

THE OFFICE OF THE PRIME MINISTER
NATIONAL IDENTIFICATION SYSTEMS PROJECT
INTER-AMERICAN DEVELOPMENT BANK
LOAN AGREEMENT 4437/OC-JAFINANCIAL STATEMENTS
MARCH 31, 2022

THE OFFICE OF THE PRIME MINISTER
INTER-AMERICAN DEVELOPMENT BANK

NATIONAL IDENTIFICATION SYSTEMS PROJECT
INTER-AMERICAN DEVELOPMENT BANK LOAN AGREEMENT 4437/OC-JA

Financial statements
Period ended March 31, 2022

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INDEPENDENT AUDITORS' REPORT

To the Office of the Prime Minister
NATIONAL IDENTIFICATION SYSTEMS PROJECT
INTER-AMERICAN DEVELOPMENT BANK LOAN AGREEMENT 4437/OC-JA

Opinion

We have audited the accompanying financial statements, which comprise the statement of cash flows, the statement of cumulative investments and a summary of significant accounting policies, and other explanatory information for the National Identification Systems Project (the Project), executed by the Office of the Prime Minister (OPM), and financed by the Inter-American Development Bank Loan Agreement #4437/OC-JA as of and for the period ended March 31, 2022 and have obtained all the information and explanations which we required.

In our opinion, the financial statements present fairly, in all material respects, the cash flows and cumulative investments for the National Identification Project for the period ended March 31, 2022, in accordance with the Cash Basis IPSAS: Financial Reporting under the Cash Basis of Accounting.

Basis for Opinion

We conducted our audit in accordance with International Standards on Auditing (ISAs). Our responsibilities under those standards are further described in the *Auditors' Responsibilities for the Audit of the Financial Statements* section of our report. We are independent of the Project in accordance with International Ethics Standards Board for Accountants International Code of Ethics for Professional Accountants including International Independence Standards (IESBA Code), and we have fulfilled our other ethical responsibilities in accordance with the IESBA Code. We believe that the audit evidence we have obtained is sufficient and appropriate to provide a basis for our opinion.



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INDEPENDENT AUDITORS' REPORT (CONTINUED)

To the Office of the Prime Minister
NATIONAL IDENTIFICATION SYSTEMS PROJECT
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Basis of Accounting

Without modifying our opinion, we draw attention to note 3(a) to the financial statements, which describes the basis of accounting. The financial statements are prepared to comply with the financial reporting provisions of Inter-American Development Bank Loan Agreement #4437/OC-JA. As a result, the financial statements may not be suitable for another purpose.

Responsibilities of Management and Those Charged with Governance for the Financial Statements

Management is responsible for the preparation of financial statements that give a true and fair view in accordance with the Cash Basis IPSAS: Financial Reporting under the Cash Basis of Accounting and for such internal control as management determines is necessary to enable the preparation of financial statements that are free from material misstatement, whether due to fraud or error.

Those charged with governance are responsible for overseeing the Project's financial reporting process.

Auditors' Responsibilities for the Audit of the Financial Statements

Our objectives are to obtain reasonable assurance about whether the financial statements as a whole are free from material misstatement, whether due to fraud or error, and to issue an auditors' report that includes our opinion.

Reasonable assurance is a high level of assurance, but is not a guarantee that an audit conducted in accordance with ISAs will always detect a material misstatement when it exists. Misstatements can arise from fraud or error and are considered material if, individually or in the aggregate, they could reasonably be expected to influence the economic decisions of users taken on the basis of these financial statements.



