

TC Document

I. Basic Information for TC

▪ Country/Region:	REGIONAL
▪ TC Name:	Identity Management For Migratory Groups In Latin America And The Caribbean
▪ TC Number:	RG-T3479
▪ Team Leader/Members:	Muente Kunigami, Arturo (IFD/ICS) Team Leader; Calderon Lopez, Estefania Belen (IFD/ICS); Catano Guzman, Mariana (IFD/ICS); Guereca Fernandez, Silvia Faviola (IFD/ICS); Infante Barbosa, Irasema (CID/CID); Negret Garrido, Cesar Andres (LEG/SGO); Serale, Florencia (IFD/ICS); Vasquez Rossi, Maria Ines (IFD/ICS); Pierola, Martha Denisse
▪ Taxonomy:	Client Support
▪ Operation Supported by the TC:	N/A
▪ Date of TC Abstract authorization:	13 May 2019.
▪ Beneficiary:	LAC countries
▪ Executing Agency and contact name:	Inter-American Development Bank through the Innovation for Citizen Service Division (IFD/ICS)
▪ Donors providing funding:	OC Strategic Development Program for Institutions(INS)
▪ IDB Funding Requested:	US\$500,000.00
▪ Local counterpart funding, if any:	US\$0
▪ Disbursement period (which includes Execution period):	24 months
▪ Required start date:	November, 2019
▪ Types of consultants:	Individuals; Firms
▪ Prepared by Unit:	IFD/ICS-Innovation in Citizen Services Division
▪ Unit of Disbursement Responsibility:	IFD-Institutions for Development Sector
▪ TC included in Country Strategy (y/n):	No
▪ TC included in CPD (y/n):	No
▪ Alignment to the Update to the Institutional Strategy 2010-2020:	Social inclusion and equality; Institutional capacity and rule of law

II. Objectives and Justification of the TC

- 2.1. **The migration landscape has changed in time.** Since 1950, migration in the Latin American and the Caribbean (LAC) region has transformed from immigration from other regions of the world to migration between countries in LAC¹. Moreover, more recent migration flows have reverted the original trend, changing the region's historical position from migrant-receiving to migrant-sending². Accordingly, the drivers of migration, the countries of destination, and the policy responses have evolved with the economic and political transition of the region, increasing the emergence of irregular forms of migration³ and resulting in critical issues, such as the rising in the demand for

¹ See: [Migration in the Americas: Mexico and Latin America in Comparative Context](#)

² See: [Migration in the Americas: Mexico and Latin America in Comparative Context](#)

³ "Irregular forms of migration" do not refer to the irregularly status of individuals, but to their migratory status at a certain point in time. As the OIM recommends, a migrant in an irregular situation may: (i) be entering the host country irregularly with false documents or without crossing at an official border crossing point,

social services or labor market, that are demanding more comprehensive policy responses and stronger institutional strategies in the recipient countries.

- 2.2. **Migration flows have spiked in the last decade.** This is often overlooked in LAC, yet the region has been impacted by high inflows of displaced people, challenging in many cases the institutional capacity of countries beyond their labor and economic capabilities and their legal and regulatory frameworks. In effect, the latest report of International Organization for Migration (IOM) estimated that in 2017 the international migrant stock in the LAC Region was 9.5 million people, 1.3 million more than in 2010⁴; and it is expected that by 2020 the stock will increase even more (at least by 4 million people)⁵.
- 2.3. **The IDB has supported research and technical activities related to migration remittances and development.** In 1999, the Multilateral Investment Fund and the IDB pioneered the mapping of remittances flows to LAC, showing that migration played a key role in poverty alleviation and impacted positively on economic development. Similarly, the IDB has supported investments in effective initiatives like Mexican governmental initiative called the *3X1 Program for Migrants*, which develops communities with high expulsion rates by leveraging their investments with contributions from the federal, state and municipal governments. Likewise, the activities promoted through the Plan of the Alliance for Prosperity in the Northern Triangle funded by the IDB, have developed activities to strengthen the consular services of El Salvador, Guatemala and Honduras, and update information and tools for dealing with the migrant population. In this effort, Mexico has an active role as well. Also, the IDB has implemented projects related to the strengthen of civil registries and identification offices. The latest projects include RG-T2971, RG-T2975 and RG-T3070, which have supported several knowledge products that have increased the institutional capacity of these public entities and assess countries on the maturity level of the Identification systems.
- 2.4. **Despite the above, research in the region on migration trends, lack of identification and its effects on the economy is relatively scarce.** While the economic analysis of remittances has been widely studied by the IDB, a better understanding of the migration phenomena is still in progress and responses to the main challenges and needs that migrants are facing in the region are limited. Nowadays, the increase in migration is demanding an urgent and coordinated response to determine effective actions that can address the main problems faced by the displaced population.
- 2.5. **One of the main challenges immigrants face is related to proper identification.** The lack of proper identification documents, and therefore, the lack of adequate registries or data shows the limited coordination between countries to develop integrated systems that could be useful to characterize the migrants and understand their needs, not only on the short term, but also on the long term. Moreover, the lack of identity creates barriers to the efficient provision of public services and limits the

