



**GROUND TRUTH  
SOLUTIONS**

# **HURRICANE MARIA**

## **DOMINICA**

SURVEY OF CASH TRANSFER PROGRAMME RECIPIENTS

– EMERGENCY CASH TRANSFER SURVEY –

22 MAY 2018





# CONTENTS

OVERVIEW .....	3
Analysis.....	4
Recommendations .....	4
Overview of results for cash recipients.....	5
Overview of results for non-cash recipients .....	6
SURVEY QUESTIONS: CASH RECIPIENTS .....	7
Q1. Awareness of cash support.....	7
Q2. Effectiveness of information provision.....	8
Q3a. Ease of registering for cash support .....	9
Q3b. Ease of finding out instalment was available .....	10
Q3c. Ease of collecting or withdrawing cash.....	10
Q3d. Ease of spending the cash.....	10
Q4. Issues encountered during process .....	11
Q5. Awareness of complaints mechanisms.....	12
Q6. Satisfaction with registration period .....	14
Q7. Awareness of eligibility criteria.....	14
Q8. Community engagement .....	15
Q9. Importance of unconditional spending .....	15
Q10. Impact on current situation .....	16
Q11. Influence of cash support on migration.....	17
Q12. Support for disaster preparedness .....	17
Q13. Timeliness of cash support .....	18
Q14. Trust in the providers of cash support.....	19
Q15. Impact on household well-being .....	20
SURVEY QUESTIONS: NON-CASH RECIPIENTS .....	21
Q16. Awareness of cash support.....	21
Q17. Satisfaction with communication channels.....	22
Q18. Registration for cash support .....	24
Q19. Sufficiency of registration period .....	24
Q20. Ease of registration .....	25
Q21. Awareness of eligibility criteria.....	25
DEMOGRAPHICS: CASH RECIPIENTS.....	26
DEMOGRAPHICS: NON-CASH RECIPIENTS.....	29



METHODOLOGY.....	31
Sample size .....	31
Sampling methodology.....	31
Data disaggregation.....	31
Language of the survey .....	31
Data collection.....	31

## OVERVIEW

The Emergency Cash Transfer (ECT) programme was designed to provide immediate support to vulnerable households and children in the aftermath of Hurricane Maria that hit Dominica on 18 September 2017. This effort brought together the World Food Programme (WFP) and the United Nations Children’s Fund (UNICEF), as well as the Social Welfare division of Dominica’s Ministry of Social Services, Family, and Gender Affairs. The ECT programme reached 25,000 beneficiaries (7,400 households), including 6,000 children. A separate cash support programme managed by the International Federation of Red Cross and Red Crescent Societies (IFRC) aided an additional 2,000 households.

This report analyses interviews conducted with 339 recipients of the ECT programme and IFRC cash assistance, as well as with 282 non-recipients.<sup>1</sup> Data was collected between 3 and 26 April 2018, just as cash support by WFP, UNICEF, and the IFRC had either concluded or was in the process of distributing the last instalments to beneficiaries.

During data collection, people felt frustrated at being surveyed by various organisations while continuing to live in difficult conditions. Many people declined to participate in the survey and when we received reports from enumerators about incidents of bottle throwing and heckling, we decided to close data collection before reaching our initial target of 400 cash recipients.

Some of the key findings:

- **Benefits.** A majority of respondents say they benefitted from the cash transfers
- **Trust.** Most cash recipients trust people responsible for cash programmes
- **Timeliness.** Majority say the support came to them at an appropriate time
- **Well-being.** Despite broadly positive views, most respondents say cash support has not improved their family’s overall well-being
- **Preparedness.** Most cash recipients do not think that cash support has contributed to their disaster preparedness
- **Information.** Less than half of cash recipients think that messaging around the availability of cash support was effective
- **Eligibility criteria.** Awareness of eligibility criteria is low
- **Fairness.** Many people whose homes were badly damaged say they were not aware that they might have been eligible for cash support
- **Registration period.** Both recipients and non-recipients consider that the registration period was too short
- **Complaints.** Knowledge about how to make complaints remains low

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<sup>1</sup> As part of the [H2H Network](#)’s DFID-funded mission in the Caribbean, Ground Truth Solutions, an NGO, is providing a regular flow of feedback on community perceptions about the effectiveness of the response and their evolving needs. The surveys offer decision-makers insight into community concerns as the basis for programmatic course corrections and to manage people’s expectations. This report seeks to gauge perceptions of recipients and non-recipients around the cash support programming provided following Hurricane Maria. For reference, the reports covering the overall response in Dominica can be found on [our website](#). The raw data from the completed rounds of data collection can also be found on [HDX Connect](#).

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## Analysis of qualitative feedback

While respondents were broadly satisfied with arrangements for registration and withdrawal of cash, they were less positive about their ability to use funds to make purchases. Perceptions on this issue were especially negative among single, female-headed households. While respondents said cash transfers did not necessarily contribute to overall well-being or disaster preparedness, they were considered as timely, allowing them to purchase food items and payoff bills and loans.

Power outages and disruption of telecommunication networks hindered provision of information and most respondents said they first heard about cash support through village council members and Red Cross field teams. They were satisfied with this type of face-to-face interaction, but responses were mixed on whether information reached all Dominicans. Concerns were also voiced about the level of community consultation about the cash support programmes.

## Recommendations

**Reflect and enquire.** Circulate this report and talk to your colleagues and partners about the findings. If the data begs further questions, go out and talk to communities so that you understand more clearly what lies behind their views and how you can respond. It is recommended that these findings be used to plan future livelihood and social protection projects, as well as help tailor the communication strategies used immediately following a disaster and the months after during which recovery is taking place.

**Communicate.** The priority now is to provide clear information about ongoing and future recovery plans and social protection programmes. People are keen to understand what they can expect and when they can expect it. This should be part of a broader exercise that unpacks long-term plans so people understand short term benefits.

**Explore** use of transfer mechanisms and communication channels that are less dependent on technology. And ensure information continues to flow throughout the programme cycle.

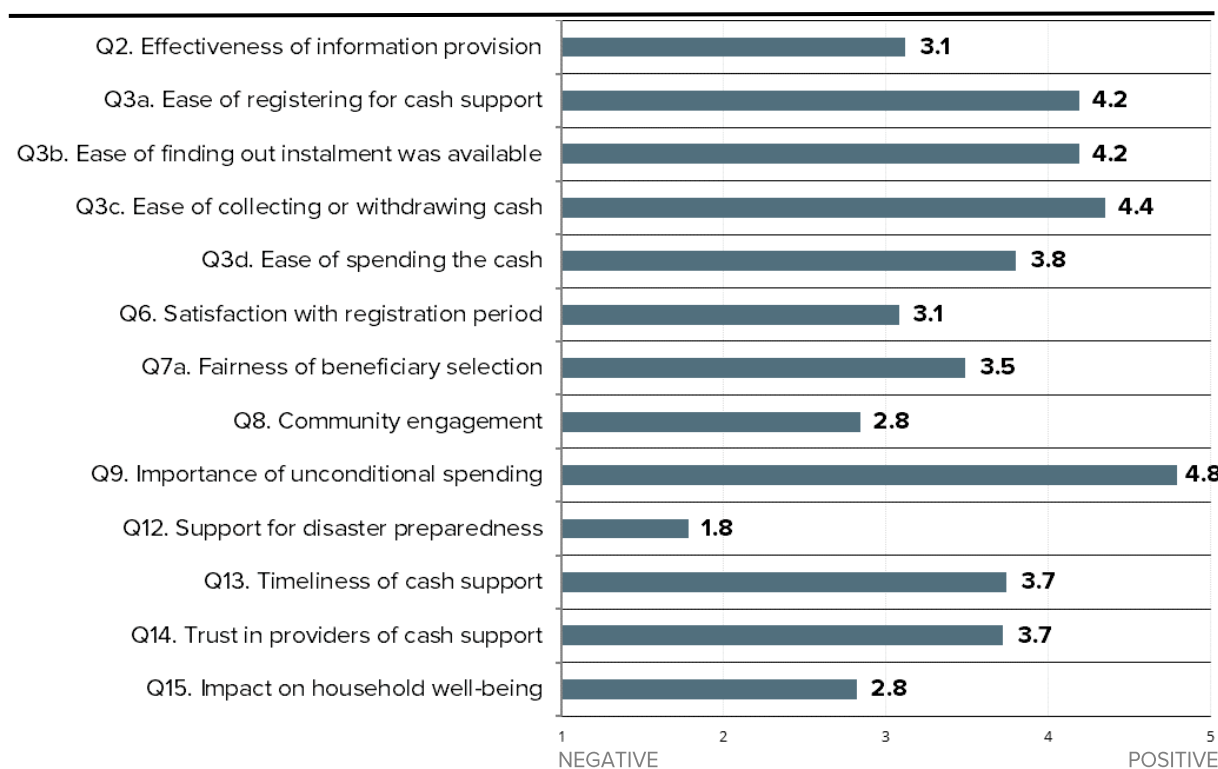
**Find out** whether factors like inflation or limited stocks in stores constrained people's ability to purchase the goods they wanted.



