

TC Document

I. Basic Information for TC

▪ Country/Region:	JAMAICA
▪ TC Name:	Learning by doing in the modernization of the Jamaican State
▪ TC Number:	JA-T1225
▪ Team Leader/Members:	Roseth, Benjamin David (IFD/ICS) Team Leader; Aguirre De Mora Florencia Ileana (IFD/ICS); Diaz Gill Virginia Maria (LEG/SGO); Gonzalez Chacon Marianna Jose (IFD/ICS); Ho Lung, Jodi (CCB/CJA); Julieth Santamaria (IFD/ICS); Laura Rodriguez Hernandez (IFD/ICS); Ramirez Sanchez Indhira (CCB/CCB); Rojas Gonzalez, Sonia Amalia (IFD/ICS)
▪ Taxonomy:	Client Support
▪ Operation Supported by the TC:	.
▪ Date of TC Abstract authorization:	10 Nov 2023.
▪ Beneficiary:	Jamaica, Office of the Prime Minister
▪ Executing Agency and contact name:	Inter-American Development Bank
▪ Donors providing funding:	Institutional Capacity Strengthening Thematic Fund(ICS); OC SDP Window 2 - Institutions(W2C)
▪ IDB Funding Requested:	Institutional Capacity Strengthening Thematic Fund (ICS): US\$90,000.00 OC SDP Window 2 - Institutions (W2C): US\$64,000.00 Total: US\$154,000.00
▪ Local counterpart funding, if any:	US\$0
▪ Disbursement period (which includes Execution period):	24 months
▪ Required start date:	15 December 2023
▪ Types of consultants:	Individuals and firms
▪ Prepared by Unit:	IFD/ICS-Innovation in Citizen Services Division
▪ Unit of Disbursement Responsibility:	CCB/CJA-Country Office Jamaica
▪ TC included in Country Strategy (y/n):	Y
▪ TC included in CPD (y/n):	Y
▪ Alignment to the Update to the Institutional Strategy 2010-2023:	Productivity and innovation; Social inclusion and equality

II. Objectives and Justification of the TC

- 2.1 In 2016, the Government of Jamaica (GoJ) requested IDB support for the implementation of the National Identification System (NIDS), the country's first universal ID,¹ through the loan operation 4437/OC-JA. This request represented an important milestone on nearly a forty- year journey of the government towards a national ID. The motivations behind the NIDS include: (i) social inclusion – facilitating access to public services by making it easier to prove and verify an applicant's identity; (ii) financial inclusion – facilitating access to bank accounts via the same mechanism; (iii) administrative efficiency – reducing the costs of identity verification faced by public institutions, among others; and (iv) driving digital transformation of government and

¹ Currently, there are only functional IDs – for voting, driving, traveling, etc.

the private sector – including digital identification and signature functionalities in the ID, thus reducing costs of user authentication and increasing online security.

- 2.2 In 2018, the Supreme Court of Jamaica issued a ruling declaring that obligatory enrolment in the NIDS was unconstitutional and thus could not be implemented. Under a revised NIDS Act, passed in 2021, enrolment is thus optional. According to a nationally representative survey conducted in 2022, approximately 60% of Jamaican adults intend to enroll, with lower rates amongst low-income individuals. The specter of low enrolment leads to low incentives for: (i) private companies to accept the ID as the only form of identification required; (ii) private companies to adopt electronic identity verification; and (iii) public institutions to develop digital services that use the ID as their means of user authentication. This poses a particular problem for low-income individuals, who stand the most to gain from the simplified access to services that the ID could potentially bring. The Government of Jamaica is under time pressure to identify successful means to promote enrolment, and thus avoid a public impression that the ID is of low value, which could lead the entire ecosystem to be perpetually stuck in a suboptimal equilibrium of low enrolment and limited use cases. Enrolment will start in Kingston in January 2024. As such, it is necessary to move quickly to identify effective strategies to promote enrolment, so that such strategies can be used as the Government expands enrolment opportunities across Jamaica.
- 2.3 Insofar as the potential of the NIDS to serve as a catalyst for digital transformation, it is necessary for the government to gain a deeper understanding of its baseline conditions. While multiple international indices provide reference points for its degree of progress vis-à-vis other countries, a gap in current understanding is the readiness of civil servants for digital transformation.
- 2.4 The general **objective** of this TC is to increase the institutional capacity of the Government of Jamaica to learn from implementation of state modernization initiatives. Specifically, it aims to identify strategies to promote enrolment in the NIDS, particularly among low-income individuals and analyze the readiness of Jamaican civil servants for digital transformation.
- 2.5 **Strategic Alignment.** The TC is consistent with the Bank's Second Institutional Strategy Update (AB-3190-2) and is strategically aligned with the development challenges of: (i) productivity and innovation, by supporting the generation of data that supports a core state modernization process in Jamaica; and (ii) social inclusion and equality, through the generation of strategies to expand NIDS coverage among low-income individuals. Additionally, this project is aligned with the Ordinary Capital Strategic Development Program (OC SDP) (GN-2819-14), particularly Window 2, Priority Area 3 (Effective, Efficient and Transparent Institutions, through the execution of a field experiment together with government counterparts, which would place emphasis on knowledge transfer of how to conduct such projects. It is also aligned to the Institutional Capacity Strengthening Thematic Fund (GN-2524, OP-358), in particular, its objective to provide assistance to implement capacity building programs. Furthermore, it is aligned with the IDB Group Country Strategy with Jamaica 2022-2026 (GN-3138), under its strategic objective of supporting economic inclusion for vulnerable groups.

