

TC Document

I. Basic Information for TC

▪ Country/Region:	REGIONAL
▪ TC Name:	Advancing Digital States within the Caribbean
▪ TC Number:	RG-T3898
▪ Team Leader/Members:	Wilks, Jason Malcolm (IFD/ICS) Team Leader; Roseth, Benjamin David (IFD/ICS) Alternate Team Leader; Brathwaite, Neece N. (CCB/CTT); Centeno Lappas, Monica Clara Angelica (LEG/SGO); King, Dana Michael (IFD/ICS); Manzur Madariaga, Michelle (IFD/ICS)
▪ Taxonomy:	Client Support
▪ Operation Supported by the TC:	N/a
▪ Date of TC Abstract authorization:	28 Jul 2021.
▪ Beneficiary:	The Bahamas, Jamaica and Trinidad and Tobago ¹
▪ Executing Agency and contact name:	Inter-American Development Bank
▪ Donors providing funding:	OC Strategic Development Program for Institutions(INS)
▪ IDB Funding Requested:	US\$200,000.00
▪ Local counterpart funding, if any:	US\$0
▪ Disbursement period (which includes Execution period):	24 months (the disbursement period will be the same as the execution period)
▪ Required start date:	20 December, 2021
▪ Types of consultants:	Individual consultants
▪ Prepared by Unit:	IFD/ICS-Innovation in Citizen Services Division
▪ Unit of Disbursement Responsibility:	CCB/CTT-Ctry Off Trinidad & Tobago
▪ TC included in Country Strategy (y/n):	N
▪ TC included in CPD (y/n):	N
▪ Alignment to the Second Update of the Institutional Bank Strategy 2020-2023	Institutional capacity and rule of law

II. Objectives and Justification of the TC

- 2.1 The objective of this Technical Cooperation (TC) is to support IDB member countries in the Caribbean with their ongoing digitalization efforts by consolidating recent innovations and technological applications developed or enhanced in response to the COVID-19 pandemic². The specific objectives of this technical cooperation are to: (i) strengthen governments' collection, analysis, and use of data to inform digital strategies, policies and initiatives; and (ii) develop the capacity of administrative and technical personnel to further adapt the architecture of government to facilitate digital transformation within institutions and across all of government.

¹ Other borrowing member countries may participate in the multi-country activities under this project, should they request, and the corresponding no-objection is obtained from the liaison entity of the country.

² The Bank received letters of request from the Governments of Jamaica and Trinidad and Tobago, which are attached as annexes to this TC Document. The Government of Bahamas is currently in the process of submitting a letter that explicitly requests that the Bank executes this TC, which is anticipated by the end of December 2021. The project team understands that no activities can be carried out in Bahamas under this TC until the letter of request from the government is received.

- 2.2 **Justification.** In the aftermath of the COVID-19 pandemic, demand for digital public services across the Caribbean has burgeoned, with the citizens of Caribbean member states seeking online access to services. For example, a regional survey undertaken in October 2020 found that respondents from Trinidad and Tobago were accessing public services online at nearly three times their pre-pandemic rate.³ Moreover, approximately two out of three (65%) of those respondents also reported their likelihood to continue using online services even after lockdown restrictions are lifted, reflecting the enduring need for states in the region to go digital.
- 2.3 Several government agencies within Caribbean member states have risen to the challenge over the past year to quickly design and deploy digital solutions, ensuring government business continuity and service provision amidst increased demand from the public. Innovative state agencies leveraged service design methodologies to deliver back-office and client facing solutions that either served as an alternative to or enhanced pre-pandemic existing service delivery modalities. Jamaica's Registrar General Department has embarked on a "Digitally Bold" campaign and doubled the number of their civil registration services available online. The Bahamas is also well on its way to moving 200 public services online, replete with reengineered processes to expedite service delivery. Similarly, Trinidad and Tobago's digital implementing agency, iGOVTT, has rolled out its digital travel pass, TTravel Pass, to facilitate re-opening of national borders for commercial travel⁴ and produced a virtual Cabinet solution to facilitate business continuity for the country's executive. Efforts such as these will become more commonplace, given similar initiatives are being considered by other Caribbean members states such as Belize and Suriname.
- 2.4 While these short-term, pivot initiatives have yielded immediate benefits for citizens, there are three noteworthy risks to ensuring these efforts can be sustained and create long term value. One risk is the lack of strategic coherence in the design and implementation of digital solutions across public sector agencies. Invariably, COVID-19 rendered obsolete the pre-existing digital government strategy documents in the region and in the absence of overarching coordinating mechanisms, the recent proliferation of agency-specific digital solutions may serve in the long-term to work against prospects for delivering integrated, whole of government solutions.⁵ Government agencies are aware of this risk for digital sustainability and are seeking equal priority for enterprise-wide solutions that promote interoperability and the once-only principle of verifying citizen identity and collecting personal information. For instance, the government of The Bahamas has prioritized developing a digital identity system that will allow for digital identity verification by adapting its National Insurance Board (NIB) database. However, the complexity of these more expansive efforts presents several technical constraints and requires expert advice to government counterparts on the optimal methods for redress.
- 2.5 A second risk for the post-COVID digital agenda is the incongruence between established work processes and cultures and the influx of agile work processes and talent. Apart from Jamaica, the civil service within the sub-region is ranked below the