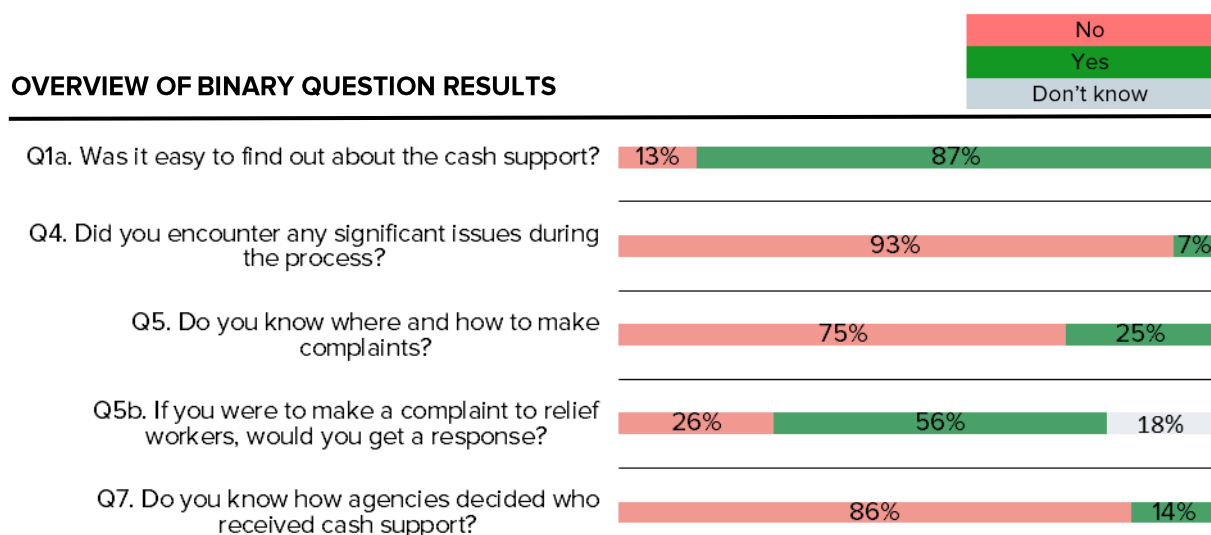
## Overview of results for cash recipients

We use a five-point scale for closed questions. Mean scores above three indicate a tendency to agree while those below three suggest a tendency to disagree. A more detailed analysis is provided in the question-by-question breakdown of responses.

### OVERVIEW OF MEAN SCORES PER QUESTION



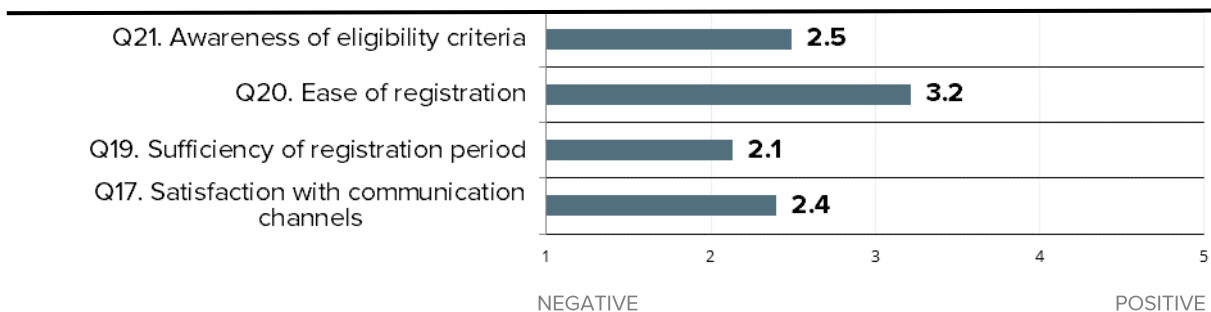
### OVERVIEW OF BINARY QUESTION RESULTS



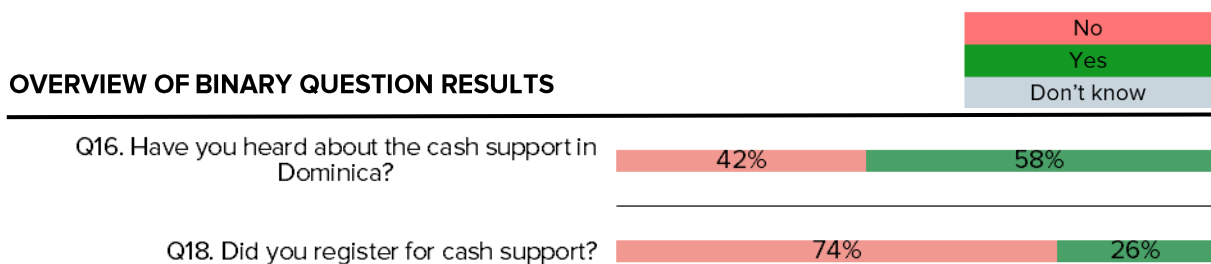


# Overview of results for non-cash recipients

## OVERVIEW OF MEAN SCORES PER QUESTION



## OVERVIEW OF BINARY QUESTION RESULTS

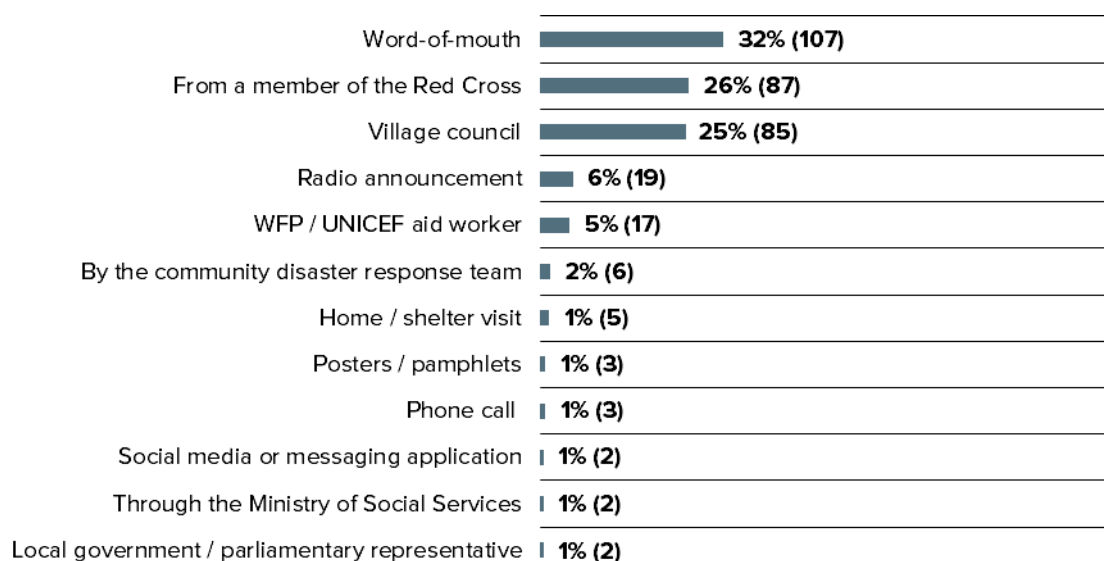


# SURVEY QUESTIONS: CASH RECIPIENTS

For closed questions, the bar charts show the percentage of respondents who selected each answer option, with colours ranging from dark red for negative answers to dark green for positive ones. For open questions, the bar charts indicate the percentage and frequency of respondents with answers pertaining to a particular theme. For open questions, percentages do not always total 100% because respondents might have been given the option to provide multiple answers. For each question, we indicate the main take-away or conclusion drawn from the data.

## Q1. Awareness of cash support

### How did you first find out about the cash support that has been made available to you?



Most respondents first found out about cash support through word-of-mouth, from a member of the Red Cross, and their respective village council.

### Follow-up question to Q1:

### Was it easy for you to find out about the available cash support?



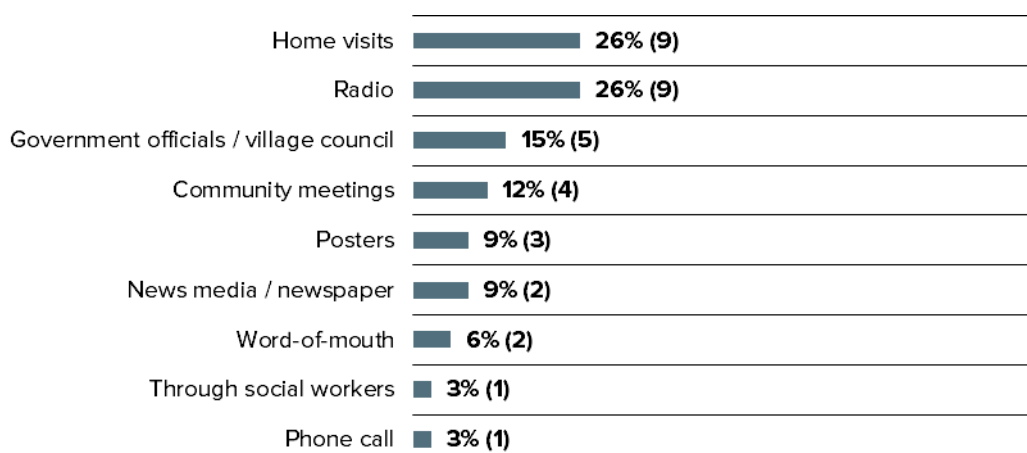
(values in %, n = 336)



Most respondents say that finding about cash support was easy.

