q1, reflecting higher wages in the 'Wholesale and retail trade; repair of motor vehicles and motorcycles' (3.7 per cent), 'Electricity, gas, steam and air conditioning supply' sector (2.8 per cent), followed by 'Construction' (1.6 per cent), 'Accommodation and food service activities' (1.4 per cent) and 'Manufacturing' (1.2 per cent). However, the 'Public administration and defence'; noted a respective decline of 0.5 per cent in wages in 2023Q2 compared to the previous quarter. This was mainly due to changes in the mix of employees within occupations and decrease in regular allowances.

Adapted from a "Note on Recent Economic Development" prepared by the Bank of Mauritius for the National Wage Consultative Council (2023). The BoM figures are based on statistics from SM as at September 2023.

- 3.1.9 **Labour productivity improved in 2022 as a result of higher economic activity.** Labour productivity, a key component of output growth and primary determinant of future gains in GDP per capita, increased by 3.1 per cent in 2022 compared to 11.1 per cent in 2021. Average compensation of employees, which rose by an annual average of around 5.0 per cent from 2012 to 2021, increased by 6.0 per cent in 2022. Unit labour cost rose by 2.8 per cent in 2022 after an increase of 5.3 per cent in the previous year. The unit labour cost in US dollar terms declined by 0.5 per cent and 2.8 per cent in 2021 and 2022, respectively. This was mostly due to the depreciation of the Mauritian rupee vis-à-vis the US dollar.
- 3.1.10 **The current account deficit narrowed significantly in FY2022-23**, as renewed dynamism in the tourism sector and elevated global interest rates led to improvements in the services and primary income accounts of the balance of payments, respectively. The ³current account deficit is estimated to have declined from Rs71.0 billion in FY2021-22 (13.6 per cent of GDP) to Rs45.3 billion (7.4 per cent of GDP) in FY2022-23, with higher surpluses in the services and primary income accounts as well as lower deficit in the secondary income account mitigating the impact of the widening trade deficit.
- 3.1.11 The rupee exchange rate continued to be influenced by movements in major currencies on international markets, as well as by domestic demand and supply conditions. On a weighted average dealt selling rate basis, between end-June 2022 and end-June 2023, the rupee depreciated by 1.1 per cent against the US dollar, partly reflecting the strength of the US dollar on international markets. The rupee depreciated by 4.6 per cent and 4.8 per cent against the Pound Sterling and Euro, respectively, over the same period.
- 3.1.12 **Y-o-y growth in bank loans to the private sector gained traction, increasing from 5.0 per cent in June 2022 to 7.5 per cent in June 2023.** Y-o-y, bank loans to Other Nonfinancial Corporations (ONFCs) recovered from -0.8 per cent in June 2022 to 3.2 per cent in June 2023, mostly reflecting increases in 'Wholesale and retail trade' and 'Real estate activities' sectors. On the other hand, y-o-y growth in bank loans to households slowed from 13.3 per cent in June 2022 to 12.9 per cent in June 2023.

Adapted from a "Note on Recent Economic Development" prepared by the Bank of Mauritius for the National Wage Consultative Council. The BoM figures are based on statistics from SM as at September 2023.

Outlook

- 3.1.13 Going forward, the domestic economy is expected to maintain a solid performance, supported by the sustained dynamism in its main economic pillars. The momentum in tourism-related activities is expected to persist, and underpin broad-based growth in various sectors of the economy. The manufacturing sector remains subject to demand and supply challenges, but will nonetheless contribute positively to economic activity. The construction sector is expected to be buoyed by several large-scale infrastructure projects, including residential housing, hotel and other property development projects, currently under way or in the pipeline. The financial sector will also maintain a solid performance, as Mauritius consolidates its position as an IFC (International Finance Centre) of repute. Domestic demand will be largely driven by sustained private and public sector consumption⁴ and investment spending, amidst improved business environment and renewed investors' and consumers' confidence. ⁵
- 3.1.14 **Price pressures in the domestic economy are expected to subside.** The normalisation of global food and energy prices, as well as the easing of global supply and logistics disturbances, will help in lowering domestic inflation. The policy rate was kept unchanged at the September MPC (Monetary Policy Committee*) meeting and past policy rate hikes are still working through the economy to keep core inflation from gaining traction. The policy normalisation is also expected to keep inflation expectations well anchored. Headline inflation is projected to reach around 7.0 per cent by December 2023 and gradually converge towards the Central Bank's target range for inflation during the course of 2024. ⁶

⁶ Adapted from a "Note on Recent Economic Development" prepared by the Bank of Mauritius for the National Wage Consultative Council. The BoM figures are based on statistics from SM as at September 2023.