III. Description of activities/components and budget

- 3.1 **Component 1. Pilot design and execution.** This component will finance the design and execution of a field experiment to (i) identify successful enrolment promotion strategies among low-income populations; and (ii) document the benefits of enrolment for use in ongoing enrolment promotional campaigns. The field experiment will be

implemented among beneficiaries of the Programme of Advancement through Health and Education (PATH), the main conditional cash transfer program, and the Social Pension, the primary income support program for the elderly. It will test different messaging strategies and different channels of communication (WhatsApp/SMS, phone, and in-person visits) to promote enrolment. An ex-post survey will document (i) the reasons why the individual did or did not enroll; and (ii) what in the individual's life has changed as a result of the enrolment, including opening a bank account, applying for a new government benefit, and paying for a Justice of the Peace to authenticate a document, among others. This information will inform the optimal channels for communication with potential enrollees and the messages to be included in those communications, as well as provide data that can be used with institutional stakeholders (e.g., with government institutions or private companies) to encourage them to implement use cases for the ID.

- 3.2 **Component 2. Civil servant survey.** This component will finance the implementation of a survey of Government of Jamaica civil servants to diagnose their degree of digital readiness. The survey will encompass: (i) use of ICT in current job; (ii) experience with telework; (iii) attitudes towards change; and (iv) cybersecurity awareness. It will aim to capture a robust cross-section of civil servants with the objective of being able to draw inference around segmentations by gender, age, hierarchical level, and occupation type.
- 3.3 **Component 3. Dissemination.** This component will finance the dissemination of the results of the above-mentioned field experiment and survey as well as the lessons learned throughout the process. Products will include, among potential others: (i) publishing a publicly-available reports; (ii) conducting closed-door presentations on the experiment for public officials within the Office of the Prime Minister and the PATH program, as well as potential other interested parties, including the Transformation Implementation Unit of the Ministry of Finance and the Public Service.
- 3.4 **Outputs.** The main outputs will be: (i) a report summarizing the implementation and the results of the above-mentioned field experiment; and (ii) a report summarizing the findings of the civil servant digital readiness survey. These outputs are expected to contribute to the overall result of increasing NIDS adoption.

IV. Budget

- 4.1 The total budget of the TC is US\$154,000, and it will be funded by the Institutional Capacity Strengthening Thematic Fund, ICS, with US\$90,000.00, and OC SDP Window 2 Institutions, W2C, with US\$64,000.00. There will be no local counterpart funding.

Indicative Budget

Component	ICS	W2C	Total Funding
Component 1. Pilot design and execution	90,000.00	10,000.00	100,000.00
Component 2. Civil servant readiness survey		44,000.00	44,000.00
Component 3. Dissemination		10,000.00	10,000.00
Total	90,000.00	64,000.00	154,000.00

V. Executing agency and execution structure

- 5.1 By request of the liaison entity of the Government of Jamaica, this project will be executed directly by the IDB, through IFD/ICS. The IDB has extensive experience in the provision and coordination of technical assistance, in the selection and contracting of quality consulting services (in accordance with Bank policies), in particular surveys and other activities associated with empirical studies. The policies to be followed include: (i) individual consultants: AM-650 Complementary Workforce; (ii) consulting firms for services of an intellectual nature: Policy for the Selection and Contracting of Consulting Firms in Bank executed Operational Work (GN-2765-4) and its associated operational guides (OP-1155-4); and (iii) logistic services and other services other than consulting: Corporate Procurement Policy (GN-2303-28). The services required under Component 3 will be procured via sole source selection due to their low dollar amount, as allowed under GN-2765-4.
- 5.2 **Intellectual property rights.** Any knowledge products generated within the framework of this technical cooperation will be the property of the Bank and may be made available to the public under a creative commons license. However, upon request of the beneficiary, the intellectual property of said products may also be licensed and/or transferred to the beneficiary through specific agreements.
- 5.3 **Monitoring and reporting.** Monitoring and reporting will be conducted by the Team Leader in compliance with the requirements of the funding sources.

VI. Major issues

- 6.1 The main risk is associated with stakeholder buy-in. There are two main stakeholders in this project: the Office of the Prime Minister (OPM) and the PATH program within the Ministry of Labour and Social Security. If either of these stakeholders were to lose interest, the experiment would become inviable. However, this risk is low: there has been an exchange of formal letters between the Permanent Secretaries of OPM and MLSS in which collaboration on this experiment is proposed and accepted.

VII. Exceptions to Bank policy

- 7.1 There are no exceptions to the Bank's policies.

VIII. Environmental and Social Aspects

- 8.1 This Technical Cooperation is not intended to finance pre-feasibility or feasibility studies of specific investment projects or environmental and social studies associated with them; therefore, this TC does not have applicable requirements of the Banks Environmental and Social Policy Framework (ESPF).

Required Annexes:

[Request from the Client_9649.pdf](#)

[Results Matrix_207.pdf](#)

[Terms of Reference_33176.pdf](#)

[Procurement Plan_11068.pdf](#)