

Implementation of a New Country-Wide Social Safety-Net Program: The Jamaica PATH Program

Part A

Jamaica is an island country in the Caribbean that obtained its independence from Great Britain in 1962. Its 2.8 million residents live on 4,240 square miles (10,990 square kilometers), spread across 14 parishes. Kingston, with a population of 970,000, is the capital and largest city.¹ The World Bank classifies Jamaica as an upper middle-income country.² Its economy is heavily dependent on the service industry, particularly tourism and financial and insurance services, but the agricultural, mining, and manufacturing sectors are also important. It is a mixed economy, and the government has been actively pursuing a program of structural reforms and initiatives to grow the market sector.

The Jamaican economy has seen a number of ups and downs over the past twenty years as international economic conditions fluctuated and the country experienced its most serious drought in seventy years. By the end of the 1990s the economy was in a period of negative growth and the well-being of the poor had decreased significantly—despite the country’s extensive social safety net.

Jamaica defines poverty in terms of income. The poverty level is determined by the cost of a “minimum socially adequate food budget” scaled up by a multiplier that is the inverse of the share of a family’s budget spent on food.³ In 2002, the poverty rate for individuals was 19.7% and for households was 14.4%. The poverty rate varied considerably across the country, ranging from 7.2% for households in Kingston to 19.3% for households in rural areas.⁴

In the late 1990s, the Jamaican government began rethinking its approach to poverty alleviation. By this time the country’s social safety net had grown to comprise 45 programs run through 12 ministries. There were multiple school-based programs, labor market programs, income support programs, subsidized medicine programs and one housing program. Despite the breadth of initiatives, a World Bank study found that the effectiveness of the programs was low.⁵ The programs were poorly targeted in three ways. First, they provided benefits to many non-

¹ For a map of Jamaica and its parishes, see Appendix A.

² The World Bank, Jamaica, <http://www.worldbank.org/en/country/jamaica>.

³ See Appendix B for a detailed description of poverty level determination in Jamaica.

⁴ See Appendix C for details.

⁵ Data provided to author by the Jamaica Planning Institute.

This case was written by Julie Boatright Wilson, Harry Kahn Senior Lecturer in Social Policy at the John F. Kennedy School of Government (HKS), Harvard University. Research support was provided by Jason Wilks, Research Associate at the Program in Criminal Justice, Policy and Management at HKS. HKS cases are developed solely as the basis for class discussion. Cases are not intended to serve as endorsements, sources of primary data, or illustrations of effective or ineffective management.

poor families and individuals while failing to provide benefits to many of the poor. Second, many of the poor were unaware of support they might have received or unable to afford the costs of getting access to the benefits. Third, where programs did reach the poor, the level of benefits was often too low to lift these families or individuals out of poverty.

In 2001 the government chose to streamline its social safety net through the creation of the PATH Program—Programme of Advancement Through Health and Education—and delivering it through one Ministry—the Ministry of Labour and Social Security. PATH was based on the conditional cash transfer programs initially developed in Mexico and later replicated in many countries. The central idea behind conditional cash transfer programs was that individuals received financial support from the government contingent on participating in certain activities, specifically sending their children to school on a regular basis and taking them for routine well-child care.⁶ Jamaica chose to develop its programs for families with children 17-years-old and younger. Mothers would be issued a health card and would be required to take their very youngest children for well-baby and well-child health care check-ups on a regular basis to ensure that they were on-target developmentally and receiving the appropriate immunizations.⁷

<i>Benefit Category: Children</i>	<i>Required Number of Health Visits:</i>
Birth to 6 months	3 visits, once every 2 months
7 to 72 months	Once every 6 months

Children over six-years-of-age were required to attend a government funded school and to be present at least 85% of the days during an academic year. If mothers and children met these requirements, checks would be mailed to the mother.

Determining Eligibility for PATH

There are two common ways to measure poverty, each with its own strengths and limitations. The first is income poverty—measured by annual income relative to a standard reflecting what is considered to be the line between poor and non-poor. The second is consumption poverty, determined by measuring what people are able to consume over the course of a year. Consumption-based poverty measures are routinely used in developing countries and are preferred over income-based measures for a number of reasons:

The main theoretical reason is that estimates of current consumption are more likely than estimates of current income to provide a reliable estimate of a household's long-run standard of living. ...current income may be more subject to temporary shocks, especially if households engage in predominantly agricultural and self-employment

⁶ The PATH Program initially included conditional cash transfer initiatives for the elderly, disabled, and pregnant and lactating women. These were later changed to case programs not contingent on behavior and are not discussed in this case.