SECTION 2

Statutory Considerations

Statutory Considerations for the 2024 national minimum wage review

- 3.2.1 Section (2) of the NWCC Act provides that the Council shall, before making a recommendation on the national minimum wage, to the Minister, have regard to:
 - (a) the need to improve the living conditions of the lowest paid workers and promote decent work;
 - (b) the overall economic situation;
 - (c) the need to increase the rate of economic growth and to protect employment; and
 - (d) national competitiveness.
- 3.2.2 The Council expatiated on these overriding considerations in both the 2018 and the 2020 Reports. As these statutory considerations are still valid, they are being maintained or updated with relevant changes, where deemed expedient.
- 3.2.3 The issue of overall economic situation and outlook has been dealt with in section 1 of this Chapter.

The need to improve the living conditions of low paid workers and promote decent work

- 3.2.4 As stated in its previous Reports, the Council holds the view that the improvement of living conditions of low paid workers requires, among others, an increase in their disposable income to enable higher consumption. It may be advisable for such an increase to be relatively higher for low paid workers in relation to other income earners.
- 3.2.5 Moreover, decent work which is concerned with the availability of employment in conditions of freedom, equity, security, and human dignity should proactively be promoted. It has four key components: employment creation, social protection, rights at work, and social dialogue.
- 3.2.6 Decent work sums up the aspirations of people in their working lives. It involves opportunities for work that is productive and delivers a fair income, security in the workplace and social protection for families, better prospects for personal development and social integration, freedom for people to express their concerns, organize and participate in the decisions that affect their lives and equality of opportunity, and treatment for all women and men.
- 3.2.7 In reviewing the minimum wage, it would be advisable to ensure an increase in the disposable income of minimum wage earners and their households having regard to the need to improve the living conditions of low paid workers.

The Need to Increase the Rate of Growth

- 3.2.8 Economic growth refers to the increase in the size of the national cake (GNP) that the factors of production of the country produce annually. The need for economic growth cannot be over exaggerated considering that growth if equitably shared implies higher standard of living for the whole population.
- 3.2.9 The Council notes that it has been government policy to take continuous measures to sustain economic growth and it has been stressed regularly that such growth need to be inclusive and to be accompanied by shared prosperity.
- 3.2.10 The Council considers that recommendations concerning the minimum wage should while ensuring an improvement in the consumption basket of low wage households do not jeopardise desirable investment and sustained economic growth.

The Need to Protect Employment

- 3.2.11 Protecting and creating employment have been and are still key objectives of Government, considering both the social and economic costs associated with a high level of unemployment.
- 3.2.12 Greater employment contributes to economic performance. Employment and households' income help to sustain household consumption expenditure, thus bolstering future economic growth which in turn has the effect of increasing investment, creating employment and improving the standard of living of the nation.
- 3.2.13 Evidence indicates that the implementation of the NMW has not, in general, adversely affected the growth in employment to-date. Evidence also indicates that though the wage rate index has increased in nominal terms, it has decreased in real terms for the period 2020 to 2023. Moreover, productivity which contracted by 9.3 per cent in 2020 in the wake of Covid-19 increased by 11.1 per cent in 2021. It further increased by 3.1 per cent in 2022 and is expected to grow by 6.3 per cent in 2023. These factors compounded by the rise in the cost of living call for a reasonable wage review.
- 3.2.14 The Council holds the view that any increase in the NMW that may seriously jeopardise both existing employment and creation of future employment should be accompanied by further financial and other support measures.

The need to ensure national competitiveness

- 3.2.15 It has been submitted that (a) several competitor countries e.g. Madagascar, Bangladesh, India, Vietnam and Turkey have a relative advantage compared to Mauritius (b) firms in Mauritius have the disadvantage of being far from their markets both for the sale of the finished products and for the procurement of raw materials, involving higher transport costs and longer delivery and procurement time (c) there is a risk for local firms/enterprises to relocate their businesses in other countries, particularly in Africa, which are providing many incentives such as Textile Parks.
- 3.2.16 Consequently, in reviewing the national minimum wage, the Council considers it necessary to provide for appropriate support measures to ensure the continued competitiveness of local firms.