## Follow-up question asked to those who answered “no” to the previous question:

### If not, how would you rather hear about it?



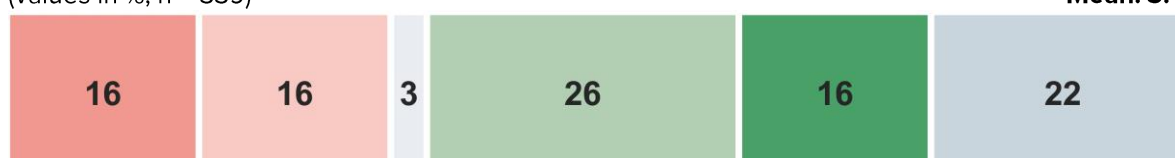
Of those dissatisfied with the information channel through which they heard about the cash support, many would like aid staff and government officials to conduct more home visits and radio announcements. A few respondents cite physical ailments and old-age as obstacles to information gathering as they are unable to leave their home without assistance. This is in line with WFP’s post-distribution monitoring which found a strong preference for face-to-face communication.

## Q2. Effectiveness of information provision

### Do you think that the messaging about the availability of cash support reached all Dominicans?



(values in %, n = 339)



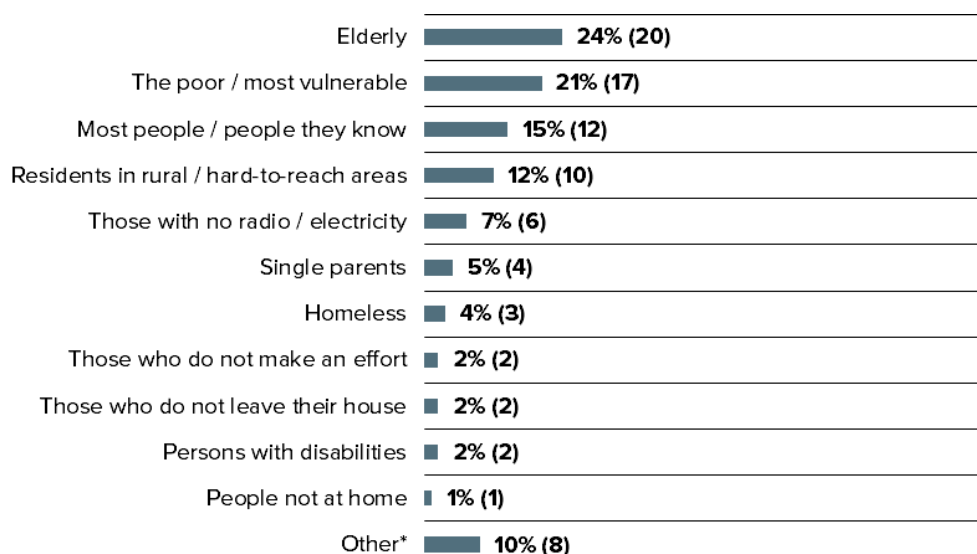
Respondents’ views are split when it comes to judging whether or not they believe that the messaging around the availability of cash support was far-reaching enough. It should be noted that 22% of respondents could not provide an assessment of the messaging’s effectiveness.





## Follow-up question asked to those who answered 1, 2, or 3 to Q2:

### What group of people do you think the messaging did not reach?



\* "Other" includes the wealthy, shelter residents, young people, those who were not in Dominica when Hurricane Maria made landfall, and those who oppose the currently political party in power.

Those who think that information did not reach everyone say the elderly and poorest in society were most uninformed.

### Q3a. Ease of registering for cash support



### How easy was it to register for cash support?

(values in %, n = 335)

Mean: 4.2



A majority were satisfied with the ease of the registration process.



### Q3b. Ease of finding out instalment was available

1 = Not at all
2 = Not very much
3 = Neutral
4 = Mostly yes
5 = Completely

#### How easy was it finding out that a transfer has been made to you or money was ready to pick up?

(values in %, n = 338)

Mean: 4.2



Most respondents report that it was easy to find out that the transfer of their cash support had been made or that the money was ready to pick up.

### Q3c. Ease of collecting or withdrawing cash

1 = Not at all
2 = Not very much
3 = Neutral
4 = Mostly yes
5 = Completely

#### How easy did you find collecting / withdrawing the cash?

(values in %, n = 337)

Mean: 4.4



Most respondents say the process was easy to collect or withdraw the cash support.

### Q3d. Ease of spending the cash

1 = Not at all
2 = Not very much
3 = Neutral
4 = Mostly yes
5 = Completely

#### How easy did you find using the cash support to buy the things you need?

(values in %, n = 338)

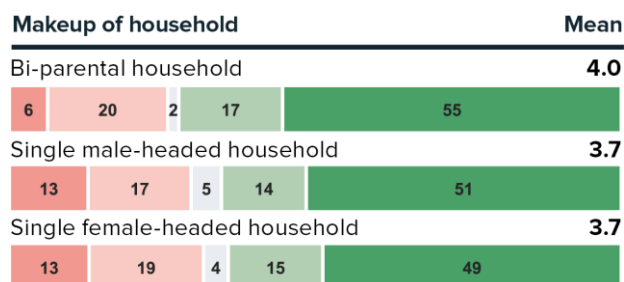
Mean: 3.8



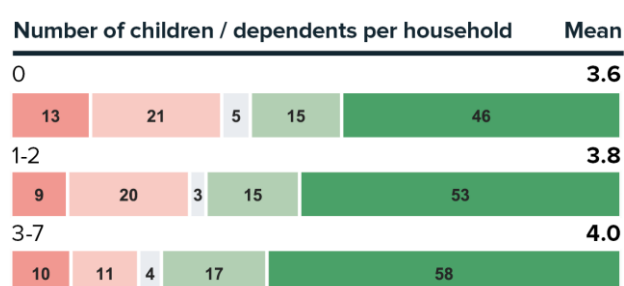
Respondents found spending the cash or using the cash card to buy things to be the most difficult of all the steps.



Those who are part of a bi-parental household found spending the cash the easiest. WFP's post-distribution monitoring found that in two-thirds of bi-parental households, decisions are made jointly on the use of cash entitlements.



Households with the highest number of children found using the cash to buy the things they need to be easiest. According to WFP's post-distribution monitoring, families with children had better consumption patterns. The extra entitlements for children were mostly used to cover household food needs.



#### Q4. Issues encountered during process

**Was there any significant issue you encountered during any stage, from finding out about the cash support to spending the cash, that you wish to report?**

(values in %, n = 332)

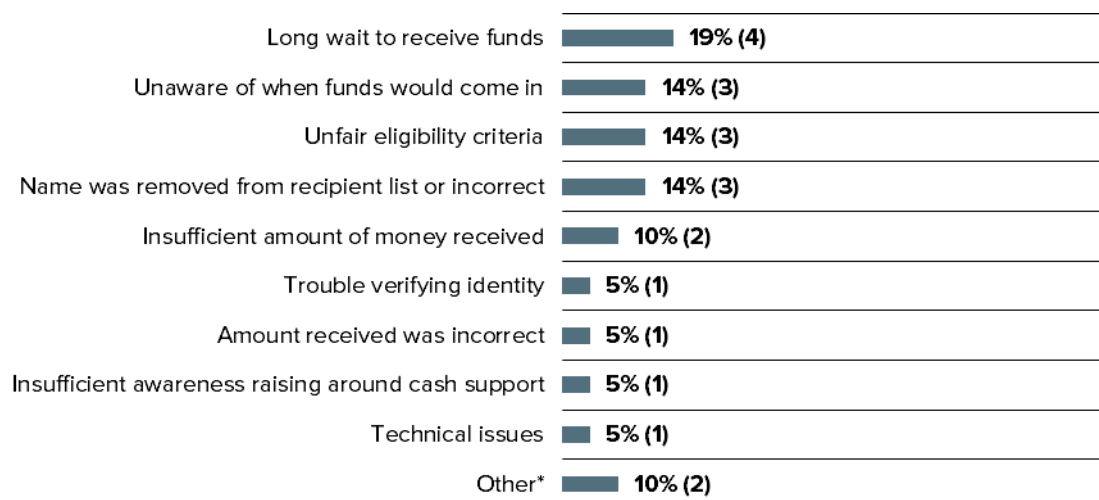


**A majority of respondents did not encounter any significant issues in the process of receiving cash support.**



## Follow-up questions asked to those who answered “no” to Q4:

### If yes, what was the issue?



\* “Other” includes being required to give back three-fourths of the funds back to the organisation and having to navigate the process while being blind.

**Among those who did experience major problems while receiving cash support, instances of long waiting times to receive the cash, not being made aware of when funds would be available, cash support not going to those who need it most and having one’s name either not added or removed from the list of recipients were reported.**

### How was the problem resolved?

Seven respondents said that they filed a report or made a phone call and the issue was investigated. **Another seven respondents report that they problems were never resolved.** Among these unresolved issues is the instance that the respondent was required to return three-fourths of their support to the agency and the incorrect amount of funds being sent.

