wait no more

Citizens, Red Tape, and Digital Government

Caribbean Edition

Benjamin Roseth Angela Reyes

IDB

Inter-American Development Bank
1300 New York Avenue, N.W.
Washington, D.C. 20577
www.iadb.org

Wait No More: Citizens, Red Tape, and Digital Government

Caribbean Edition

Benjamin Roseth and Angela Reyes*

* Benjamin Roseth is a modernization of the state specialist at the Inter-American Development Bank; Angela Reyes is a digital government consultant at the same institution. The authors would like to thank the governments of Trinidad and Tobago, Jamaica, The Bahamas, Barbados, Guyana and Suriname for their contributions. The authors also thank the following colleagues at the Inter-American Development Bank for their comments and support in data collection efforts: Therese Turner-Jones (General Manager of the Caribbean Country Department), Lea Giménez (Chief of the Innovation for Citizen Services Division), Jorge Von Horoch, Miguel Porrúa, Francesco de Simone, Alexandre Veyrat-Pontet, Jason Wilks, and Aitor Cubo.

PROLOGUE

Inefficient bureaucracy is at the heart of the main development challenges in the Caribbean. Both the private sector and citizens suffer from slow public services, and have to spend a disproportionate amount of their time dealing with government red tape. Inefficient bureaucracy is also one of the main factors behind declining trust in democratic institutions in the Latin American and Caribbean region. As governments fail to provide efficient public services, citizens become increasingly disillusioned with the role of institutions and the State. Even in the face of the growing threat of climate change and natural disasters, bureaucracy can hamper proper preparedness and slow down response and recovery. Those who know me know that I have been a tireless advocate of digital reform in the Caribbean region. I have witnessed firsthand the experiences in this area in countries such as Estonia and Uruguay, and have seen the outstanding improvements to quality of life that digital government can bring. These lessons are in line with the IDB's core mission to improve the lives of citizens in Latin America and the Caribbean. This report paints a tough picture of the development of digital government in the Caribbean region. We are still well behind, and the task ahead is massive. The fundamental contribution of this product is to document, through statistics and shared knowledge, the extent to which we are trailing behind, and to provide fuel to the region's efforts to fill this gap. As we are already starting to witness across the region, as hand-picked services begin to get digitized, progress is possible, and the results can exceed expectations. The opportunity cannot be missed.

Therese Turner-Jones

Manager
Caribbean Country Department
Inter-American Development Bank

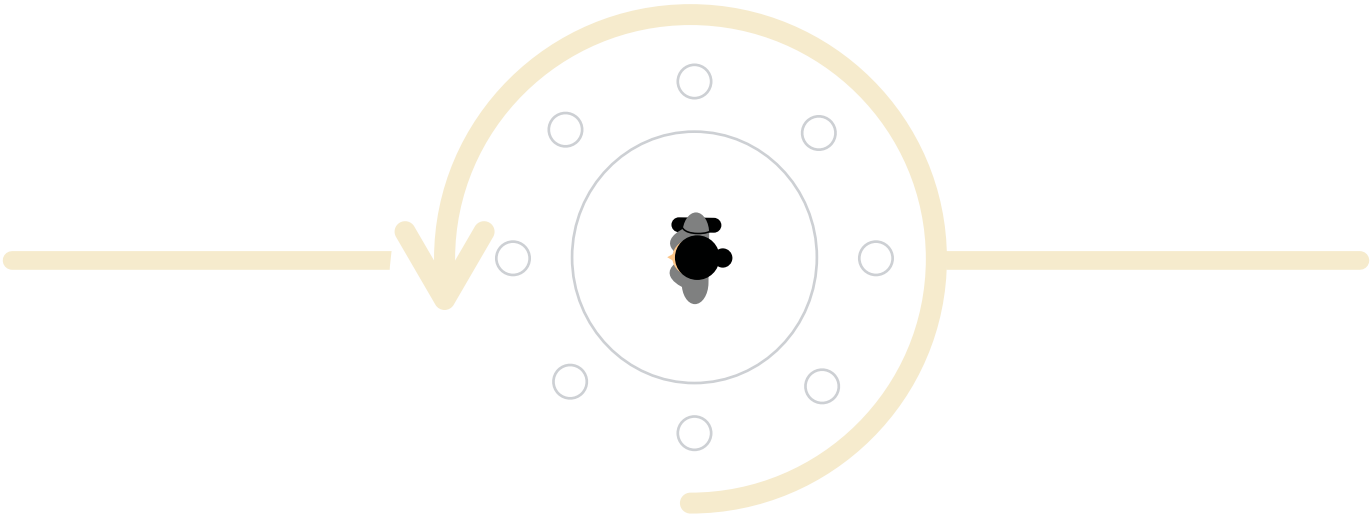
Few things are more frustrating for citizens than enduring the seemingly unending barrage of paperwork, lines, and delays in accessing many public services. This unfortunate situation has some of its roots in individual government institutions serving their own needs—for information, protection from fraud, compliance—instead of focusing on the citizens' needs. While citizens are using their phones to access an increasingly wide range of private services, in public offices, paper trails still reign. As this report shows, Caribbean citizens live this reality every day. At the Inter-American Development Bank, we share the vision of our partner governments: there is another and more efficient way! Government institutions can put citizens in the center and make accessing public services easier. Government institutions can make an effective use of technology to overcome traditional barriers such as the exchange of information. Government institutions can present a unified face to the citizen and act as one. The Caribbean Edition of "Wait No More: Citizens, Red Tape, and Digital Government" puts numbers on the anecdotes and shines light on the path out of the bureaucratic maze.