³ [Public Services and Digital Government during the Pandemic: Perspectives of Citizens, Civil Servants, and Government Institutions.](#)

⁴ [Trinidad and Tobago Guardian.](#)

⁵ Francis, S. (2020). Digital Transformations and Structural Exclusion Risks: Towards Policy Coherence for Enabling Inclusive Trajectories. The Digitalization Conundrum in India: Applications, Access and Aberrations, 13.

average for LAC, with the largest deficits in quality related to personnel development and performance management.⁶ Human capital management poses one of the greatest challenges to effective digital transformation and, without a strong platform of talent management to build, the influx of new digital talent may be thwarted by a culture of resistance to change. These differences in work culture and processes also occur at the institutional level, as evidenced by the decision taken by the government of Trinidad and Tobago in July 2021 to split the Ministry of Public Administration and Digital Transformation into two separate agencies after less than a year of having said Ministry established. Safeguarding digital reforms from these challenges can be ensured through effective workforce planning, change management strategies and modernized performance appraisal frameworks.⁷

- 2.6 The third risk relates to the ability of these governments to protect the investments in digital infrastructure undertaken by the public and private sector. As an example, Jamaica has a strong regulatory framework for cybercrime with the Cybercrimes Act of 2010. However, the Act does not establish ownership of the protection of critical infrastructure that will become increasingly important to securing shared services that will undergird the digital transformation agenda. Likewise, according to the Cybersecurity 2020 Report,⁸ Trinidad & Tobago has made meaningful gains in legal and regulatory frameworks for cybersecurity but still shows deficiencies in the standards, organization and technologies for cybersecurity.
- 2.7 Mitigating these risks will require more informed digital policy frameworks and enhanced capabilities among administrative and technical personnel to sustain the gains made on the digital transformation agenda. Accordingly, this TC will focus on diagnostics assessments, strategic documents and training exercises that will standardize approaches across institutions, and potentially, governments across the region.
- 2.8 **Complementarity.** The Bank has established itself as a trusted partner for digital transformation initiatives throughout the sub-region, with multiple investment operations in e-government and public sector modernization such as JA-L1072; JA-L1073; JA-L1074; BH-L1045; and BA-L1046. Outputs from this TC will support optimal execution of those operations in The Bahamas and Jamaica by building the knowledge base of key government stakeholders in the critical areas of digital identity and cyber-security. More recently, the Bank has also supported digitalization efforts in the aftermath of the pandemic through regional TCs such as RG-T3753, RG-T3868 and RG-T3364. Moreover, the Bank has further consolidated its support in this area through collaboration with Estonia's e-Governance Academy to establish a regional hub for technical support on digital government for member states throughout the sub-region. The Bank is therefore uniquely positioned to support the countries of the Caribbean region in tackling the specific challenges for the digital government agenda post-COVID-19.
- 2.9 **Alignment.** This TC is aligned with Vision 2025 and the Second Update of the Institutional Bank Strategy 2020-2023 (AB-3190-2), particularly the cross-cutting issue of "Institutional Capacity and Rule of Law", which focuses on issues related to the volume, quality and timeliness of government services, all of which are impacted by