## Q5. Awareness of complaints mechanisms

### Do you know where and how to make complaints about the cash support you received?

(values in %, n = 336)

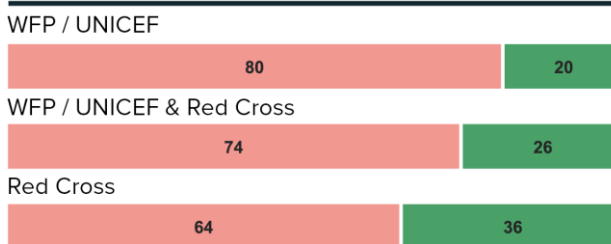


**Awareness of where and how to make complaints about the cash support is low, with three-quarters of respondents answering negatively.**



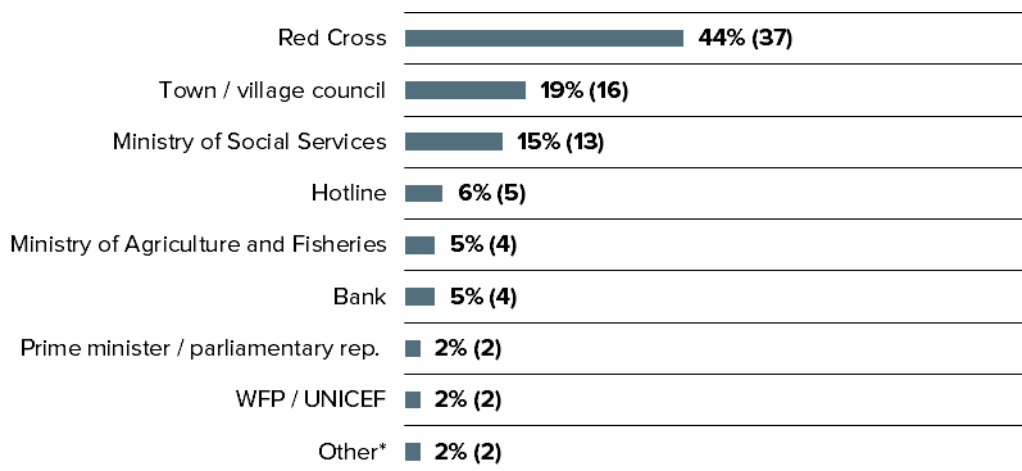
Those who received cash support solely from WFP and UNICEF were least aware of where and how to make complaints.

#### Reported provider of cash support



### Follow-up questions asked to those who answered “no” to Q5:

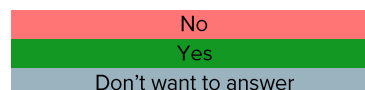
#### If yes, where?



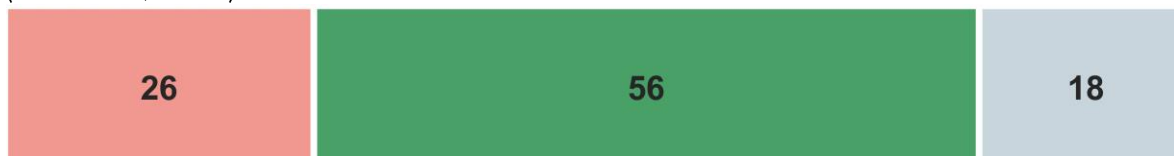
\* “Other” includes the main office and the Garraway Hotel in Roseau.

### Follow-up question asked to those who answered 2 to Q5:

#### If you were to make complaints to relief workers, do you think you would receive a response?



(values in %, n = 84)



Most of those who are aware how to make complaints to aid agencies believe they would receive a response from relief workers after filing a grievance.



## Q6. Satisfaction with registration period

**Do you think that aid agencies gave enough time to people to register for cash support?**

1 = Not at all
2 = Not very much
3 = Neutral
4 = Mostly yes
5 = Completely
Don't know

(values in %, n = 338)



Mean: 3.1

Respondents' opinions are mixed on whether aid agencies gave people enough time to register for cash support.

## Q7. Awareness of eligibility criteria

**Do you know how agencies decided who received cash support?**

No
Yes

(values in %, n = 333)



Awareness of the criteria used by agencies to select beneficiaries of cash support is low, with 86% responding negatively.

### Q7a. Fairness of beneficiary selection

**In your view, is the cash assistance in your community being provided in an honest way – free of corruption and unethical behaviour?**

1 = Not at all
2 = Not very much
3 = Neutral
4 = Mostly yes
5 = Completely
Don't know

(values in %, n = 47)



Mean: 3.5

Among respondents who are aware of the eligibility criteria used to select cash support recipients, most think that the support was provided in an honest way.



## Q8. Community engagement

### To what extent do you feel affected Dominicans' views are taken into account in decisions made about the cash assistance you receive?

1 = Not at all
2 = Not very much
3 = Neutral
4 = Mostly yes
5 = Completely
Don't know

(values in %, n = 339)

Mean: 2.8



Feelings that Dominicans' views are taken into account in decisions made about the cash assistance is low, with more than a third responding negatively.

Respondents who are members of a single female-headed household are most dissatisfied to the extent to they have been consulted.

Makeup of household	Mean
Bi-parental household	3.0
Single male-headed household	2.9
Single female-headed household	2.6

Respondents who received their first instalment in either March or April feel that the views of Dominicans were not taken into account.

Date of first instalment	Mean
October to December, 2017	2.9
January to February, 2018	3.0
March to April, 2018	2.4

## Q9. Importance of unconditional spending

### How important is it for you to decide freely what you spend the cash support on?

1 = Not at all
2 = Not very much
3 = Neutral
4 = Mostly yes
5 = Completely
Don't know

(values in %, n = 336)

Mean: 4.8

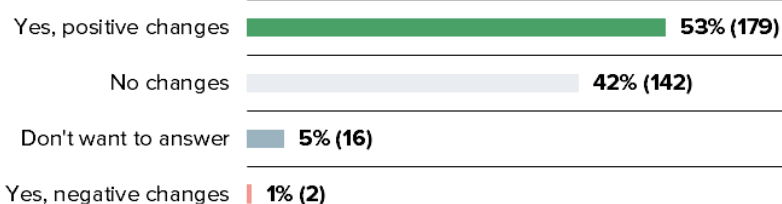


Almost all respondents find it important that the cash support is unconditional. The mean score was the highest across all survey questions.



## Q10. Impact on current situation

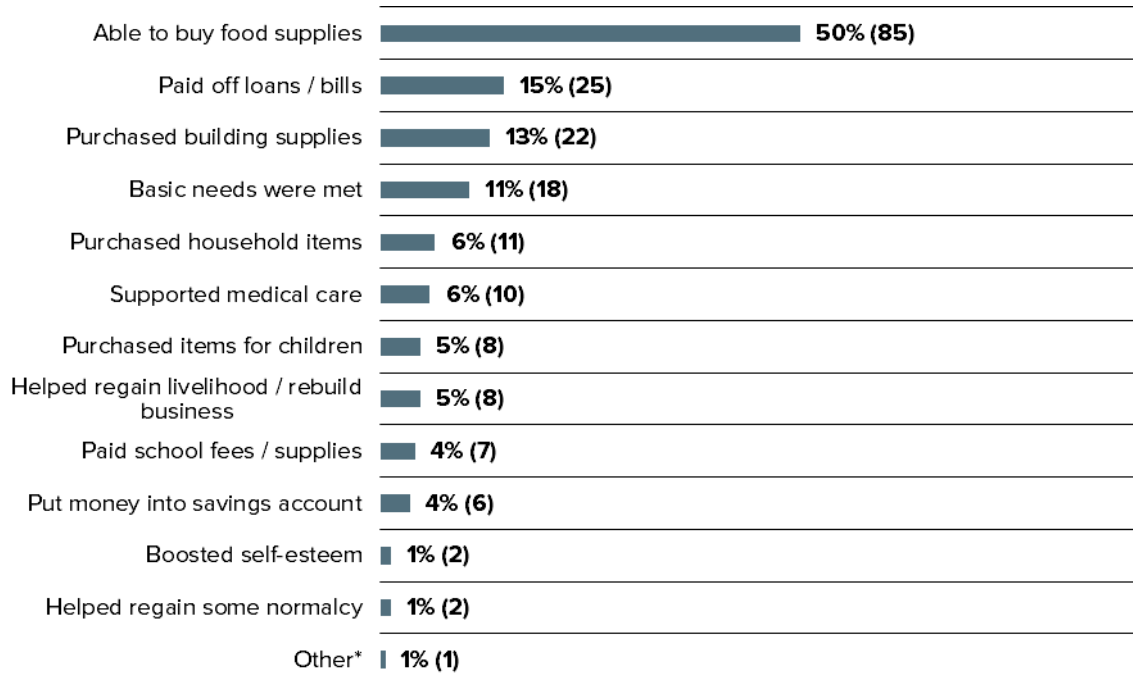
### Have you experienced any changes in your current situation/life circumstances due to the cash support?



Over half of respondents have seen a positive change in their current situation as a result of cash support.