⁷ Ministry of Labour and Social Security, <http://www.mlss.gov.jm/pub/index.php?artid=55>.

activities. In contrast, consumption can be smoothed to some extent by saving and borrowing.⁸

Despite using an income poverty measure to determine overall poverty rates, the Jamaican government chose to use a different strategy to measure eligibility for the PATH Program. They developed an application form that gathered data on a number of characteristics of household members and of the households themselves. Using applicant responses to questions about such things as educational attainment of the household head and ownership of specific assets, they determined an eligibility score.⁹

Jamaican mothers, who had heard about the new PATH Program and believed they were eligible for it, would be required to travel to their local parish government office to apply—the Ministry of Labour and Social Security (MLSS). Local administrative officials at the MLSS would explain the program, answer questions and collect completed applications to send to the national government’s Ministry of Labour and Social Security. As can be seen from the map of Jamaica and information on the size of each parish, for some families this would involve travelling a considerable distance. The central government’s Ministry of Labour and Social Security would then enter data from the applications into a computer where they would be analyzed according to the algorithm developed to determine eligibility. Applicant families would then be notified by mail of their eligibility status.

Once they were notified of their eligibility for the PATH Program, families would need to register for the program, send their children to school and take them for health care visits. The National Ministry of Labour and Social Security would be responsible for sending lists of registered children to schools and health centers to get confirmation of compliance with the requirements for school attendance and health care visits. These lists were to be delivered monthly. Schools and health centers would record attendance and visit information and the lists would be returned to the Central MLSS office. Staff in the Central MLSS office would determine which eligible mothers had earned payments, write the checks, and mail them to the parish post office.

The intention was that checks would reach the post offices by the 14th of every month where mothers would pick them up. Mothers would then be able to cash the checks.¹⁰

Implementing and Assessing the PATH Program

Donald Williams, a staff member at the Planning Institute of Jamaica, was part of the team responsible for setting up and assessing the operations of the PATH Program. He had worked in the Jamaican Planning Institute for a number of years and knew that the political stakes were high. After all, even though the current 45 programs were not well targeted, many families were benefiting from them and would be unhappy when their benefits were discontinued—and many government bureaucrats who were benefiting from their role in delivering these programs would be losing this part of their portfolio. On the other hand, if the government couldn’t deliver the

⁸ Dan Levy and Jim Ohls, “Evaluation of Jamaica’s PATH Program: Final Report,” Mathematica Policy Research, Inc., March 2007.

⁹ Prior to implementation of the PATH Program, the government conducted a household survey with a consumption model and used information from the responses to develop an algorithm that could reliably determine eligibility based on a small number of items.

¹⁰ For a flowchart of the PATH Programme process, see Appendix E.

benefits to poor families under the new program, rates of poverty and hardship would remain unacceptably high and the political repercussions might be substantial.

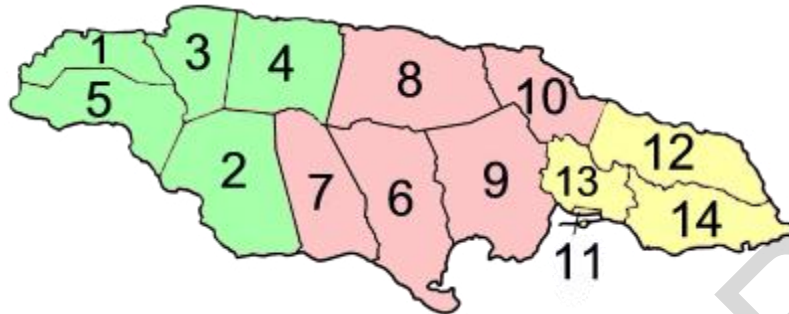
Williams knew that getting the new PATH Programme off the ground would be a complicated process. It would involve dismantling the 45 programs that had been in place for some time and working with the national and local governments to set up the new program. It would also involve working with local schools, health centers and hospitals.