⁶ [Building State Capacity in the Caribbean: A Baseline Report of the Civil Service.](#)

⁷ [Transformación digital y empleo público: el futuro del trabajo del gobierno.](#)

⁸ [Reporte Ciberseguridad 2020: riesgos, avances y el camino a seguir en América Latina y el Caribe.](#)

digital government. Additionally, this TC reflects efforts under the sub-regional strategy initiative, Build Forward, with its focus on advancing technological solutions that will produce more resilient people and institutions in keeping with the sustainable development pathway defined by each Caribbean member country. The TC also aligns with the three Strategic Development Program for Institutions (GN-2819-1) objectives to: (i) contribute to public policies and institutions that are more effective, efficient, open and citizen-centered; (ii) improve service delivery to citizens; and (iii) strengthen enforcement of the rule of law, citizen security, and the fight against corruption as well as the Corporate Results Framework 2020-2023 (GN-2727-12).

- 2.10 The work of this TC aligns with priority objectives within the Bank Group Country Strategies for the three member countries: Strategic Objective 1.2 within the 2018-2022 IDB Group Country Strategy for the Bahamas that strengthens institutional capacity for digital government; Strategic Objective 1.5 within the 2016-2021 IDB Group Country Strategy for Jamaica that strengthens the quality of administrative data; and Strategic Objective 1.2 within the 2016-2020 IDB Group Country Strategy for Trinidad and Tobago that improves efficiency of public expenditure.

III. Description of activities/components and budget

- 3.1 **Component 1. Strengthening Horizontal Service Delivery (US\$55,000).** Under this component, the TC will support CCB countries in streamlining newly developed vertical services with existing horizontal and shared services⁹ (interoperability, data analytics, digital identity, e-signature, among others) as well as conducting diagnostics to inform the implementation of proposed shared services using specialized technical knowledge in the most cutting-edge areas of digital signature and interoperability. Arising from this Component, two of the beneficiary states will have actions plans designed to guide improved integration of digital public services across multiple government institutions.
- 3.2 **Component 2. Assistance to Digital Government Management (US\$80,000).** This TC will finance activities to support the ministries tasked with leading and coordinating the respective member state's digital government agenda via: (i) updates to governance and strategic management framework documents related to corporate and operational services; (ii) design of change management and communication strategies that will mobilize key stakeholders within government, the private sector and academia as partners in a social compact that promotes public confidence, digital inclusion and sustainability in the governance of the digital transformation agenda; and (iii) formulation of an e-government human resource management strategies that will inform the acquisition of digital talent (recruitment, upskilling and retraining), and a compensation review to ensure that said talent are well motivated and results-oriented.
- 3.3 **Component 3. Enhancing Cybersecurity Knowledge and Capabilities Ecosystem (US\$65,000).** Working in partnership with the Ministries of National Security of participating member states, this component will support the protection of critical economic infrastructure and enhanced responses to cybersecurity incidents through: (i) provision of a pre-designed curriculum on safeguards for critical

⁹ Vertical services refer to services delivered by increasing aggregations within an institution such as crime statistics being reported by various police jurisdictions to a centralized department for the generation of national-level crime statistics. Horizontal or shared services refers to integration of government services across different institutions such as when individuals apply for a driver's license and voter registration card during a single transaction.

cyber-infrastructure for the benefit of public and private sector stakeholders; (ii) deployment of diagnostic tools to map and assess the cybersecurity of critical government IT systems; and (iii) delivering or enhancing fora, workshops and communication mechanisms for private/public information-sharing and first responses to cyber-security incidents.

- 3.4 **Expected Results.** The expected result of this TC is the institutional strengthening of governments of Caribbean member states to collect, analyze and use data to inform digital strategies and develop capacity to further adapt government architecture to facilitate digital transformation. The direct beneficiaries include senior civil servants and project managers tasked with implementing digital initiatives related to interoperability, digital identity and cybersecurity as well as senior human resource management personnel who must oversee organizational reforms to create a more digitally enabled civil service.
- 3.5 The total budget of the TC will be US\$200,000, with financing via resources from ordinary capital of the Strategic Program for the Development of Institutions (INS).