### Follow-up question asked to those who responded “yes, positive changes” to Q10:

### If positive changes have occurred, what has been the most significant?



\* “Other” includes being able to purchase fuel.

**Half of those who experienced positive changes in their lives because of their cash support say they were able to purchase food for themselves and their families.** According to WFP, 92% of non-PAP recipients used part of their entitlement on food, with 73.19% of families reporting that food was their highest expenditure.



## Q11. Influence of cash support on migration

**Has the cash support had any influence over your decision to remain in or leave Dominica?**



(values in %, n = 336)



**A majority of respondents do not think that cash support has had any influence over their decision to remain in or leave Dominica.**

## Q12. Support for disaster preparedness

**Has the cash support been helpful in preparing you for future disasters?**

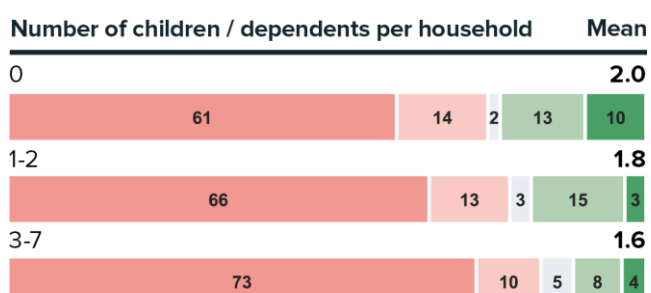


(values in %, n = 334)

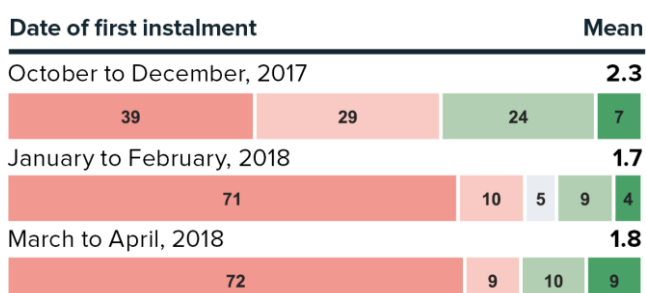


**Most respondents do not think that the cash support has contributed to their disaster preparedness.**

Respondents with most children in their household feel that their preparedness for a future disaster has improved least. According to WFP, families with children who were provided an extra entitlement, spent most of their assistance on education. This was particularly true for single-parent households with children.



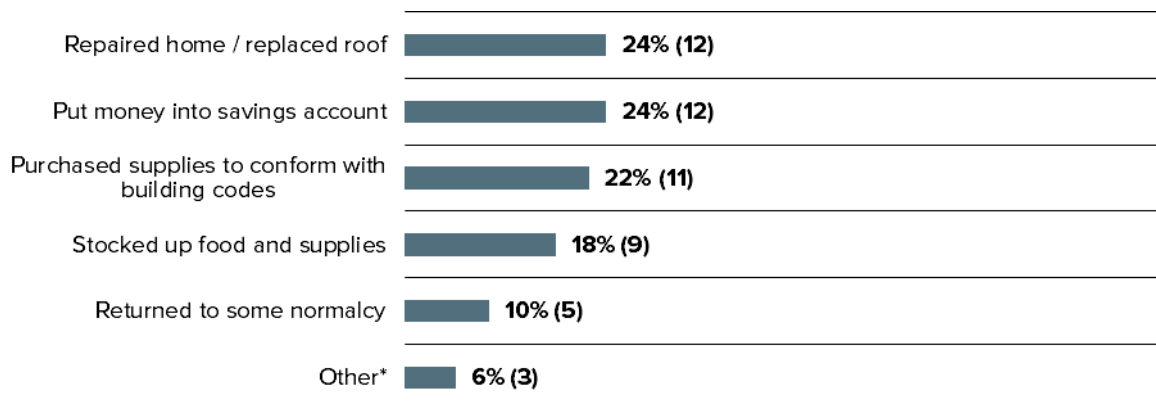
Those who received their first instalment during the earlier stages of the response feel most prepared.





## Follow-up question asked to those who responded 4 and 5 to Q12:

### If positive changes have occurred, what has been the most significant?



\* "Other" includes providing some training and insight on what they need to purchase following a disaster.

**A quarter of respondents who feel better prepared for a future disaster because of the cash support do so because they were able to repair their homes and put money into their savings account.** Some respondents mention that they built their homes back better as they were able to purchase materials and rebuild following up-to-date building codes.

## Q13. Timeliness of cash support

### Given your needs after Hurricane Maria, did you receive the cash when you needed it most?



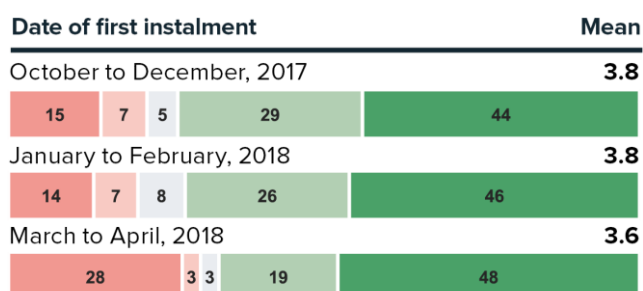
(values in %, n = 336)

Mean: 3.7



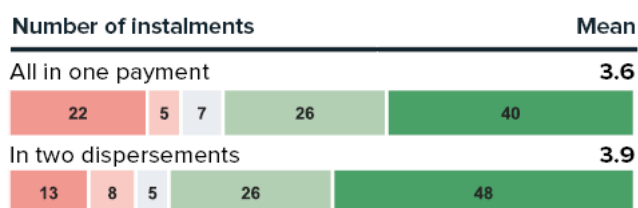
### Most believe that the cash support was provided to them at an appropriate time.

Respondents who received the cash support in March or April feel that the time they first received the funds was least apt.





Those who received their cash support all in one payment are more negative than those who were provided the funds in two instalments. Among non-Public Assistance Program recipients, 87% showed a preference for monthly transfers rather than one instalment according to WFP.



## Q14. Trust in the providers of cash support

**Do you trust those currently managing the cash assistance?**



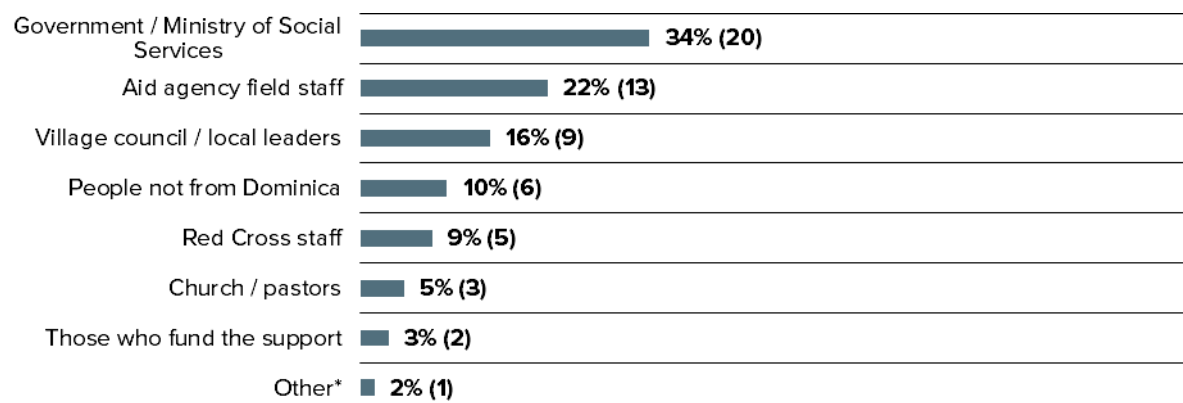
(values in %, n = 327)



**Most respondents trust the agencies and government ministry currently managing the cash assistance.**

**Follow-up question asked to those who responded 1, 2, or 3 to Q14:**

**Who do you think should be providing the cash assistance?**



\* "Other" includes through the banks.

**Over a third of respondents think that cash support would be better distributed through government officials such as parliamentary representatives and the Ministry of Social Services.**



## Q15. Impact on household well-being

Overall, how important has the cash assistance been to your family's well-being?

1 = No difference
2 = It has made a small difference
3 = Neutral
4 = It has made a big difference
5 = It has been life-saving

(values in %, n = 335)



**A majority of respondents do not think that cash assistance has made a significant difference to their family's well-being.** According to WFP, people were able to cover their basic needs. However, the need to rebuild their homes is so pressing that this continues to put significant stress on families. The cash support simply does not solve all the problems.