He knew that many of the country's poor families, particularly those in the rural areas, were so busy trying to survive that they had little time to pay attention to national news and, as a result, would not learn about the new PATH program for a long time. On the other hand, he knew that the community health workers were highly respected by local residents and were working effectively in most rural areas. He thought he might be able to rely on them to help get the program off the ground in the more remote areas of the country. This made him wonder who else he might be able to reach out to for support.

Williams also knew that many local parish governments were weak and would have difficulty implementing a quick start-up of the new program. But he wasn't certain what the key problems might be or how to address them. He needed someone on his team who could help him think about implementation—how to identify where there were challenges that needed to be addressed and what the characteristics and magnitude of those challenges were. And he needed this information quickly. He didn't want the program to fail because they hadn't thought carefully about how to implement it.

Imagine that it is 2002 and the program is about to be started. Williams has reached out to you, because of your experience conducting evaluations and your deep understanding of formative, process and impact evaluations as well as other evidence generating research strategies. He has asked you to present to his working group your ideas on how you would assess the implementation of PATH. Time and resources are limited, so you will need to anticipate where problems are most likely to occur and how you will assess their characteristics and magnitudes. But you also need to be alert to unanticipated challenges to implementation and have a plan for assessing those. You have only a short time to prepare your strategy. What will you and your team propose?

Appendix A: Map of Jamaica



Jamaica is divided into 14 parishes, which are grouped into three historic counties that have no political significance.

MAP NO.	COUNTIES AND PARISHES	CAPITAL	SQ. KM	SQ. MI	POPULATION
Green					
Cornwall County					
1	Hanover	Lucea	450	174	67,037
2	St. Elizabeth	Black River	1,212	468	146,404
3	St. James	Montego Bay	595	230	175,527
4	Trelawney	Falmouth	875	338	73,066
5	Westmoreland	Savanna-la-Mer	807	312	138,947
Middlesex County					
6	Clarendon	May Pen	1,196	462	237,024
7	Manchester	Mandeville	830	320	185,801
8	St. Ann	St. Ann's Bay	1,213	468	166,762
9	St. Catherine	Spanish Town	1,193	460	482,308
10	St. Mary	Port Maria	611	236	111,466
Surrey County					
11	Kingston	Kingston	25	8	96,052
12	Portland	Port Antonia	814	314	80,205
13	St. Andrew	Half Way Tree	453	166	555,820
14	St. Thomas	Morant Bay	743	287	91,604
Total			10,991	4,243	2,607,632

Source: Map of Jamaica Parishes, https://en.wikipedia.org/wiki/Parishes_of_Jamaica; Table based on data from: <http://www.scuba-diving-smiles.com/map-of-jamaica.html>.

Appendix B: Data on Poverty¹¹

Incidence of Poverty ...Per Adult Equivalent Method

Region	2002		2003		2004	
	Individual	Household	I	H	I	H
KMA	10.3	7.2	14.6	9.7	14.3	10.8
Other Towns	18.6	12.8	15.8	12.1	7.8	5.2
Rural Areas	25.5	19.3	24.2	20.0	22.1	15.8
Jamaica	19.7	14.4	19.1	14.8	16.9	12.0

Distribution of Poverty 2002-2004

Region	2002		2003		2004	
	Individual	Household	I	H	I	H
KMA	15.8	16.2	12.8	12.6	26.3	29.7
Other Towns	15.7	14.7	13.2	12.2	9.0	8.9
Rural Areas	68.5	69.1	74.0	75.2	64.7	61.4
Jamaica	100	100	100	100	100	100

Prevalence of Poverty by Parish

Parish	1998	2002	2008
Kingston	12.6	18.3	14.5
St. Andrew	7.7	14.8	8.7
St. Thomas	9.4	28.7	14.4
Portland	18.3	32.2	17.3
St. Mary	38.4	27.2	21.3
St. Ann	22.5	37.0	12.5
Trelawny	18.3	31.3	19.0
St. James	8.9	12.9	8.5
Hanover	13.3	14.1	15.5
Westmoreland	33.3	18.7	10.7
St. Elizabeth	18.4	20.0	30.6
Manchester	11.7	24.4	15.3
Clarendon	13.3	27.2	15.0
St. Catherine	8.2	6.2	7.5
Jamaica	15.9	19.7	12.3

¹¹ Data provided by the Jamaica Planning Institute.