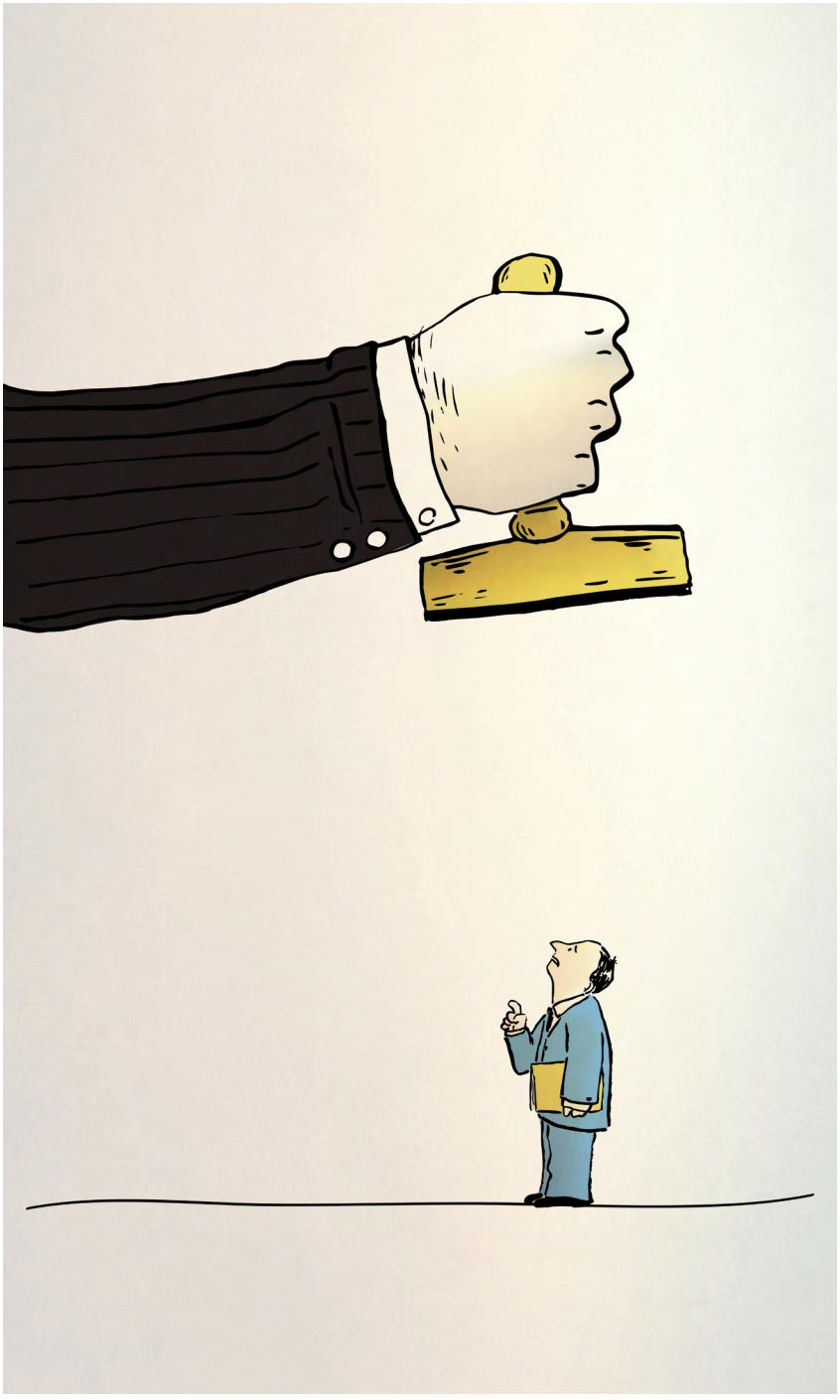
Moisés Schwartz

Manager
Institutions for Development Sector
Inter-American Development Bank

ABSTRACT

This report illustrates how Caribbean countries experience the smallest unit of public policy: the government transaction. Government transactions—requesting a birth certificate, registering a property, or opening a business, for example—are how citizens and companies connect with the government. Efficient government transactions enhance the business climate, citizen perception of government, and access to crucial public programs and services. In the Caribbean, however, government transactions are often headaches: on average, they take more than four hours to complete, and more than 30 percent of transactions require three or more visits to public offices. The present material empirically confirms a reality known anecdotally but previously unquantified and offers a path to escape the bureaucratic maze.