SECTION 3

Other considerations

Views of Stakeholders

Views on Methodology for determination of NMW

- 3.3.1 The representatives of employer suggest that the NMW should be a proportion of the median wage as provided in the NWCC Act.
- 3.3.2 Representatives of workers considered that the household expenditure methodology should also be used considering the current household budget survey.
- 3.3.3 According to SM, the collection of data with regards to this survey will be completed by the end of December 2023.

Pay Components of the NMW

- 3.3.4 MEXA has proposed that the food and housing Allowances for migrant workers be maintained as pay components for the EOE sector considering (a) that this is an international practice; and (b) the costs relating to food and housing have increased and currently stand at around Rs 4000 monthly.
- 3.3.5 Representatives of workers considered that the food and housing allowances should be excluded as pay components of the NMW. However, they would have no objection that same be effected in a phased manner.

Issue of a single NMW

- 3.3.6 Representatives of employers considered that it would be advisable to differentiate between workers with no skills, qualifications or experience (section 5b (iv)) and semi-skilled workers as implicitly provided by section 5b (i) of the NWCC Act to forestall any subsequent claim for relativity adjustment between these two categories of workers.
- 3.3.7 Representatives of workers submitted that it would not be advisable to have two NMW considering that the authorities have already agreed to only one NMW for both categories.
- 3.3.8 They additionally submitted that the claim for relativity adjustment becomes relevant only for workers with skill higher than the semi-skilled employees.

Guaranteed Income

3.3.9 In general Council members hold the view that the principle of minimum guaranteed income, introduced in the 2018 Report and expatiated upon in the 2022/2023 budget speech, should continue and be made up of the NMW payable by the employer (with the appropriate financial support) and the topping up allowances payable to employees by Government, as is presently the case.
Financial and Other Support Measures

- 3.3.10 Several firms deponing under the aegis of Business Mauritius (BM) and MEXA have submitted that they would, considering the level of increase in the NMW, require financial assistance to ensure that they stay in business. They submitted that it would not be possible to pass on the increase to their consumers. In a few instances, the exporting firms submitted that they had already signed contract with their buyers up to 2024 based on their present costs of operation.
- 3.3.11 A few of the firms also submitted that they were facing serious problems recruiting Mauritians and they have requested that measures be taken by relevant authorities to facilitate recruitment of migrant workers.
- 3.3.12 Other firms have emphasized their cash flow problem and they have therefore requested for measures to facilitate access to capital.
- 3.3.13 BM expatiated on the problems faced by several firms with regard, among others, to cash flow and the difficulty in recruiting Mauritians. In that context, it submitted a report on *'Survey to Assess Business Recovery and Resilience in Mauritius'* prepared under its leadership in partnership with SM and the United Nations Development Programme (UNDP).
- 3.3.14 Firms also emphasized the need to increase productivity in the manufacturing sector and the EOE. They also called for the maintenance of the rebate schemes.
- 3.3.15 One of the worker's representative, while agreeing to the principle of support to firms which cannot finance the increase in the NMW, considers that Council should not spell out the parameters for the financial support.

CHAPTER 4

Methodology & Hypothetical Minimum Wage Values

4.1 This Chapter elaborates on the methodologies for the computation of Hypothetical national minimum wage values – an important step to examine the impact of different options and to facilitate focused discussions on the National Minimum Wage Review 2024.

The Kaitz Ratio – National Minimum Wage as a Share of Median

- 4.2 Section 5 subsection (b) (i) of the National Wage Consultative Council (NWCC) Act provides, *inter alia,* for "a national minimum wage equivalent to a proportion of the domestic Median Wage of the preceding year for the lowest paid workers". This proportion is referred to as the Kaitz Ratio.
- 4.3 The Kaitz ratio is the proportion of minimum wages to the mean or the median wage. This measure provides an indication of how high wages are set relative to the average or median wage level for a given country.
- 4.4 The Median Wage is the boundary between the highest 50 per cent and the lowest 50 per cent of wage earners in the wage distribution. It is a preferred measure to Mean Wage for international comparisons as it accounts for differences in wage dispersions across countries (ILO, 2019). The Median Wage is the wage in the middle of the country's wage distribution whereas the Mean Wage is just the average wage of all workers in a country.
- 4.5 Typically, the Mean Wage is disproportionally higher in countries with high income inequality as high-income earners pull up the average. Thus, the Median Wage within a country is usually a better representation of what the majority of wage earners' income is within a country.
- 4.6 Table below gives the evolution of the Kaitz ratio i.e., NMW as a proportion of the Median Wage of the previous year from 2018 to 2023.
- 4.7 The median wage, as estimated by SM, for the year 2023 stands at Rs 18,100 a month. The hypothetical NMW values based on different Kaitz ratio are shown below:

Proportion based on Median	HNMW Values
70%*	12,670
72.5%	13,122
75%	13,575

*A reasonable proportion of the median wage may be higher than the international benchmark of 66% due to the skewness of the Mauritian wage distribution.(The median wage is around two third of the mean wage.)

Hypothetical National Minimum Wage Values based on Proportion of Mean Wage

- 4.8 Foreign experience shows that several countries use the Mean Wage as a reference and set their minimum wage between 40 to 50 per cent of the mean.
- 4.9 The hypothetical national minimum wage values on the basis of different proportions around the maximum of the international benchmark is shown in the table below:

Proportion of Mean Wage	HNMW Values based on Mean Wage
45%	11,880
50%	13,200

Household Expenditure Methodology

- 4.10 The Council considers that the household expenditure methodology which takes into account the consumption of household of NMW workers is pertinent and relevant for this exercise.
- 4.11 The Household Expenditure methodology determines the hypothetical minimum wage values using as references the household expenditure and the number of wage/income earners in the household.
- 4.12 The Council considers, that the household consumption expenditure of the household at the median could be used as a reference for the purpose of the Household Expenditure Methodology.
- 4.13 The household monthly consumption expenditure, adjusted for estimated inflation up to December 2023, for a family of four comprising two adults and two children is estimated at Rs 21,500 a month by Statistics Mauritius. The household consumption expenditure includes(i)money expenditure on goods and services intended for consumption by the households; and (ii) consumption of goods and services which are either own produced, received free or at reduced price by the households.
- 4.14 The Council has worked out the hypothetical National Minimum Wage values as shown in the table below, using the following formula:

[(Monthly Household Expenditure at the median/ (Average Number of Wage/Income earners per household) and the result adjusted for social contributions)

4.15	Table 1	: Hypothetical	National	Minimum	Wage	Values	based	on	Household
	Expendit	ture for a family	of four an	d number o	fwage	earners.			

Number of Wage Earners	Household Expenditure divided by wage earners	HNMW Adjusted for social contributions
1.4.5	14,827	15,052
1.5	14,333	14,550
1.6	13,437	13,642
1.7	12,647	12,839

Source: Statistics Mauritius (SM) & NWCC

Hypothetical National Minimum Wage as a Proportion of per Capita GDP

4.16 Table below gives the evolution of the NMW as well as the Guaranteed Income of a NMW worker as a share of Per Capita GDP from 2018 to 2023. It is noted that GDP at current market prices would increase from Rs 404.5 M in 2019 to Rs 513.1 M in 2023 representing an increase of 26.8 per cent.

Particulars	2018 (Rs)	2019 (Rs)	2020 (Rs)	2021 (Rs)	2022 (Rs)	2023 (Rs)
Per Capita GDP at current mkt prices (yearly)	395,114	404,513	354,557	378,105	453,149	513,060**
National Minimum Wage (monthly)*	8,500	8,900	9,700	10,075	10,575	11,575
NMW as a share of Per Capita GDP	25.8%	26.4%	32.8%	32.0%	28.0%	27.0%
Guaranteed Income (GI) (monthly)*	9,000	9,400	10,200	10,575	11,075	12,075
GI as a share of Per Capita GDP	27.3%	27.9%	34.5%	33.6%	29.3%	28.2%

*The annual NMW and guaranteed income has been used for computation.

**Provisional

- 4.17 A minimum wage as a proportion of GDP standing in the region of 25 per cent is considered low by international standard.
- 4.18 Moreover, it has been an agreed policy in Mauritius for quite sometime that economic growth should be accompanied by shared prosperity.