Appendix C: Path Brochure



	Locations Islandwide	Telephone #
KINGSTON & ST. ANDREW	108 Harbour Street, Fongidon	967-0889, 967-0890
ST. THOMAS	29pp 881 GA, Morant Bay Plaza Wharf Road, Morant Bay	962-2486, 962-9589
PORTLAND	28 Harbour Street, Port Antonio	993-2259, 993-2748
ST. MARY	51 Stommet Street, Port Maria	998-2376, 994-2437
ST. ANN	4 Windsor Road, St. Ann's Bay	972-472, 972-2470, 794-8354, 794-9184-5
TRELAWNY	4 King Street, Falmouth	954-3132, 954-3293, 954-3631
ST. JAMES	4 Sam Sharpe Square, Montego Bay	971-4189, 971-4313, 952-2327
HANOVER	Rain Street, Lucea	956-2218, 956-2255, 956-9874
WESTMORELAND	181/8 Lewis Street, Seaview Marina P.O.	955-2532, 955-3565, 938-0275
ST. ELIZABETH	82 Marsh Street, Salfia Cruz	966-9132, 966-3373
MANCHESTER	Lot 24, Mandeville Plaza, Mandeville	962-2579, 962-9403, 923-8668-9
CLARENDON	63 Manchester Avenue, May Pen	980-2422, 902-6418-9
ST. CATHERINE	10 Hanover Street, Spanish Town	984-4161, 984-2354

For more details visit the Ministry's website: www.mlss.gov.jm or call 1-888-991-PATH.

MINISTRY OF LABOUR AND SOCIAL SECURITY
Programme of Advancement Through Health and Education

Breaking the Poverty Cycle through Education & Health in JAMAICA

Advancing your family. Developing Jamaica.

What is PATH?

The Programme of Advancement Through Health and Education (PATH) is a Programme funded by the Government of Jamaica, Inter-American Development Bank and the World Bank aimed at delivering benefits by way of cash grants to the poorest and most vulnerable persons in the society.

PATH is administered by the Ministry of Labour and Social Security (MLSS) which has the responsibility to provide policy direction, guidance and coordination. Networking is done through the 13 Parish Offices.

The major stakeholders of PATH include the Ministry of Education, the Ministry of Health, the Planning Institute of Jamaica, the Ministry of Finance and Planning and several other agencies involved in the government's Social Safety Net Programme.

- The main objectives of PATH are:-**
- 1 To increase educational attainment and improve health outcomes of the poor by breaking the intergenerational cycle of poverty.
 - 2 To reduce child labour by mandating regular school attendance
 - 3 To reduce poverty by providing the means for poor families to help themselves
 - 4 To serve as a safety net for poor families



Who should apply?

- PATH targets all poor families and provides benefits for:
- Children 0 years of age to leaving Secondary School
 - Pregnant and breastfeeding mothers
 - The Elderly - individuals 60 years and over.
 - Persons with disability.
 - Adult Poor (indigent)
- If you or any member of your family is in need of assistance, you should apply or ask the head of your household to apply.

Documents to have:

1. Birth Certificate or other Proof of Age for the family head
2. Valid Identification for the Family head of household
3. Birth Certificates for all children who live in the household.
4. Birth Certificate or other Proof of Age for Adults 60 and over who live in the household.

Steps in the Process:

1. Take the documents to the Ministry of Labour and Social Security (MLSS) Office in your Parish.
2. An officer will assist you to complete the Application Form.
3. If you qualify a Social Worker will visit your home to verify the information provided
4. If your family is selected for benefits you will be advised to visit the Parish Office where you will be given information on your responsibilities under the Programme and sign an agreement letter.

Not Selected? for PATH

You should ask for your Application to be reviewed it is easy as 1,2,3


- 1 Go to the Ministry of Labour and Social Security Parish Office.
- 2 Tell the Social Worker at the Parish Office that you would like your application to be reviewed.
- 3 Give the Officer the required information to fill out the review form.

Following great request for Extension: A Social Worker will visit your home to collect additional information. A Parish Review committee will then reconsider your application for PATH and a final decision made.