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INDEPENDENT AUDITORS' REPORT (CONTINUED)

To the Office of the Prime Minister
NATIONAL IDENTIFICATION SYSTEMS PROJECT
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Auditors' Responsibilities for the Audit of the Financial Statements (continued)

As part of an audit in accordance with ISAs, we exercise professional judgment and maintain professional skepticism throughout the audit. We also:

- Identify and assess the risks of material misstatement of the financial statements, whether due to fraud or error, design and perform audit procedures responsive to those risks, and obtain audit evidence that is sufficient and appropriate to provide a basis for our opinion. The risk of not detecting a material misstatement resulting from fraud is higher than for one resulting from error, as fraud may involve collusion, forgery, intentional omissions, misrepresentations, or the override of internal control.
- Obtain an understanding of internal control relevant to the audit in order to design audit procedures that are appropriate in the circumstances, but not for the purpose of expressing an opinion on the effectiveness of the OPM's internal control.
- Evaluate the appropriateness of accounting policies used and the reasonableness of accounting estimates and related disclosures made by management.
- Evaluate the overall presentation, structure and content of the financial statements, including the disclosures, and whether the financial statements represent the underlying transactions and events in a manner that achieves fair presentation.

We communicate with those charged with governance regarding, among other matters, the planned scope and timing of the audit and significant audit findings, including any significant deficiencies in internal control that we identify during our audit.

The KPMG logo, featuring the letters 'KPMG' in a blue, cursive script font.

Chartered Accountants
Kingston, Jamaica

August 8, 2022

OFFICE OF THE PRIME MINISTER
INTER-AMERICAN DEVELOPMENT BANK

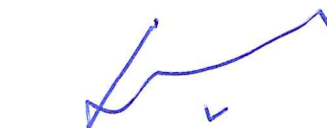
NATIONAL IDENTIFICATION SYSTEMS
INTER-AMERICAN DEVELOPMENT BANK LOAN AGREEMENT 4437/OC-JA

STATEMENT OF CASH FLOWS
Year ended March 31, 2022
(Expressed in local currency and U.S. dollars)

	Year ended March 31, 2022		Year ended March 31, 2021	
	IDB		IDB	
	US\$	JA\$	US\$	JA\$
CASH RECEIVED				
Accumulated cash received at beginning of the year	13,990,499	1,972,325,986	7,392,886	996,802,875
Activities during the year:				
Disbursement of advance	5,800,000	889,952,000	2,286,000	338,007,960
Direct payments	<u>4,414,771</u>	<u>677,402,462</u>	<u>4,311,613</u>	<u>637,515,151</u>
Accumulated cash at the end of the year	<u>24,205,270</u>	<u>3,539,680,448</u>	<u>13,990,499</u>	<u>1,972,325,986</u>
DISBURSEMENTS MADE				
Accumulated cash disbursements at beginning of the year	(13,673,210)	(1,928,116,795)	(7,338,895)	(991,524,979)
Activities during the year:				
Project expenditure	<u>(10,316,853)</u>	<u>(1,582,983,535)</u>	<u>(6,334,315)</u>	<u>(936,591,816)</u>
Accumulated cash disbursements at end of the year	<u>(23,990,063)</u>	<u>(3,511,100,330)</u>	<u>(13,673,210)</u>	<u>(1,928,116,795)</u>
AVAILABLE CASH AS AT END OF YEAR	<u>215,207</u>	<u>28,580,118</u>	<u>317,289</u>	<u>44,209,191</u>

The financial statements on pages 4 to 11 were approved by the National Identification Systems Project on August 8, 2022 and signed on its behalf by:


Ms. Constance Trowers Chief Technical Director, (Acting)


Dr. Warren Vernon Project Director

The accompanying notes from an integral part of the financial statements.

THE OFFICE OF THE PRIME MINISTER
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NATIONAL IDENTIFICATION SYSTEMS PROJECT
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STATEMENT OF CUMULATIVE INVESTMENTS- IDB

Period ended March 31, 2022

(Expressed in local currency and U.S. dollars)