- 4.19 Consequently, it would be advisable six years after the implementation of the NMW that the proportion of NMW to GDP per Capita be improved. Such a figure would improve the ranking of Mauritius internationally.
- 4.20 The **hypothetical NMW values** computed on the basis of an **improved** share in relation to **GDP per Capita at market prices** are given below.

Table 12: Hypothetical National Minimum Wage Values based on proportion of percapita GDP

Proportion per Capita	Proportion of HNMW Values
30%	12,826
32.5%	13,895
35%	14,964

Summary of Hypothetical Results

4.21 The following is a summary of the 2024 hypothetical national minimum wage values based on the different methodologies.

Summary of 2024 Hypothetical NMW values based on different Methodologies

Methodology	Amount (Rs Monthly)	Remarks, if Any
Kaitz Ratio:		
Proportion of Mean Wage 2023 i.e 50% of Rs 26,400	Rs 13,200	International proportion 40%-50%
Proportion of 2023 Median Wage i.e. Rs 18,100		International proportion
70%	Rs12,670	45%-66%*
75%	Rs13,575	
Household Expenditure Household Expenditure of a family of four at the median i.e Rs 21,500 a month divide by number of wage earners and adjusted for Social Contributions.		
1.4.5	Rs 15,052	
1.5	Rs 14,550	
1.6	Rs 13,642	
NMW as a percentage of GDP per capita of Rs 513,060 (forecast) for 2023		
30%	Rs 12,826	
32.5%	Rs 13,895	
35 %	Rs 14, 964	

* A reasonable proportion of the median wage may be higher than the international benchmark of 66% due to the skewness of the Mauritian wage distribution. Source: Council's Computation based on SM Figures

4.22 In the next chapter, the Council proceeds with, among others, the analysis of the hypothetical values and comes up with its recommendations on the 2024 Review of the National Minimum Wage.

CHAPTER 5

National Minimum Wage

Considerations and Recommendations

This Chapter culminates with the recommendations on the review of the national minimum wage with effect from 01 January 2024.

Hypothetical National Minimum Wage Values based on different methodologies

5.1 The hypothetical national minimum wage values arrived at on the basis of different scenarios range from Rs 12,670 to Rs 15,052 as shown in the table below.

Methodology	Amount (Rs Monthly)	Remarks, if Any
Kaitz Ratio:		
Proportion of Mean Wage 2023 i.e 50% of Rs 26,400	Rs 13,200	International proportion 40%- 50%
Proportion of 2023 Median Wage i.e. Rs 18,100		International proportion 45%-
70%	Rs12,670	66%
75%	Rs13,575	
Household Expenditure Household Expenditure of a family of four at the median i.e Rs 21,500 a month divide by number of wage earners adjusted for social security contributions.		
1.4.5	Rs 15,052	
1.5	Rs 14,550	
1.6	Rs 13,642	
NMW as a percentage of GDP per capita of Rs 513,060 (forecast) for 2023		
30%	Rs 12,826	
32.5%	Rs 13,895	
35 %	Rs 14, 964	

*A reasonable proportion of the median wage may be higher than the international benchmark of 66% due to the skewness of the Mauritian wage distribution.

- 5.2 The national minimum wage is being statutorily set considering the foregoing as well as (a) the statutory provisions; (b) the views of stakeholders (c) the market rates at the lower wage level; and (d) the need for the NMW to be set at a reasonable level to serve as a floor wage for the determination of the pay of occupations above the NMW.
- 5.3 In essence, the NWCC has, taking into account, that:
 - (a) the hypothetical national minimum wage value based on a proportion of median works out to around Rs 13,500, having regard to the skewness of the income distribution; and
 - (b) the hypothetical national minimum wage value based on the household expenditure methodology; and the share of GDP Per Capita works out to around Rs 15,000

considered that Rs 15,000 a month, representing 82.9 per cent of the median wage of the previous year would be an appropriate figure for this review.

- 5.4 The implementation of the proposed amount would be subject to Government providing the necessary financial support to employers/firms who do not have the capacity to finance the whole increase.
- 5.5 The Council has, therefore, recommended a uniform nmw for all sectors including the EOE. It has recommended, that the monthly nmw payable by the employer to be Rs 15,000 which represents an increase of 29.6 per cent for Non-EOE sector (presently Rs 11,575 a month) and an increase of 37.9 per cent for EOE sector (presently Rs 10,875).