- ### What do Beneficiaries receive?
- Each registered and compliant Beneficiary receives a bi-monthly payment. Cheque payments should be collected at the Post Office indicated by the Beneficiary. Beneficiaries may also apply to receive their payments through a NCB Cash Card. This allows them to access their funds, purchase goods and check their balances at any time.
- ### What must Beneficiaries do to keep receiving their benefits?
- Babies 0-12 months-VISIT Health Centre once every 2 months.
 - Children 1-6 years-VISIT Health Centre 2 times per year.
 - Pregnant and Breastfeeding women should KEEP appointments with the Health Centre for Pre/Post Natal Care.
 - Children (0-19)-registered in Primary and Secondary Schools should maintain an 85% attendance record.
- ### What are the other benefits for families on PATH?
- 100% School Fee Assistance for all PATH students attending secondary level schools
 - Free Medical care in Government facilities for registered Beneficiaries.
 - Free access to Government Book Rental Scheme.
 - Referrals to other agencies for benefits not directly administered by PATH.
 - Every child on PATH is now eligible to receive free lunch in all Government educational institutions
- ### Some of the achievements of PATH
- More than 390,000 persons in over 130,000 Jamaican families are now registered under PATH. The Programme has significantly improved the quality of life for its clients and is rated by the World Bank as one of the best Social Assistance Programmes. Children on PATH are among the top achievers in the GSAT and CSEC examinations.

Source: Courtesy of the Jamaica Planning Institute

Appendix D: Government of Jamaica Application for Social Assistance

	GOVERNMENT OF JAMAICA APPLICATION FOR SOCIAL ASSISTANCE Application No: Family No: Constituency Code:
1. PROGRAMME : PATH <input type="checkbox"/> Other <input type="checkbox"/> 2. PAYMENT OPTION: Key Card Cash (KCC) <input type="checkbox"/> Cheque <input type="checkbox"/> 3. SOCIAL WORKER ZONE: <input style="width: 400px;" type="text"/> Code <input type="checkbox"/>	
SECTION 1: FAMILY HEAD INFORMATION	
4. NAME OF FAMILY HEAD: Surname <input style="width: 200px;" type="text"/> First Name <input style="width: 200px;" type="text"/> Middle Name (s) <input style="width: 200px;" type="text"/> Alias <input style="width: 200px;" type="text"/> Mother's Maiden Name <input style="width: 200px;" type="text"/>	
5. RESIDENTIAL ADDRESS Lot/Apt/P.O. Box/ <input style="width: 150px;" type="text"/> Street/District <input style="width: 150px;" type="text"/> Post Office/Postal Agency <input style="width: 150px;" type="text"/> Post Code <input style="width: 50px;" type="text"/> 1-KMA <input type="checkbox"/> 2-Other Town 3-Rural <input type="checkbox"/>	6. MAILING ADDRESS (if different from residential address) Lot/Apt/P.O. Box <input style="width: 150px;" type="text"/> Street/District <input style="width: 150px;" type="text"/> Post Office/Postal Agency <input style="width: 150px;" type="text"/> Post Code <input style="width: 50px;" type="text"/>
7. DIRECTIONS TO HOUSE <input style="width: 450px; height: 40px;" type="text"/>	

8. NAME OF PERSON PROVIDING INFORMATION (IF NOT A FAMILY MEMBER):

SURNAME

FIRST NAME

SECTION 2: INDIVIDUAL INFORMATION

9. ORDER NO. OF FAMILY MEMBER

10. NAMES OF FAMILY MEMBERS

Surname

First Name

Middle Names (s)