Investment category	Cumulative		Movement during the year		Cumulative	
	Through March 31, 2021		IDB		Through March 31, 2022	
	US\$	JAS	US\$	JAS	US\$	JAS
I Implementation of Legal and Institutional Framework for NIDS						
Establishment of the NIRA	2,133,482	297,407,733	834,705	128,074,353	2,968,187	425,482,086
Civil Records Digitization	30,388	4,493,170	104,186	15,985,953	134,574	20,479,123
Communications and Behavior Change	811,440	109,872,278	86,530	13,276,875	897,970	123,149,153
	<u>2,975,310</u>	<u>411,773,181</u>	<u>1,025,421</u>	<u>157,337,181</u>	<u>4,000,731</u>	<u>569,110,362</u>
II Implementation of a unique National Identification and National Identification Management System						
Data center and connectivity	1,720,447	244,643,807	8,558,720	1,313,221,468	10,279,167	1,557,865,275
Establishment of enrollment sites	108,318	15,188,998	637,553	97,824,007	745,871	113,013,005
Card production	1,794,240	244,106,352	-	-	1,794,240	244,106,352
Identity management	6,955,767	995,067,503	-	-	6,955,767	995,067,503
Regulatory review & training	80,391	11,849,767	76,990	11,813,089	157,381	23,662,856
	<u>10,659,163</u>	<u>1,510,856,427</u>	<u>9,273,263</u>	<u>1,422,858,564</u>	<u>19,932,426</u>	<u>2,933,714,991</u>
III Auditing and M&E						
Financial audit	38,560	5,464,189	18,169	2,730,974	56,729	8,195,163
Monitoring and evaluation	177	22,998	-	-	177	22,998
	<u>38,737</u>	<u>5,487,187</u>	<u>18,169</u>	<u>2,730,974</u>	<u>56,906</u>	<u>8,218,161</u>
TOTAL	<u>13,673,210</u>	<u>1,928,116,795</u>	<u>10,316,853</u>	<u>1,582,926,719</u>	<u>23,990,063</u>	<u>3,511,043,514</u>

The accompanying notes from an integral part of the financial statements.

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INTER-AMERICAN DEVELOPMENT BANK LOAN AGREEMENT 4437/OC-JA

Notes to the Financial Statements
Period ended March 31, 2022

1. The Project

The Government of Jamaica entered into a loan agreement on February 26, 2018 with Inter-American Development Bank (IDB) to finance the National Identification Systems Project (the Project) executed by Office of the Prime Minister (OPM).

The National Identification System (NIDS) aims to preserve the universal right to personal identity providing a secure and safe environment for citizens and legal residents identity information. The main objective of this Project is to reduce the transactional costs associated with identity verification for citizens to access and providers to deliver services both in the private and public sectors in Jamaica. This objective will be achieved through: (i) the establishment of a reliable and universal identification system; and (ii) the reduction in the constraints experienced in accessing birth certificates, especially for mothers and persons with special needs.

The total cost of the Project in the amount of US\$68,000,000 will be distributed among the following categories of expenditures.

(in US\$)	
Component 1. Implementation of the Legal and Institutional Framework for NIDS	14,923,000
Establishment of the NIRA	5,637,000
Project Management and Coordination	3,700,000
Improvement of the Civil Registry	3,332,000
Communications and Behavior Change	2,254,000
Component 2: Implementation of a unique National Identification Number and National Identification Management System	45,894,000
Data center and connectivity	10,824,000
Establishment of production site	867,000
Establishment of enrollment sites	4,585,000
Implementation of national identification management system	29,618,000
Component 3. Change management and training	4,060,000
Alignment of financial sector regulations for the adoption of the NIDS	460,000
Modifications of databases and biometric equipment in selected MDA	2,080,000
Training for employees in MDA in identity verification	1,520,000
Audits and M&E	454,000
Contingency	2,669,000
Total	68,000,000

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NATIONAL IDENTIFICATION SYSTEMS PROJECT
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Notes to the Financial Statements (Continued)
Period ended March 31, 2022

1. The Project (continued)

Allocations revised for the year under review are as follows:

(in US\$)	
Component 1. Implementation of the Legal and Institutional Framework for NIDS	15,900,175
Establishment of the NIRA	6,263,424
Project Management and Coordination	3,880,414
Improvement of the Civil Registry	3,332,000
Communications and Behavior Change	2,424,337
Component 2: Implementation of a unique National Identification Number and National Identification Management System	43,509,899
Data center and connectivity	8,240,598
Establishment of production site	867,000
Establishment of enrollment sites	5,964,403
Implementation of national identification management system	28,437,898
Component 3. Change management and training	4,774,833
Alignment of financial sector regulations for the adoption of the NIDS	619,333
Modifications of databases and biometric equipment in selected MDA	2,399,667
Training for employees in MDA in identity verification	1,755,833
Audits and M&E	454,000
Contingency	3,361,093
Total	68,000,000

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Notes to the Financial Statements (Continued)
Period ended March 31, 2022

2. Components of the Project

The Project constitutes of the following three components:

i. Component 1. Implementation of the Legal and Institutional Framework for the NIDS

The objective of this component is to support the implementation of the legal and institutional framework for the National Identification System (NIDS) as established in the National Identification and Registration (NIR) Act.

This component will finance: (i) the establishment of the new National Identification and Registration Authority (NIRA), including defining its business model (sources of income, pricing policy, cost projections, etc.), organizational structure, design and implementation of a service delivery quality framework, training for NIRA's personnel (including training in identity verification and the usage of the identity management system), as well as hardware and software; (ii) improvement of the civil registry, including digitization of the records in the civil registry, development and implementation of new software to consolidate the birth, marriage and death database, and updated hardware; and (iii) the design and implementation of a communications plan and behavioral change strategy for the NIDS, focused on marginalized and vulnerable populations.

This component will also finance: (i) mobile workstations for civil registration, including tablets with biometric reading and capture capabilities, to scale up electronic bedside registration; and (ii) the dissemination services for birth certificates and ID cards.

Regarding persons with special needs this component will finance: (i) mobile workstations for civil registration of this populations; and (ii) the sensitization and training in partnership with the Jamaica Council for Persons with disabilities.

ii. Component 2. Implementation of a unique National Identification Number (NIN) and National Identification Management System

The objective of this component is to support the enrolment of the population in the NIDS and the implementation of a national identification management system. This component will finance: (i) the implementation of the national identification management system for all the Jamaican citizens and legal residents, including two biometric characteristics; (ii) the establishment of 43 enrolment sites for the NIDS in current offices of the Jamaica Post, and any other sites as may be determined, including hardware and software for capturing biometric data, and the acquisition of mobile enrolling stations, to bring the services closer to the citizens; (iii) the establishment of a card production site for the NIDS; and (iv) the adaptation of the data centre for E-Gov Jamaica Limited to host the national identification management system; and (v) secure data sharing inter-connectivity for the enrolment sites, as well as public and private sector entities.

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Notes to the Financial Statements (Continued)
Period ended March 31, 2022

2. Components of the Project (continued)

iii. **Component 3. Streamlined identity verification for public and private sector.**

The objective of this component is to support public and private sector entities for the adoption of the NIN, the adaptation and cleaning of their information systems and the implementation of identity verification through the NIDS. This component will finance: (i) a consultancy to conduct a comprehensive review the existing financial sector regulations to ensure the adoption of the NIDS by financial institutions, and also to strengthen them in light of the recent Financial Action Task Force (FATF) mutual evaluation report, especially in relation to recommendations related to "know your customer" and "customer due diligence"; (ii) training in identity verification for employees of the Bank of Jamaica (BOJ), the Financial Services Commission (FSC) and the Financial Investigations Division (FID); (iii) modifications of information systems in selected Ministries, Departments and Agencies (MDAs) to adopt the NIN and cleaning of beneficiary databases;² (iv) equipment for MDAs to capture biometric information, like cameras and fingerprint scanners; and (v) appropriate capacity building for all relevant MDA's in identity verification, data analysis and other related areas.