Recommendations

Review of NMW

5.6 The Council therefore recommends that the monthly National Minimum Wage payable by the employer be Rs 15,000 subject to the provisions of paragraphs 5.7 to 5.11 below.

Financial Assistance to Employers/Firms

- 5.7 The Council recommends that firms/employers including individual employers who do not have the capacity to finance the increase in the national minimum wage be given, on application to the MRA, such assistance as Government may decide.
- 5.8 In devising the financial assistance mechanism the authorities may wish to consider the following:
 - (a) The quantum of the recommended increase of the NMW with effect from 1st January 2024;
 - (b) The quantum of increase based on a reasonable proportion of the median(as per the law); and
 - (c) The extent of profitability or otherwise of the firm.

The NMW as a basic wage

5.9 The NMW increased by subsequent statutory compensation shall, subject to any regulations to the contrary, be considered as a basic wage for all intent and purposes and particularly for social and other mandatory contributions.

Pay Component for Accommodation of Migrant Workers

5.10 The NMW shall be inclusive of an amount of Rs 1,500 a month for provision of accommodation in respect of migrant workers in the EOEs and for such sectors as may be prescribed.

Guaranteed Income of NMW and other Low Wage Workers

5.11 The Council recommends that the principle of a Minimum Guaranteed Income for NMW and other Low Wage Workers be maintained.

ANNEXES



Impact of NNW in the Wholesale and Retail Trade

Source:NWCC based on MRA Data

Annex I

Annex II

Nat	ional Mir	imum Waş	ge Con	pliance	/Non-	Compliance									
Regula	r Inspect	ions for pe	eriod O	ctober	2022 t	o August 20	23								
	Α	В		С		D E				F		G			
Sector	Number of enterpris es visited	Number of enterprise sin complianc e with	work	workers benefiting from NMW		Number of enterprises not in- compliance	Number of LOCAL workers not benefiting from NMW		EXI	Number of EXPATRIATE workers benefiting from NMW		Number of EXPATRIATH workers not benefiting from NMW		IATE not from	
	es usiteu	NMW	М	F	Т	with NMW	М	F	Т	М	F	Т	М	F	Т
Attorneys and Notaries	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Baking Industry	4	4	16	5	21	0	0	0	0	14	0	14	0	0	0
Banks Fisherman	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Blockmaking	3	3	562	8	570	0	0	0	0	436	0	436	0	0	0
Catering & Tourism	66	66	393	548	941	0	0	0	0	8	0	8	0	0	0
Cinema Employees	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Cleaning Enterprises	3	3	147	657	804	0	0	0	0	0	0	0	0	0	0
Distributive Trades	371	371	801	1534	2335	0	0	0	0	2	0	2	0	0	0
Domestic Workers	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Electrical, Engineering, etc.	6	6	47	10	57	0	0	0	0	15	0	15	0	0	0
Export Enterprises	19	19	767	1504	2271	0	0	0	0	2494	2305	4799	0	0	0
Factory Employees	48	48	649	432	1081	0	0	0	0	268	0	268	0	0	0
Field Crop & Orchard	1	1	80	50	130	0	0	0	0	0	0	0	0	0	0
Information & Communication Tech	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Light Metal	10	10	70	16	86	0	0	0	0	34	0	34	0	0	0
Livestock	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Newspaper & Periodicals	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Office Attendants	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Preprimary Schools	4	3	0	11	11	1	0	3	3	0	0	0	0	0	0
Printing Industry	2	2	32	6	38	0	0	0	0	16	0	16	0	0	0
Private Hospitals	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Private Secondary Schools	1	1	1	8	9	0	0	0	0	3	3	6	0	0	0
Private Security Services	2	2	185	58	243	0	0	0	0	0	0	0	0	0	0
Public Transport	3	3	9	3	12	0	0	0	0	0	0	0	0	0	0
Road Haulage	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Salt Manufacturing	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Sugar industry (Agri)	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Sugar Industry (Non-Agri)	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Tailoring Trade	1	1	2	0	2	0	0	0	0	0	0	0	0	0	0
Tea Industry	1	1	54	36	90	0	0	0	0	0	0	0	0	0	0
Travel Agents & Tour	2	2	0	1	1	0	0	0	0	0	0	0	0	0	0
Operators Workers covered by the		68	216	435	651	1	0	5	5	1	0	1	0	0	0
Workers' Rights Act TOTAL	616	614	4031	5322	9353	2	0	8	8			5599	0	0	0
IUTAL	010	V17	1031	5544	1333	4				5471	2500	5555			v