(ii) reside in the country irregularly in violation of the terms of an entry visa/residence permit; or (iii) be employed in the country irregularly. <https://migrationdataportal.org/themes/irregular-migration>

⁴ See: [International migrant stock: The 2017 revision](#)

⁵ See: [Grupo de Trabajo sobre Migrantes Venezolanos de la OEA llama a otorgarles estatus de refugiado y crear tarjeta de identidad regional](#)

access to goods, services and socio-economic participation⁶, not only to migrants, but also to the vulnerable population.

- 2.6. **The objective of this technical cooperation is to identify the main problems faced by migrants related to identification in host and transit countries and propose interventions that can help host countries enhance the quality of services provided and by extension the quality of life of migrants.** Evidence and best practices have shown that a robust identification system has a direct impact on the access to public and private services. For example, as the transactions on the financial sector increase, the need to count with secure processes to verify an identity, is required, facilitating the access to credits or loans. Social services could have an efficient and proper access to medical records by properly verifying the identity of the user, and even, it could facilitate the registration of medical procedures, such as vaccinations, that could be, later, requested by schools in the enrollment period. Therefore, this TC will generate knowledge and opportunities of interventions in critical but understudied migration topics in the region⁷ and provide an opportunity to share best practices and lessons learned among participating countries from different subregions.
- 2.7. **Alignment.** This TC is consistent with the Update to the Institutional Strategy 2010-2020 (AB-3008) and is aligned with the cross-cutting theme of institutional capacity and rule of law. This TC is aligned with the objectives of the Strategic Program for the Institutions for Development funded with Ordinary Capital (INS) (GN-2819-1). (i) contribute to public policies and institutions that are more effective, efficient, open and citizen-centered; and (ii) improve service delivery to citizens; since this TC includes activities focus on: (i) contributing to improvements in the quality of institutions and policies of national entities to support economic growth and reduce poverty, exclusion, and inequality; (ii) supporting the strengthening of national public sector implementation capacity to improve service delivery and policy implementation; (iii) supporting the strengthening of technological innovation to foster institutional and policy quality and implementation capacity; and, (iv) developing cutting-edge knowledge products in institutions relevant areas.
- 2.8. Also, the TC will contribute to strengthen the institutional capacity of public institutions which delineates the promotion of strong and effective institutions, increasing in transparency and accountability in the public sector. Additionally, the knowledge products elaborated in this TC will be disseminated within the countries that are facing a relevant increment of migration flows, to enhance their migratory strategies and programs. Furthermore, in coordination with VPS/MIG through the RG-T3364 "Preparation and Initial implementation of regional, subregional and national policy dialogues on Migration", the final reports and knowledge products of this TC by publishing all learning material at the IDB's web site, and presenting them at the upcoming CLARCIEV meetings and workshops that will be organized under the TC RG-T3364 or other projects related with migration initiatives. The elaboration of the products mentioned in this TC will consider previous migration studies supported

⁶ Including employment opportunities, housing, bank accounts, between others.

⁷ This TC will generate specific information about the access to a legal identification for immigrants and the potential impacts to facilitate their access to services.

by the IDB, to complement the research efforts done in this topic. The copyrights of the resulting knowledge products finance by this TC shall remain under the Bank's property and its dissemination will follow the recommended creative commons licenses.