Title: Dolorosos trámites
Author: Diego Maximiliano Flisfisch
Country: Chile

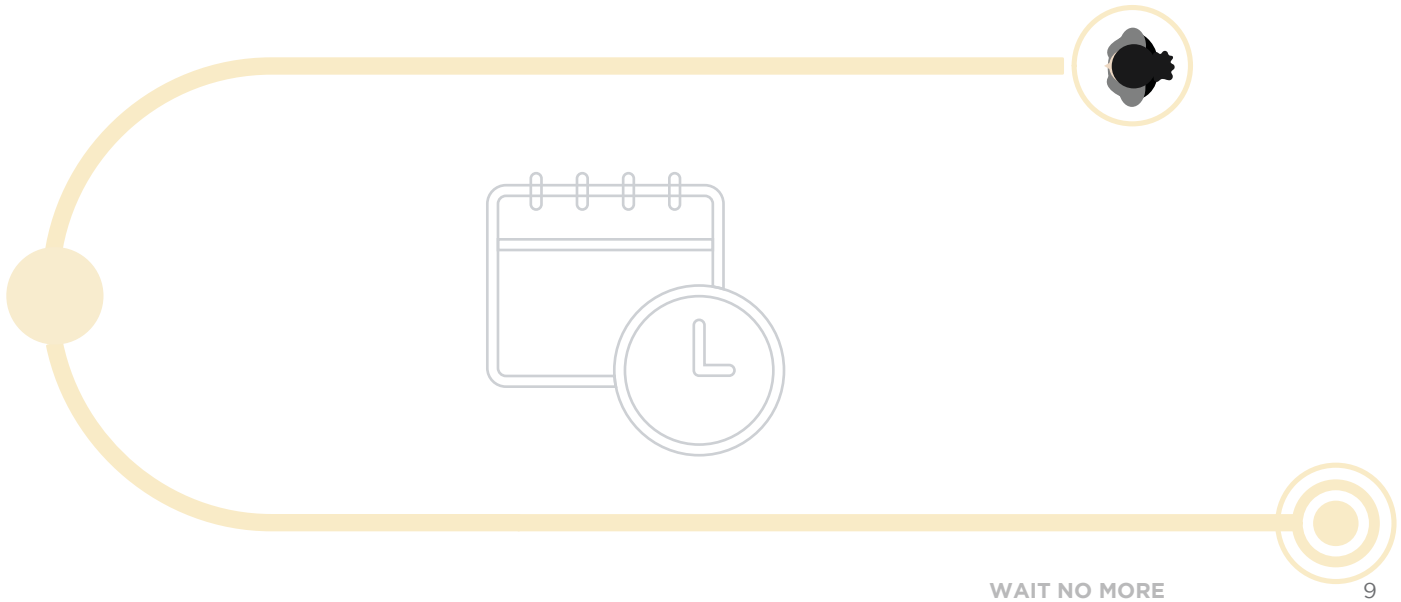
A Report about Red Tape Should Not Have to Exist

Requesting a birth certificate. Registering a property. Paying a traffic ticket. All of these are transactional public services, also known as government transactions. Government transactions fulfill a basic function: they connect people and firms with government services and obligations. In an ideal world, they would be intuitive, fast, and transparent, and citizens would be able to conduct them online. Government institutions would coordinate with each other and they would reach out to citizens proactively to reduce the amount of effort required of citizens. In short, they would be so easy that no one would ever have to study them. That, however, is not the reality in the Caribbean.