Indicative Budget

Activity/Component	Description	IDB/Fund Funding	Total Funding
Strengthening Horizontal Service Delivery	Diagnostics and Action Plans in 2 countries, focusing on the development of shared services on the digital transformation agenda	US\$55,000	US\$55,000
Assistance to Digital Government Management	Support to the strengthened design of corporate frameworks within lead agencies for digital transformation in 2 countries	US\$80,000	US\$80,000
Enhancing Cybersecurity Knowledge and Capabilities Ecosystem	Support to Ministries of National Security in 3 countries for training in cybersecurity and improved communication mechanisms with external stakeholders	US\$65,000	US\$65,000
Total		US\$200,000	US\$200,000

IV. Executing agency and execution structure

- 4.1 Presently no regional entity exists with the legal mandate and technical capacity to execute digital transformation capacity building activities within Caribbean member states. Given that the Bank, and the Innovation in Citizen Services Division (IFD/ICS) in particular, has a strong track record of partnering with governments in the region to enhance their digital service delivery and ensure innovative public management, there is therefore justification for the Bank to retain execution responsibilities, in accordance with OP-619-4 Annex II. The project team is led by Jason Wilks (ICS/CGY) who will supervise the TC components overall and have direct supervision of activities in Trinidad and Tobago. The focal points for supervising activities in The Bahamas and Jamaica are Dana King (IFD/ICS) and Benjamin Roseth (IFD/ICS), the Modernization of the State Senior Sector Specialists assigned to the countries respectively. Operational support across the three countries will be provided from CCB/CCB.
- 4.2 All activities to be executed under this TC have been included in the Procurement Plan (Annex IV) and will be contracted in accordance with Bank procurement policy AM-650 for hiring of individual consultants. Should there be any adjustments to the procurement plan to include additional service types, these activities will be contracted in accordance with Bank policies as follows: GN-2765-4 and Guidelines OP-1155-4 for

Consulting Firms for services of an intellectual nature; and GN-2303-28 for logistics and other related services.

- 4.3 Letters of No Objection have been obtained from the governments of Jamaica and Trinidad and Tobago and explicitly state their request to have the Bank execute the TC on their behalf, as per the Annex. Correspondence received from the government of The Bahamas also communicates their no objection to the TC. The team understands that no activities can be undertaken in any other country unless a letter of no objection is subsequently received from the designated country liaison.

V. Major issues

- 5.1 The project has identified three risks that are attendant to e-government reforms in the sub-region, namely the lack of strategic coherence; incongruence between current and digital work processes and cultures; and security vulnerabilities for digital infrastructure investments undertaken by the public and private sector. Although the TC will undertake remedial activities to address these risks for other projects, the team also intends to mitigate these risks for the TC itself. The team will address the issue of strategic coherence by ensuring that all technical support involving multiple government agencies will receive input from said agencies and maintain lines of communication throughout execution. The risk of digital innovations disrupting existing business practices is accepted for this project and will be managed through open dialogue with affected personnel and by stipulating the demonstration of applicable change management approaches within the scope of work of consultants providing technical support through this TC. Finally, the team will ensure that all sensitive information on security vulnerabilities of critical infrastructure received by consultants under this TC will be safeguarded and encrypted at an appropriate level to guard against leakage or unauthorized access.
- 5.2 The team has also identified the timeframe for completion of the diagnostics as another main challenge for execution. Because the digital agenda develops and shifts quickly, and also because of the elusive nature of COVID-19, any diagnostic and action plan that takes too long would be ineffective and risk becoming obsolete quickly. To prevent this risk, the team will focus on an agile design for the structure of the diagnostics; the purpose is not for those to be exhaustive, but rather to offer a quick snapshot of the main issues that have emerged during COVID, and how those affect existing plans and strategies, rather than starting from scratch.

VI. Exceptions to Bank Policy

- 6.1 This operation does not foresee any exceptions to Bank policy.

VII. Environmental and Social Strategy

- 7.1 This TC will not finance feasibility or pre-feasibility studies of investment projects or associated environmental and social studies; therefore, it does not have applicable requirements of the Bank's Environmental and Social Policy Framework (MPAS).

Anexos Requeridos:

[Request from the Client - RG-T3898](#)

[Results Matrix - RG-T3898](#)

[Terms of Reference - RG-T3898](#)

[Procurement Plan - RG-T3898](#)