# SURVEY QUESTIONS: NON-CASH RECIPIENTS

## Q16. Awareness of cash support

### Have you heard about cash support in Dominica?



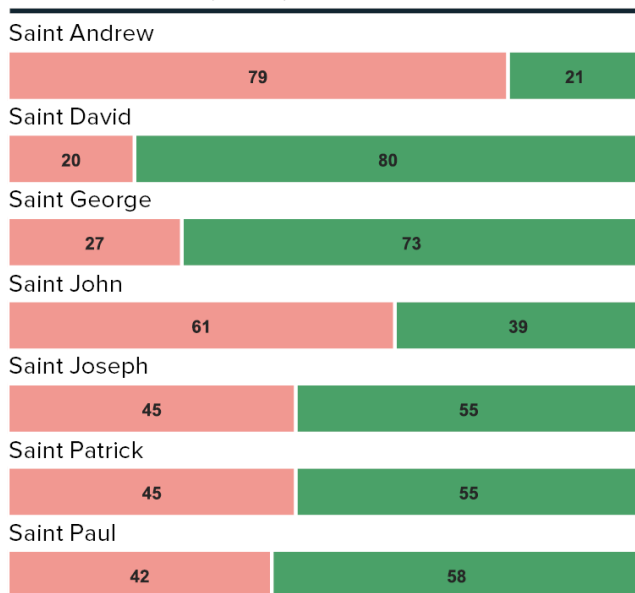
(values in %, n = 281)



Despite over half of respondents being aware of the cash support in Dominica, the large number of individuals who were unaware should be noted.

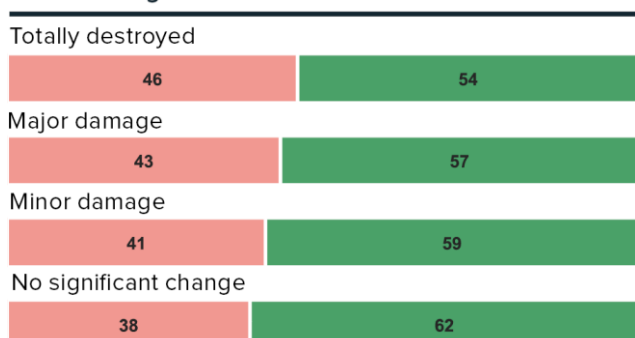
Respondents located in Saint Andrew Parish were least aware of the available cash support at the time of the interview. It should be noted that data collection was conducted in all 10 of Dominica’s parishes, however breakdowns for Saint Luke, Saint Mark, and Saint Peter Parishes are not included because the samples from these are too small to make comparisons.

#### Interview location (Parish)



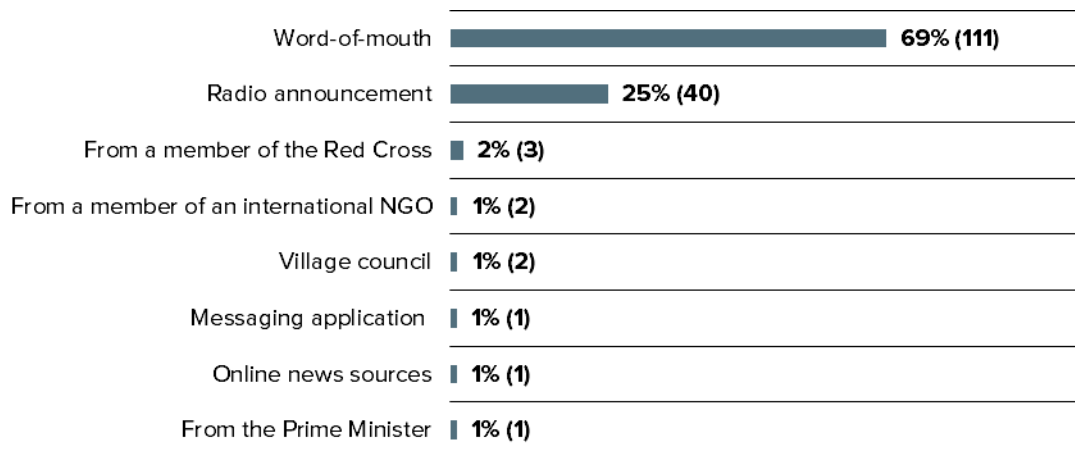
Those whose homes were totally destroyed are the most uninformed about the availability of cash support. Given that one major eligibility criteria for receiving cash support was that one’s home had either been destroyed or extremely damaged, this is surprising and highlights the need for reassessment of the information channels used to draw eligible people’s attention to the cash programme.

#### House damage





## Follow-up question asked to those who responded “yes” to Q16: How did you hear about the cash assistance?



### Q17. Satisfaction with communication channels

**Do you find the information channels used broadcast the availability of cash support are effective after a natural disaster?**



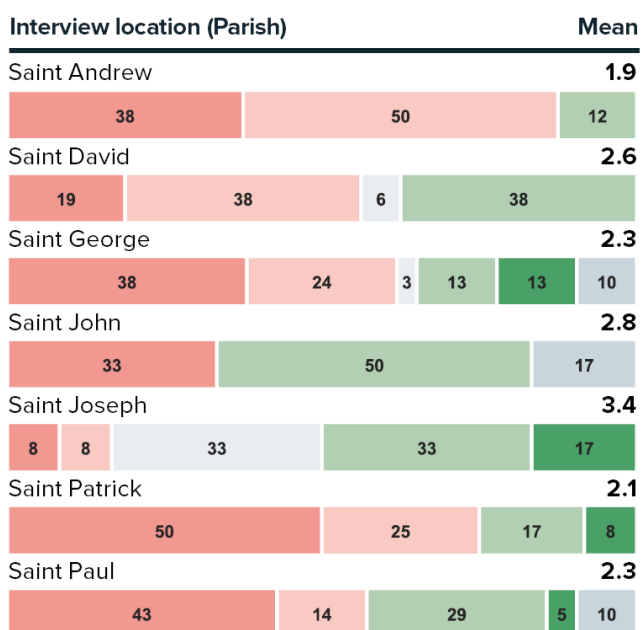
(values in %, n = 157)



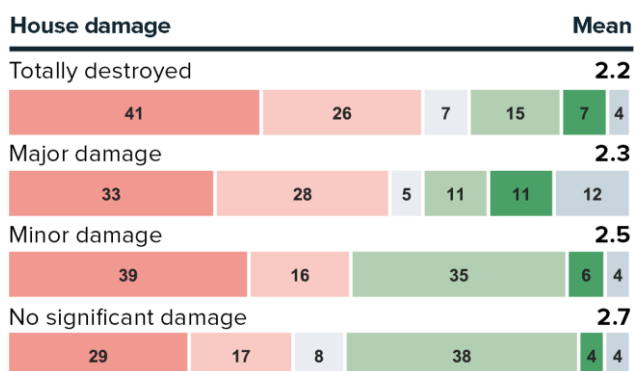
**Most respondents did not find the information channels to be effective.**



Respondents in Saint Andrew Parish and Saint Patrick Parish are most dissatisfied with the information channels used to communicate to Dominicans that cash support had become available.

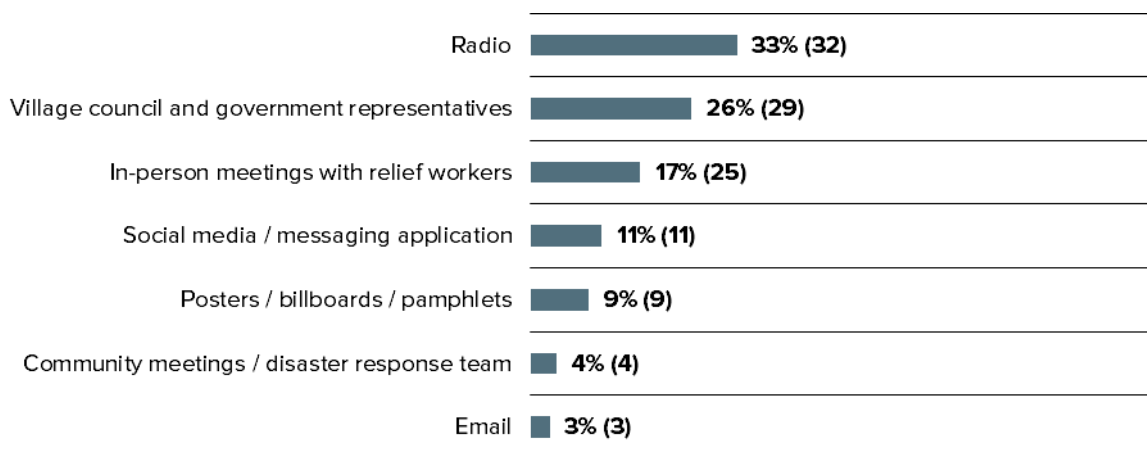


In line with the results of Q16, those whose homes were totally destroyed, or experienced major damage, found the information channels used to communicate the availability of cash support to be least useful.



### Follow up question asked to those who responded 1, 2, or 3 to Q17:

## What communication channel would you recommend be used to communicate what support might be available to you?





## Q18. Registration for cash support

### Did you register for cash support?



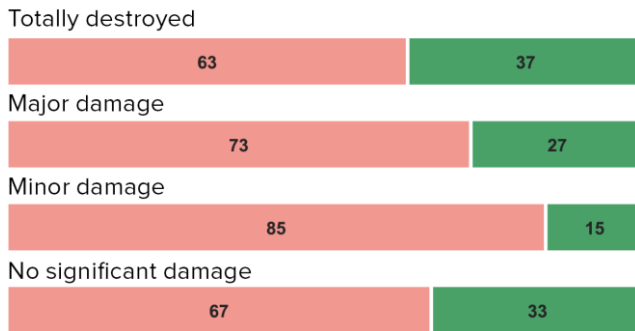
(values in %, n = 162)



**A large majority did not register for cash support.** Only 26% of the respondents that reported to have heard about the available cash support had registered for it.