III. Description of activities/components and budget

- 3.1. Component 1. Analysis and research on irregular migration in LAC (US\$200,000).** This component aims to document and increase the knowledge of the irregular migration issues in LAC relating to the lack or limited access to a proper identification and credentials. For this, two studies will be financed in at least three countries⁸: (i) user-centered experience of immigrants regarding identification systems, with emphasis on those segments that are still pending a formal identification in their host countries, and (ii) analysis of government strategies regarding identification and information exchange among sectors, mainly regarding services such as social and citizen security ones. The methodology for the different studies will consider the current experience of immigrants and will identify current pain-points for migrants that could be solved with a better identification system. The proposed studies will be carried out in parallel but are complementary to each other. The studies will analyze minors⁹ and adult profiles, since each population represents different needs. To promote countries' participation and access to migrant population, the activities will be coordinated with local migration authorities and IDB country Representatives.
- 3.2. Expected results.** The expected results of component 1 are: (i) better visualization and understanding of the governments' response to irregular migration flows in the region from both government systems and immigrants' experience points of view, and (ii) increased knowledge on the specific problems and needs faced by the immigrants, divided by age range and sex/gender, related to current identification and credential systems in place.
- 3.3. Component 2. Explore possible solutions and design prototypes (US\$250,000).** In collaboration with local authorities, development partners and IDB's country offices, this component will apply agile methodologies to the design of potential solutions to the identification problems that were reported in Component 1. In order to achieve potential solutions in a short timeframe, rapid prototyping methodologies will be tested and a sandbox for testing and documentation will be set in countries that wish to participate. Therefore, the following activities will be financed: (i) co-creation sessions to explore and design solutions to problems identified in component 1 with the beneficiary countries; (ii) development of proof-of-concepts, and agile prototyping of solutions; (iii) conduct live prototypes to test solution in real-world conditions; and (iv) evaluate solutions viability based on the findings observed on the field trials. The activities of this component will be developed in co-working and training sessions organized in each participating country.
- 3.4. Expected results.** The expected outcome for this component is the design of an innovative, viable and feasible solutions (prototypes) solve the problems faced by

⁸ Specific countries will be defined, but it is expected that two will be in South America and one in the northern triangle and/or Mexico.

⁹ See: The "[*Atención psicosocial a niñas, niños y adolescentes migrantes*](#)" elaborated by UNICEF will be the use as the main guidance to work with the under-aged migrants.

immigrants regarding the lack (or absence) of a legal identification, as it was reported in the final products of Component 1.

- 3.5. **Component 3. Sustainability and Scaling-Up (US\$50,000).** Based on the feasible and viable report developed in Component 2, this component will work on proposing strategies for scaling-up the selected solution(s) and for their potential replication in other countries facing similar migration and lack of identification problems. To accomplish this objective the following activities will be funded: (i) development of a scaling-up strategy, including a detailed implementation roadmap for each viable solution, in countries that participate in Component 2; (ii) participation in regional meetings to present the studies, prototypes, and results observed in Components 1 and 2; (iii) high-level implementation roadmaps for countries that may express interest in replicating these solutions; and (iv) communication activities to disseminate the results and final reports of the TC.
- 3.6. **Expected results:** The expected outcome for this component is a roadmap to implement solutions for the main problems faced by immigrants related to the lack of identification documents.
- 3.7. The potential beneficiary countries to participate in this TC must comply the following characteristics: (a) send a letter of interest to participate in the activities supported under this TC; (b) report , in the last two years, a notable increase in migratory flows and/or irregular migration at national or subnational level; (c) the beneficiaries of the project will be migrants and its host communities with a focus on the geographical areas that are most affect by large and sudden intraregional migration flows.¹⁰ A non-objection letter will be obtained from the Banks' liaison entity of the beneficiary countries prior to the commencement of the activities funded by this TC.
- 3.8. Civil registration and migration offices in LAC will be the main counterparts in the country and will be briefed on the activities carried out and their results.
- 3.9. **Budget Total.** The total amount of this program will be US\$500,000 fully funded by the Bank through the OC Strategic Development Program for Institutions (INS). Table 1 details this budget among the different components.