Annex III

GLOSSARY OF TERMS

Cumulative Frequency Curve (CFC)	It measures basic wages on the x-axis and the cumulative distribution of employees on the y-axis.
Employment (Source: SM)	The employed population consists of Mauritians ages 16-64 not in full time education who have worked for pay, profit or family gain for at least one hour during the reference week of a month. It includes individuals who are <u>temporarily absent</u> from work for reasons such as working time arrangements, nature of their work, public holidays, annual leave, sick leave, maternity/paternity leave.
	Individuals <u>absent for other reasons</u> such as parental leave, education leave, other personal leave, furlough, layoff, temporary disorganization or suspension of work, lack of clients, capital or materials, strike, government lockdown, quarantine, disaster, etc. are classified as employed if one of the following two conditions hold:
	(i) total expected duration of absence is three months or less,
	 (i) a worker continues to receive a remuneration (full or partial) paid by the employer.
Export Oriented Enterprises (EOEs)	Export Oriented Enterprises comprise enterprises formerly operating with an export certificate and those export manufacturing enterprises holding a registration certificate issued by the ex - Board of Investment.
Full-Time Employee	If a worker performs a number of working hours as prescribed in the relevant labour legislation or specified in his written contract of employment or agreed upon between himself and his employer, he is considered to be a full-time employee.
Part-Time Employee	In the event for a full-time worker a worker puts in a lesser number of hours of work than specified above, he is considered to be a part- time employee according to the Workers' Rights Act 2019.
Palma Ratio	The Palma ratio is a statistical tool that measures the income inequality of the country. It is obtained by dividing the share of monthly earnings of the top 10 per cent wage earners divided by the share of monthly earnings of the bottom 40 per cent.

GDP at Market Prices	Gross Domestic Product (GDP) at market prices is equal to the Gross
	Value Added at basic prices plus taxes (net of subsidies) on products.
Gini Coefficient	The degree of inequality in income is measured by the Gini coefficient that ranges between 0 (complete equality) and 1 (complete inequality).
Interdecile Ratio	Inter-decile ratios highlight the inequalities of a distribution:
	the D9/D1 ratio highlights the gap between the top (9th decile) and the bottom of the distribution (1st decile);
	the D9/D5 compares the top of the distribution to the median value;
	the D5/D1 compares the median to the bottom of the distribution.
Labour Force	Labour force or active population is made up of employed and unemployed population.
National Minimum Wage Scheme	The revised NMW scheme, as recommended by the NWCC and approved by Government for implementation with effect from 01 January 2020, provides for a guaranteed income.
	The Guaranteed Minimum Income (GMI) comprises the NMW payable by the employer and a special allowance payable by Government.
Non-Compliance	The non-compliance rate refers to the number of cases not complying to the national minimum wage as a proportion of the (a) total number of Mauritian workers; and (b) total number of Mauritian workers in the private sector.
Primary, Secondary and Tertiary Sectors	The primary sector comprises "Agriculture, forestry and fishing" and "Mining and quarrying".
	The secondary sector includes "Manufacturing", "Electricity, gas, steam and air conditioning supply", "Water supply; sewerage, waste management and remediation activities" and "Construction".
	The tertiary sector includes "Wholesale and retail trade; repair of motor vehicles and motorcycles", "Transportation and storage", "Accommodation and food service activities", "Information and communication", "Financial and insurance activities", "Real estate activities", "Professional, scientific and technical activities", "Administrative and support service activities", "Public administration and defence; compulsory social security", "Education", "Human health and social work", "Arts, entertainment, recreation" and "Other services activities".

Unemployment Rate	Unemployment rate is the ratio (%) of unemployment to labour force.
Unemployment	Unemployed population comprises all Mauritians aged 16+ who are not working but who are looking for work and are available for work during the reference period.
Wage Rate Index	The wage rate index measures changes in the price of labour, i.e., changes in the average rates actually paid by employers to their employees for work during normal working hours.