Only 37% of respondents who reported that their home was totally destroyed by the hurricane registered for cash support.

#### House damage

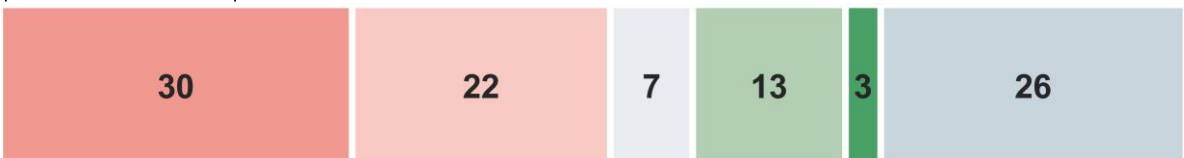


## Q19. Sufficiency of registration period

### Do you believe that people were given enough time to register for cash support?

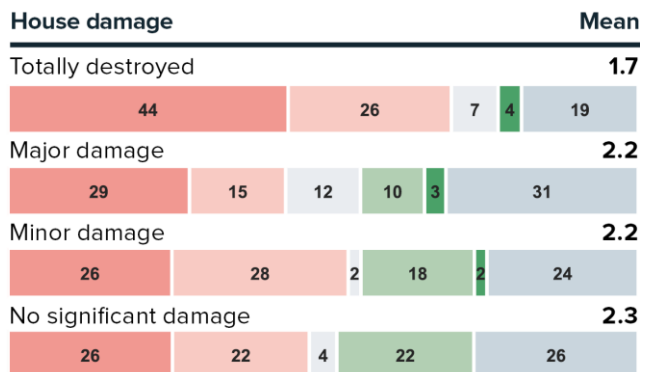


(values in %, n = 159)



**Most respondents say insufficient time was allotted for Dominicans to register for cash support.**

Scores are most negative among respondents whose homes were totally destroyed.







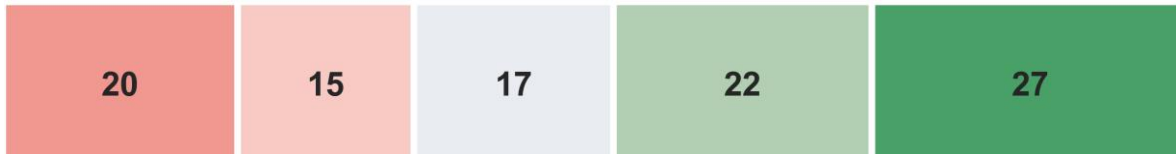
## Q20. Ease of registration

**How easy did you find the process of registering to receive cash support?**

1 = Not at all easy
2 = Not very easy
3 = Uncertain
4 = Quite easy
5 = Very easy

(values in %, n = 41)

**Mean: 3.2**



Among the 42 respondents who did register for cash support, only 45% found the process easy.

## Q21. Awareness of eligibility criteria

**Were the criteria that aid agencies used to select beneficiaries of cash support clear to you?**

1 = Not at all
2 = Not very much
3 = Neutral
4 = Mostly yes
5 = Completely

(values in %, n = 41)

**Mean: 2.5**



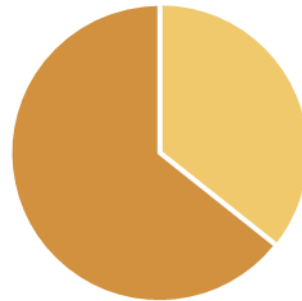
Fifty-seven percent were unaware of what eligibility criteria was used to determine who received cash support.



# DEMOGRAPHICS: CASH RECIPIENTS

The graphs below depict the demographic breakdown of the 339 recipients of cash support who took part in this survey. Each graph includes percentages as well as the frequency in parentheses.

## Gender



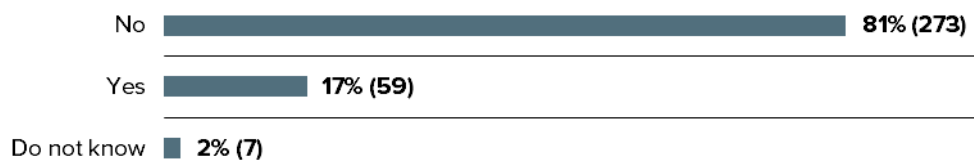
Female 64% (218)

Male 36% (121)

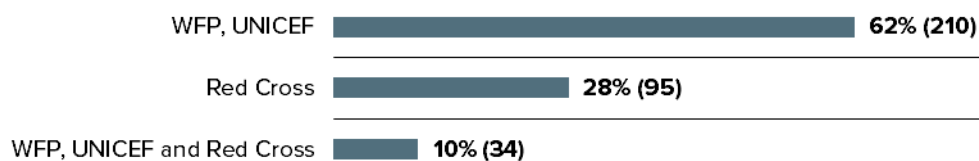
## Age



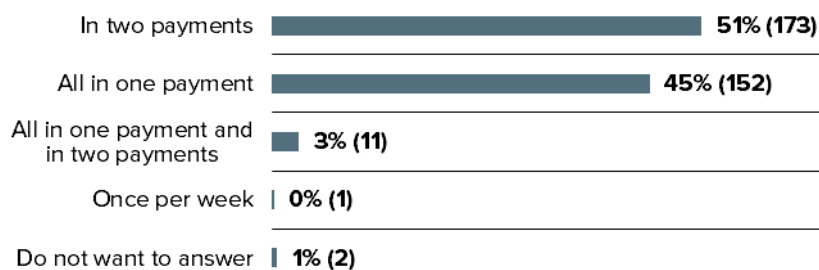
## Recipient of the Public Assistance Program (PAP)



## Provider of cash support



## Number of instalments

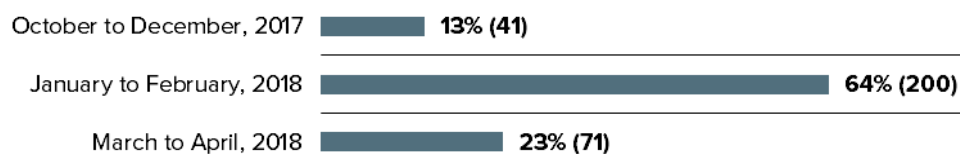




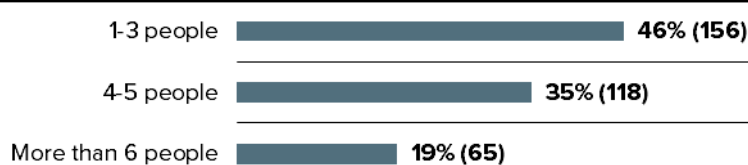
## Amount per instalment



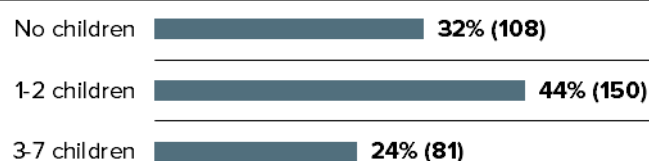
## Date of first instalment



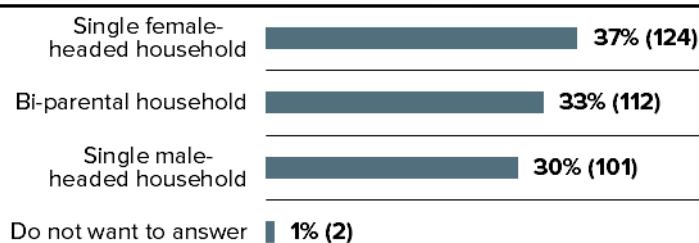
## Household size



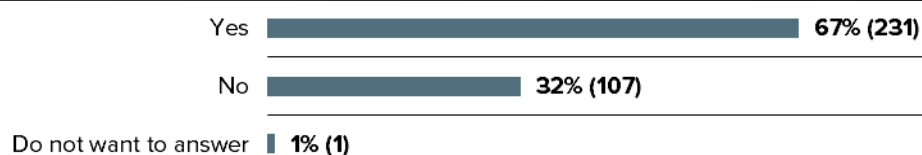
## Number of children and dependents in household



## Makeup of household



## Main source of income lost

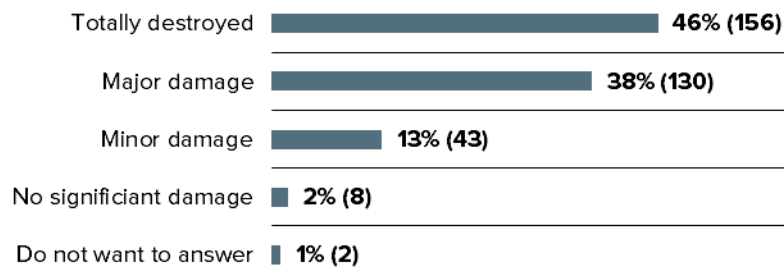




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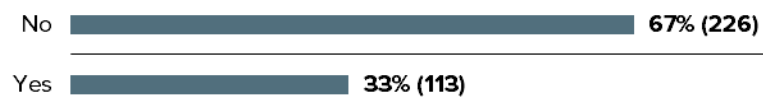
## Household damage