Table 1. Detailed Budget (in US\$ dollars)

Component	Description	Amount
Component 1. Analysis and research on irregular migration in LAC	Identification for immigrants – user-centered experience study (x 3 countries)	US\$120,000
	Analysis of government strategies and integration with other sectors (x 3 countries)	US\$80.000
Component 2. Explore possible solutions and design prototypes	Co-creation sessions to explore and design a solution related to the lack of identity	US\$50.000
	Develop of prototypes and agile prototyping of solutions	US\$120.000
	Conduct live prototypes evaluation	US\$50.000
	Report and solutions viability	US\$30.000
	Scaling-up strategies	US\$20,000
	Participation in regional events to present results	US\$10.000

¹⁰ The mentioned criteria are aligned with the Operational Guidance for the Use of Resources from the IDB Grant Facility to Support Countries with Large and Sudden Intraregional Migration Inflows (GN-2947-6).

Component	Description	Amount
Component 3. Sustainability and scaling up	High level implementation plans in other countries	US\$15,000
	Communication activities	US\$5,000
TOTAL		US\$500,000

IV. Executing agency and execution structure

- 4.1. Due to the lack of a specific agency that can implement this regional, multi country-based project and manage this specific topic, the Bank through the Innovation of Citizen Service division (ICS) is in the unique position to execute this regional TC; and its technical capacity, expertise and direct involvement on institutional strengthening will enhance the achievement of the outcomes included in this TC. The coordinator of this TC will be the team leader of the project, and at country level, the focal points will be ICS country specialists. The supervision cost will be assigned to the team leader through the transaction budget managed by ICS. The execution of this TC will be coordinated with VPS/MIG and CID/CID as well, who have developed knowledge products and are promoting activities to support migration initiatives.
- 4.2. Therefore, ICS will assume a coordination role and facilitate the hiring processes as it is stated in the Annex 10 of the Operational Guidelines for Technical Cooperation Products (GN-2629-1). In addition, IFD/ICS has also accumulated considerable experience in implementing the cooperation and convening different stakeholders in the Bank and in LAC countries to achieve fruitful exchanges.
- 4.3. **This TC will not supplement the budget of a Bank department or division for routine activities.**
- 4.4. **Procurement:** The Bank will contract the services of individual consultants and firms, as well as different consulting services in accordance with the procurement policies and procedures in force at the Bank. The TC will be governed by the Operational Guidelines for Technical Cooperation Projects (GN-2629-1), the Human Resources Department Manual AM-650, the Policy for the Selection and Contracting of Consulting Firms in Bank-Executed Operational Work (GN-2765-1), and the Corporate Procurement Policy (GN-2303-20).
- 4.5. **Alignment:** This TC is aligned with the following objectives of the Strategic Program for the Institutions for Development funded with Ordinary Capital (INS) (GN-2819-1): (i) contribute to public policies and institutions that are more effective, efficient, open and citizen-centered; and (ii) improve service delivery to citizens. For the accomplishment of these objectives, the activities of this TC will focus on: (i) contributing to improvements in the quality of institutions and policies of national entities to support economic growth and reduce poverty, exclusion, and inequality; (ii) supporting the strengthening of national public sector implementation capacity to improve service delivery and policy implementation; (iii) supporting the strengthening of technological innovation to foster institutional and policy quality and implementation capacity; and, (iv) developing cutting-edge knowledge products in institutions relevant areas.

- 4.6. **Partnerships:** This TC will complement efforts and coordinate activities with other donors and agencies including, inter alia, The Organization of American States, the Organization of International Migration, and the United Nations High Commissioner for Refugees.

V. Major issues

- 5.1. No major risks are expected, however, political concerns that some countries face could delay the proof of concept to be developed under component 3. To mitigate this risk, the TC includes activities for mapping and dialogue with the key stakeholders in the region, that could support the beneficiary governments and generate capacities on migration management. Also, for the implementation plan to be effective, there must be a collaboration between the selected countries in component 3. Since, the lack of support between countries due to their national regulations could limit the effective use of the prototype. To mitigate this risk, the prototyping design stage should consider the current legal frameworks and international regulations to put in place this initiative.

VI. Exceptions to Bank policy

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

VII. Environmental and Social Strategy

- 7.1. There are no environmental or social risks associated with the activities outlined in this operation; therefore, its environmental classification is "C", according to the Environment and Safeguard Compliance Policy (OP-703), (See [Safeguard Policy Filter Report \(SPF\) and Safeguard Screening Form \(SSF\)](#)).

Required Annexes:

- [Request from the Client - RG-T3479](#)
- [Results Matrix - RG-T3479](#)
- [Terms of Reference - RG-T3479](#)
- [Procurement Plan - RG-T3479](#)