3. Significant accounting policies

(a) Basis of accounting

The financial statements have been prepared using the cash basis of accounting, recognizing revenue when the cash is received and recognizing expenses when the cash has been disbursed. This accounting policy differs from International Public Sector Accounting Standards (IPSAS) under which transactions should be recorded when they occur and not when they are paid. However, IPSAS have been applied to circumstances such as those discussed in the chapter "Cash Basis IPSAS: *Financial Reporting under the Cash Basis of Accounting*".

(b) Currency translation

Transactions in foreign currencies are recorded at the rates of exchange agreed with the executing agency in keeping with Article 3.03 of the loan agreement.

4. The budget

The budget allocation for the financial year 2021/2022 (revised) was USD\$11,302,000 (JMD\$1,661,324,000). This amount represents funds that were included in the Approved Budget of Jamaica for the fiscal year ended March 31, 2022.

The amount converted at using rate of USD1.00 = JMD 147.00.

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NATIONAL IDENTIFICATION SYSTEMS PROJECT
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Notes to the Financial Statements (Continued)
Period ended March 31, 2022

5. Available cash balance

The available cash balance as at March 31, 2022 in the Project's bank accounts are as follows:

	<u>2022</u> US\$	<u>2021</u> US\$
Bank of Jamaica:		
Account #810606 - USD account	87,222	221,359
Bank of Nova Scotia (Jamaica) Limited:		
Account #803850 - JMD account	92,568	88,565
Effect of exchange rate change on JMD account	<u>35,417</u>	<u>7,365</u>
	<u>215,207</u>	<u>317,289</u>

At March 31, 2022, the balance in the Bank of Nova Scotia Jamaica Limited account no. 803850 was J\$14,235,112.27 (US\$92,568) [2021:J\$12,999,059 (US\$88,565)].

6. Advances and Justification

	<u>2022</u> US\$	<u>2021</u> US\$
Opening balance	1,608,155	875,795
Advances received	5,800,000	2,286,000
Justification of advance	<u>(4,435,895)</u>	<u>(1,553,640)</u>
Closing balance of advances	<u>2,972,260</u>	<u>1,608,155</u>

The Project received three advances from IDB for the financial period ended March 31, 2022.

7. Disbursement requests to IDB

During the period, requests for disbursements were as follows:

<u>2022</u>				
<u>Date</u>	<u>Request reference #</u>	<u>Amount requested</u> US\$'000	<u>Amount approved</u> by IDB US\$'000	<u>Amount recorded</u> in the Project's financial statements US\$'000
20-May-21	16	3,400	3,400	3,400
17-Dec-21	17	2,400	2,400	2,400
17-Dec-21	18	<u>4,415</u>	<u>4,415</u>	<u>4,415</u>
		<u>10,215</u>	<u>10,215</u>	<u>10,215</u>

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Notes to the Financial Statements (Continued)
Period ended March 31, 2022

7. Disbursement requests to IDB (continued)

2021				
<u>Date</u>	<u>Request reference #</u>	<u>Amount requested US\$'000</u>	<u>Amount approved by IDB US\$'000</u>	<u>Amount recorded in the Project's financial statements US\$'000</u>
05-May-20	9	850	850	850
26-Oct-20	10	185	185	185
02-Dec-20	12	1,436	1,436	1,436
06-Dec-20	13	3,671	3,671	3,671
27-Jan-21	14	<u>456</u>	<u>456</u>	<u>456</u>
		<u>6,598</u>	<u>6,598</u>	<u>6,598</u>

Disbursement # 18 relates to direct payment made to suppliers by IDB as at March 31, 2022 (2021: Disbursements # 10,13 and 14).

Request reference # 11 and 15 relates to justification submissions.

8. Direct payments

Direct payments made to suppliers by IDB during the year ended March 31, 2022 amounted to US\$4,414,771 (2021: US\$4,311,613).