Alias

11. DATE OF BIRTH

DD/MM/YY

12. TRN

13. NIS NO.

14. ID TYPE

1	Driver's License	
2	Passport	
3	Voter's ID	
4	Senior Citizen's ID/Disability	
5	None	

15. ID NUMBER

16. REGISTRATION DOCUMENTS SUBMITTED

1	Birth Certificate	
2	Declaration (Elderly Only)	
3	School Records	
4	None	

16 B. BIRTH ENTRY NUMBER

17. OCCUPATION OF FAMILY MEMBER

18. SEX: Male

Female

19. MOTHER'S MAIDEN NAME

20. FAMILY RELATIONSHIPS

1	Family Head	
2	Spouse	
3	Son/Daughter	
4	Grandchild	
5	Other Family member	
6	Non Family Member	

21. IS

MEMBER A TWIN? Yes

No

22. CONTACT NO. 1	<input style="width: 90%;" type="text"/>	CONTACT NO 2	<input style="width: 90%;" type="text"/>																																										
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SECTION 3: HOUSE AND SERVICES INFORMATION										
35. In terms of the dwelling in which you now live, do you: 1. Own 2. Rent 3. Lease 4. Government Rent			36a. Do you own a house? 1. Yes 2. No		36 b. If yes to question 36a, how many? _____			36 c. If you own your house, do you pay insurance? 1. Yes 2. No		
37. Do you have a land line telephone in your household? 1. Yes 2. No			38. Do you have internet service at home? 1. Yes 2. No		39a. What is the main source of lighting for your dwelling? 1. Electricity 2. Kerosene 3. Other			39 b. Do you pay for electricity? 1. Yes 2. No		
SECTION 3 WORK CONTROL										
39. APPLICATION RESULTS 1. Complete Survey 2. Incomplete Survey 3. Postponed _____ per month			40. What is the material of the outer wall of your house? 1. Wood 2. Stone 3. Brick 4. Concrete		41. APPLICATION RESULTS 1. No Extent Address 2. False Address 3. Address out of parish 4. Watered information 5. Correct Information 6. Other			42. What kind of toilet facility do you have? 1. Water closet linked to sewer 2. Water closet not linked to sewer 3. Pit 4. Other 5. None		Number Order
4.1 INTERVIEW RESULTS										
INTER-VIEW	DATE FROM ITEM 49	RESULT FROM	4.2 FIELD VERIFICATION INTERVIEW RESULTS							
43. Are the toilet facilities used only by your household or other households use the same facilities? 1. Exclusive use 2. Shared			44. What is the source of drinking water for your family? 1. Indoor tap/pipe 2. Outdoor private pipe/tap 3. Public standpipe 4. Well		45. How do you dispose of your garbage? 1. Central receptacle 2. Burn 3. Garbage truck 4. Other			46. How many rooms are occupied by your family (excluding verandas, kitchen and bathroom)? VISIT 1 VISIT 2		Number Order
52. NAME AND SIGNATURE OF FIELD OFFICER			54. NAME AND SIGNATURE OF FIELD OFFICER							
DECLARATION: I declare that the information provided is true and I authorise that the information may be used to guide the Government's Social Policies.										
55. NAME OF FAMILY REPRESENTATIVE			55B. SIGNATURE OF FAMILY REPRESENTATIVE			56. DATE				

47. Where is your kitchen?
 1. Indoor
 2. Outdoor
 3. None

48. Amount spent for the family per week
 J\$ _____
 per week

49. Does the FAMILY HEAD have a resident partner?
 1. Yes
 2. No

50. Do the members of the family have?

	YES	NO
1. Laptop		
2. Desktop		
3. Washing Machine		
4. Refrigerator		
5. Gas Stove		
6. Electric Stove		
7. Car		
8. Fan		
9. DVD Burner		
10. DVD Player		

	YES	NO
11. Stereo Equipment		
12. Video Equipment		
13. Air Conditioner		
14. Other Electrical Equipment		
15. Sewing Machine		
16. Motorcycle		
17. Electric Water Heater		
18. Generator		
19. Scanner		
20. Dryer (Laundry)		

Appendix E: Flowchart

<u>HOUSEHOLD</u>	<u>MLSS PARISH OFFICE</u>	<u>MLSS MAIN OFFICE</u>	<u>SCHOOLS</u>	<u>HEALTH CLINICS</u>
Learn about program				
Make guesses about eligibility				
Go to Parish office	Answer questions about PATH			
	Help applicants complete application			
	Send applications to main MLSS office	Enter application data		
		Calculate Eligibility		
Learn of acceptance				
		Send acceptances to individuals/families who qualify		
Enroll	Enroll eligible families	Enter enrollment data		
Get health care		Send list of enrolled to appropriate clinics		Gather information on health care received by individuals on the list
Send children to school		Send list of enrolled to appropriate schools	Gather information on school attendance by individuals on the list	
			Send information to main office	Send information to main office
		Prepare checks		
		Mail checks		
Pick up checks at Post Office				