APPENDIX

APPENDIX I

Meetings with Stakeholders

NAME OF ORGANISATIONS	DATES OF MEETINGS
Statistic Mauritius	28.09.23
Bank of Mauritius	29.09.23
Mauritius Cane Industry Association (MCIA)	18.10.23
MEXA and Business Mauritius	27.10.23
Food and Agricultural Research and Extension Institute (FAREI)	27.10.23
Worker's Representatives	03.11.23
MEXA and different EOEs Firms	08.11.23
Ministry of Finance, Economic Development and Planning	10.11.23
BM and different NON-EOEs Firms	15.11.23
Mauritius Revenue authority	17.11.23

APPENDIX II

COMPOSITION OF THE NWCC BOARD

SN	NAME	DESIGNATION	ORGANISATION	
1	Mr APPANNA Beejaye Coomar	Chairperson	National Wage Consultative Council	
2	Mr BADURALLY ADAM Abdool Swaley	Temporary Deputy Director Pay Research Bureau		
3	Dr BALLAH-BHEEKA Sunita	Senior Human Resource Business Mauritius		
4	Ms SOOKRAM B. Bharati	Statistician	stician Statistics Mauritius	
5	Mr BENYDIN Deepak	Workers' Representative	Congress of Independent Trade Union	
6	Mr BOTTE David	Human Resource Manager	Afrasia Bank	
7	Dr BUNDOO Sunil Kumar	Associate Professor	University of Mauritius	
8	Mrs CHEUNG HI YUEN Linda Tang Chow Siong	Manager Human Resource	Ministry of Tourism	
9	Mr CHUTTOO Reeaz	Workers' Representative	Conféderation des Travailleurs des Secteurs Publique et Privé	
10	Mrs DHANOOPA Naveena	Industrial Relations Officer	Business Mauritius	
11	Mr DURSUN Pradeep	Chief Operating Officer	Business Mauritius	
12	Mrs JUGROO Kiswaree	Assistant Permanent Secretary	Ministry of Agro Industry & Food Security	
13	Mr GUILDHARY Paul Desire Armand	Workers' Representative	Free Democratic Unions Federation	
14	Mr MADARBOKUS Ziyaad Muhammad	Assistant Permanent Secretary	Ministry of Industrial Development, SMEs and Cooperatives (SMEs Division)	
15	Mr LI YUEN FONG Jean	President	Regional Training Centre	

SN	NAME	DESIGNATION	ORGANISATION
16	Mr LAN HING PO Pierre	Workers' Representative	Mauritius Labour Federation
17	Mrs JEETOO Shirine	Deputy Director	Ministry of Labour, Human Resource, Development and Training
18	Mrs MANNA Kalyanee	Principal Industrial Analyst	Ministry of Industrial Development, SMEs and Cooperatives (Industrial Development Division)
19	Mrs LUCHMAH Nandini	Manager Human Resource	Prime Minister's Office
20	Mr PADDIA Christ	Lead Analyst	Ministry of Finance, Economic Planning and Development
21	Mr QUEDOU Dewan	President	Mauritius Trade Union Congress
22	Mrs RAJMUN-JOOSEERY Lilowtee	Director	Mauritius Export Association
23	Dr RAMESSUR Taruna Shalini	Associate Professor	University of Mauritius
24	Mr RUHOMUTALLY Shahbaan	Human Resource Coordinator	Mauritius Export Association
25	Mr SADIEN Radhakrisna	Workers' Representative	State and Other Employees Federation
26	Mr SAHEBDIN Emam Mosadeq	Representative of CAP	Consumer Advocacy Platform
27	Mrs SAWMY Heemawtee Amrita	Head Remuneration Analyst	National Remuneration Board
28	Mr TENGUR Suttyhudeo	Representative of APEC	Association for the Protection of the Environment and Consumers (APEC)

National Wage Consultative Council, Ministry of Labour, Human Resource Development and Training – Secretariat

Mr MUDHOO Vijay Kumar, Officer in Charge

Ms DEERPAUL Saveetah, Senior Analyst

Mrs ALLEGARREE-ORANGE Karene, Management Support Office

APPENDIX III

LIST OF MEETINGS HELD

SN	TECHNICAL COMMITTEE	BOARD
1	29 March 2023 26 April 2023	
2	12 April 2023 26 July 2023	
3	24 April 2023	18 October 2023
4	28 June 2023	22 November 2023
5	19 July 2023	
6	08 September 2023	
7	27 October 2023	
8	17 November 2023	
9	20 November 2023	