9. Advances Pending Justification

As at 31 March 31, 2022, the amount pending justification to the IDB amounted to US\$2,762,643 which includes funds paid during the year and not yet submitted to the bank for verification:

	<u>2022</u> US\$	<u>2021</u> US\$
Implementation of Legal and Installation Framework	603,559	624,925
Implementation of NIDS number and Management System	2,115,583	614,132
Streamline ID verification	<u>38,009</u>	<u>52,644</u>
	<u>2,757,151</u>	<u>1,291,701</u>

THE OFFICE OF THE PRIME MINISTER
INTER-AMERICAN DEVELOPMENT BANK

NATIONAL IDENTIFICATION SYSTEMS PROJECT
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AGREEMENT 4437/OC-JA

SUPPLEMENTARY INFORMATION TO THE
FINANCIAL STATEMENTS

PERIOD ENDED MARCH 31, 2022

THE OFFICE OF THE PRIME MINISTER
INTER-AMERICAN DEVELOPMENT BANK

NATIONAL IDENTIFICATION SYSTEMS PROJECT
INTER-AMERICAN DEVELOPMENT BANK LOAN AGREEMENT 4437/OC-JA

STATEMENT OF CASH FLOWS

Period ended March 31, 2022

Reconciliation of IDB and NIDS Expenditure
(Expressed in U.S. dollars)

		March 31, 2022			
		Loan			
<u>Investment Category</u>		<u>Budget</u>	NIDS	IDB records	
		<u>US\$</u>	accumulated	accumulated	
			<u>expenditure</u>	<u>expenditure</u>	<u>Variance</u>
			US\$	US\$	US\$
					<u>Explanation</u>
01.00.00	Implementation of Legal and				
	Installation Framework	15,900,175	8,591,343	7,987,784	603,559
02.00.00	Implementation of NIDS number and				
	Management System	43,509,899	15,184,532	13,068,949	2,115,583
03.00.00	Streamlined ID verification	4,774,833	157,381	119,372	38,009
04.00.00	Auditing and M&E	454,000	56,905	56,905	-
	Contingencies	<u>3,361,093</u>	<u>-</u>	<u>-</u>	<u>-</u>
		<u>68,000,000</u>	<u>23,990,161</u>	<u>21,233,011</u>	<u>2,757,151</u>

		March 31, 2021				
		Loan				
<u>Investment Category</u>		<u>Budget</u>	NIDS	IDB records		
		<u>US\$</u>	accumulated	accumulated	<u>Variance</u>	<u>Explanation</u>
			<u>expenditure</u>	<u>expenditure</u>	<u>US\$</u>	
			<u>US\$</u>	<u>US\$</u>		
01.00.00	Implementation of Legal and					
	Installation Framework	16,052,000	2,938,547	2,325,514	613,033	1
02.00.00	Implementation of NIDS number and					
	Management System	43,375,000	10,615,535	9,990,347	625,188	1
03.00.00	Streamlined ID verification	4,779,000	80,391	27,747	52,644	1
04.00.00	Auditing and M&E	454,000	38,737	38,737	-	1
	Contingencies	<u>3,340,000</u>	<u>-</u>	<u>-</u>	<u>-</u>	
		<u>68,000,000</u>	<u>13,673,210</u>	<u>12,382,345</u>	<u>1,290,865</u>	

Explanation

1. This difference represents amount to be justified in subsequent period.

THE OFFICE OF THE PRIME MINISTER
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NATIONAL IDENTIFICATION SYSTEMS PROJECT
INTER-AMERICAN DEVELOPMENT BANK LOAN AGREEMENT 4437/OC-JA

Property, Plant and Equipment Acquired
(Expressed in U.S. dollars)

Category	2021 US\$	Additions US\$	2022 US\$
Appliances	1,153	-	1,153
Audio visual equipment	10,076	-	10,076
Equipment	13,922	-	13,922
Furniture	11,129	163,580	174,709
Laptops	46,484	50,556	97,040
Desktop Computers	12,549	2,919	15,468
Leasehold improvement	6,491	-	6,491
Network, switches, routers	464,466	-	464,466
Other technical equipment	7,429,561	1,643,280	9,072,841
Other computer devices	370,364	-	370,364
Software	171,909		171,909
Total	8,538,104	1,860,335	10,398,439