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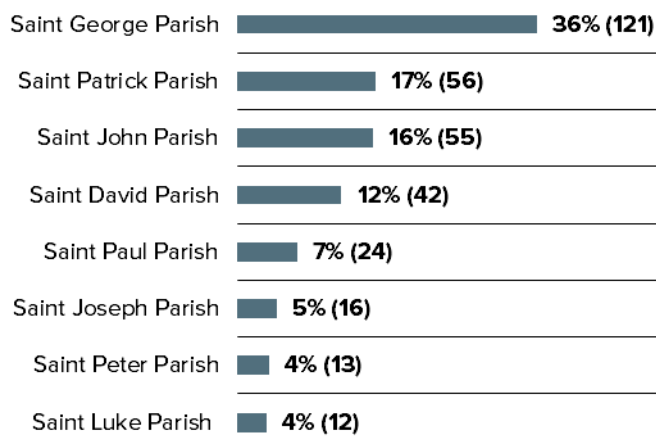
## Household items received

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## Location of interview

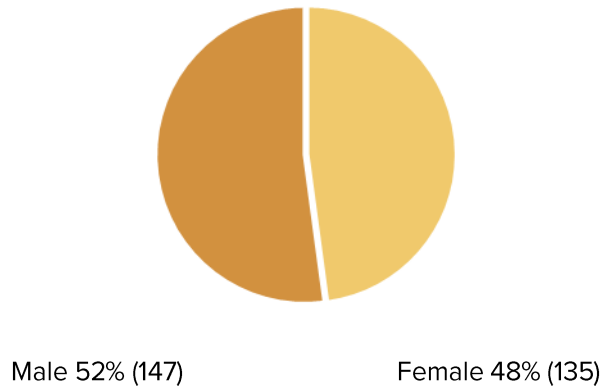
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# DEMOGRAPHICS: NON-CASH RECIPIENTS

The graphs below depict the demographic breakdown of the 282 non-recipients of cash support who took part in this survey. Each graph includes percentages as well as the frequency in parentheses.

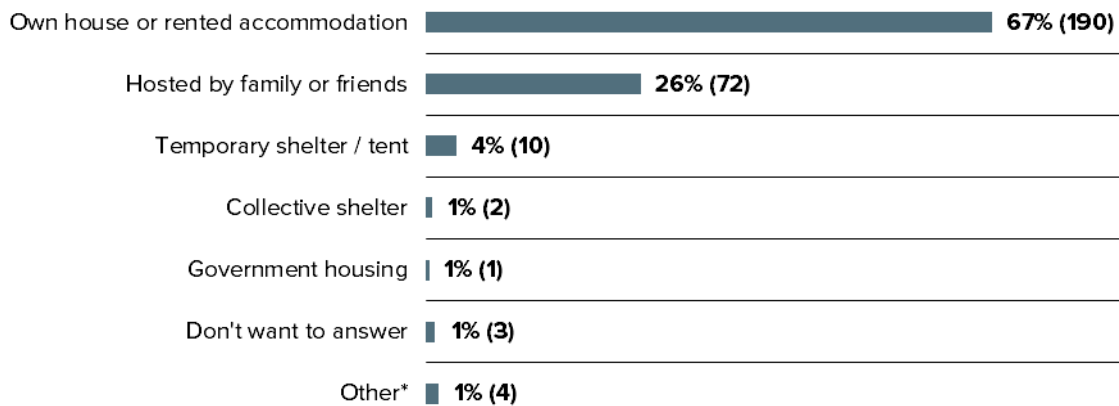
## Gender



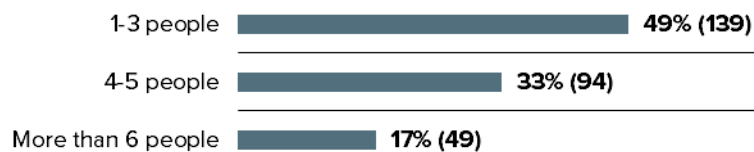
## Age



## Current housing situation

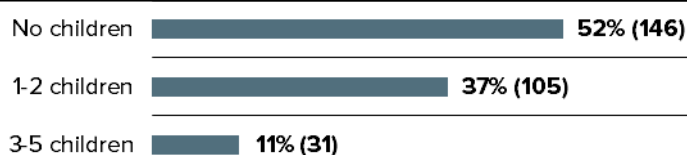


## Household size

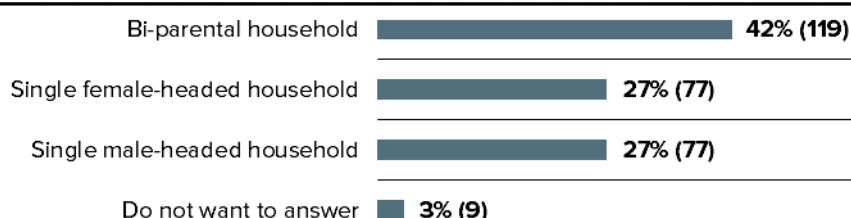




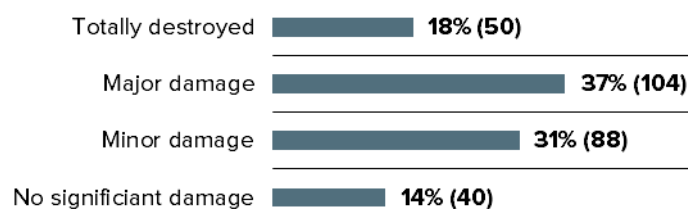
## Number of children and dependents in household



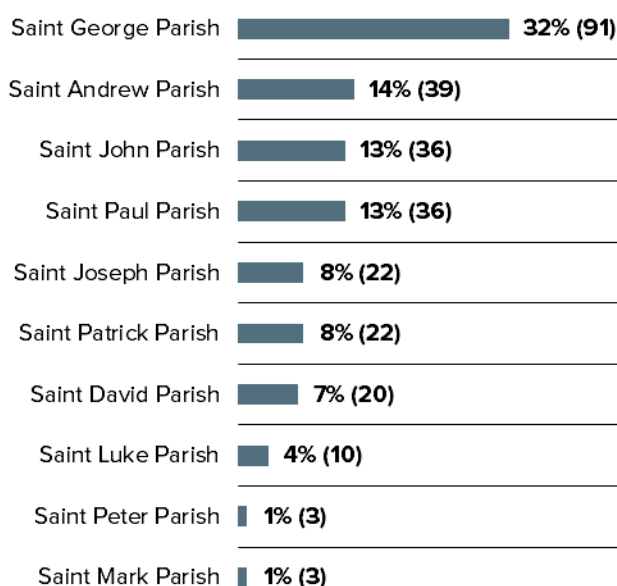
## Makeup of household



## Household damage



## Location of interview



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# METHODOLOGY

## Sample size

This report analyses data interviews conducted with 339 recipients of the ECT programme and IFRC cash assistance, as well as with 282 non-recipients. Given that 36% of cash recipients participating in this survey reside in St. George Parish, interpretation of the results should be made with the following points in mind. In urban areas such as Roseau, beneficiaries dealt directly with the Ministry of Social Services, while those in more rural areas and parishes had one extra level of interaction and communication – their town or village council. As Roseau had the highest caseload, it is as expected that the time spent with each beneficiary and level of care differs dramatically to more rural regions of the country.

## Sampling methodology

As mentioned above the most recent survey clearly reflects people's frustration with being interviewed by various organisations while continuing to live in poor conditions. Many people refused to participate in the survey, and data collectors faced greater challenges in finding willing participants than in previous rounds. Given the challenges, two sampling strategies were utilised:

- Sampling Strategy 1: The survey was conducted face-to-face at every third household and recorded using handheld phones following the CAPI method. Only individuals 18 years of age or older were interviewed. Each enumerator aimed to ensure an even number of males and females were surveyed.
- Sampling Strategy 2: Intercept surveys in central and urban locations where we alternated with every other respondent and recorded using handheld phones following the CAPI method. Only individuals 18 years of age or older were interviewed. Each enumerator aimed to ensure an even number of males and females were surveyed.

## Data disaggregation

Data is disaggregated by house damage, interview location (parish), number of instalments, date of first instalment, number of children/dependents in each household, household constellation, and cash support provider. The analysis in the report includes any significant difference in the perceptions of different demographic groups. It does not, however, show the full breakdown of responses according to these categories. To see the complete breakdown of responses, please request the output file by sending an email to [info@groundtruthsolutions.org](mailto:info@groundtruthsolutions.org). Data was collected from all 10 of Dominica's administrative parishes, however the parishes of St. Luke, St. Peter, and St. Mark were omitted from the question breakdowns as the sample sizes from each were too low. The number of respondents per parish for both surveys can be found in the Demographics section above.

## Language of the survey

This survey was conducted in English.

## Data collection

Data was collected in face-to-face, one-on-one interviews between 3 and 26 April 2018 by DMR Insights, an independent data-collection company based in the Caribbean.

For more information on the survey, please contact [info@groundtruthsolutions.org](mailto:info@groundtruthsolutions.org).