In fact, government transactions in the region are difficult. They are slow and prone to corruption, and they exclude the people who are already worst off. Many of them are still carried out in person and on paper. Citizens waste time going from office to office and, in many cases, end up paying bribes to civil servants to complete them. Businesses lose productive hours and, with them, their competitiveness. The state gets bogged down in complex manual transactions and fails to connect public policies with target beneficiaries. In the end, when government transactions are difficult, everyone loses.

Why is it like this? What can be done to make government transactions easy and not synonymous with "headache"? What are the best practices in the region and in the world? The book *Wait No More: Citizens, Red Tape, and Digital Government* (Roseth, Reyes, and Santiso, 2018) explores the problems associated with government transactions, how governments can tackle this challenge, and the potential role of digital technologies in the Latin American and Caribbean (LAC) region. This material presents the key findings from the book plus new survey data in Transparency International and IDB (2019) for five Caribbean countries (The Bahamas, Barbados, Guyana, Jamaica, and Trinidad and Tobago)

(Transparency International and IDB, 2019). The evidence shows that, while citizens in the Caribbean tend to enjoy shorter wait times than their comparators in Latin America (4.3 hours per transaction in the Caribbean versus 5.3 hours in Latin America), they are nevertheless burdened with having to return to public offices repeatedly (over 30 percent of transactions require three visits or more). Similarly, though the rates of bribery are generally lower than in Latin America, they are still considerable (ranging from 9 to 27 percent). The relatively incipient development of digital government in the region highlights that there is much room for improvement for reducing the overall transactional burden for citizens and making their experiences with government more efficient. The report concludes with five key recommendations, based on an analysis of the region and a survey of international good practice, to improve citizen experiences with government transactions. Further details on all concepts, as well as many international references, are included in *Wait No More* (Roseth, Reyes, and Santiso, 2018).

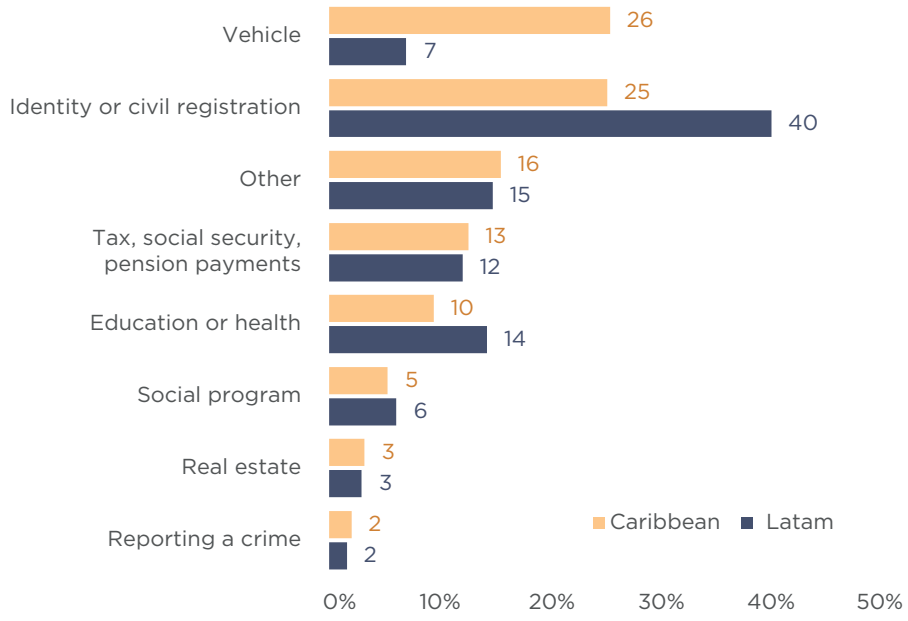


A Snapshot of Government Transactions in the Caribbean

What Government Transactions Are Carried Out?

In the Caribbean, most government transactions carried out in the past 12 months were concentrated in two categories: vehicle-related transactions (26 percent)—which includes driver's licenses and vehicle and license plate registrations—and identity and civil registration (25 percent).[1] This is in stark contrast with the trend in Latin America, where almost half of all transactions were related to identity and civil registry and only 7 percent were vehicle related. This can be explained by the fact that in the Caribbean, driver's licenses and other functional documents often act as primary means of identification, because in some countries there is no national identity system. As in Latin America, these numbers may suggest that identification-related documents (including licenses) are often requirements for other transactions, and in many cases the citizen is the one responsible for obtaining them. Figure 1 shows the government transactions most recently completed.

Figure 1.
Government Transaction most Recently Completed, by Type *(in percent).*

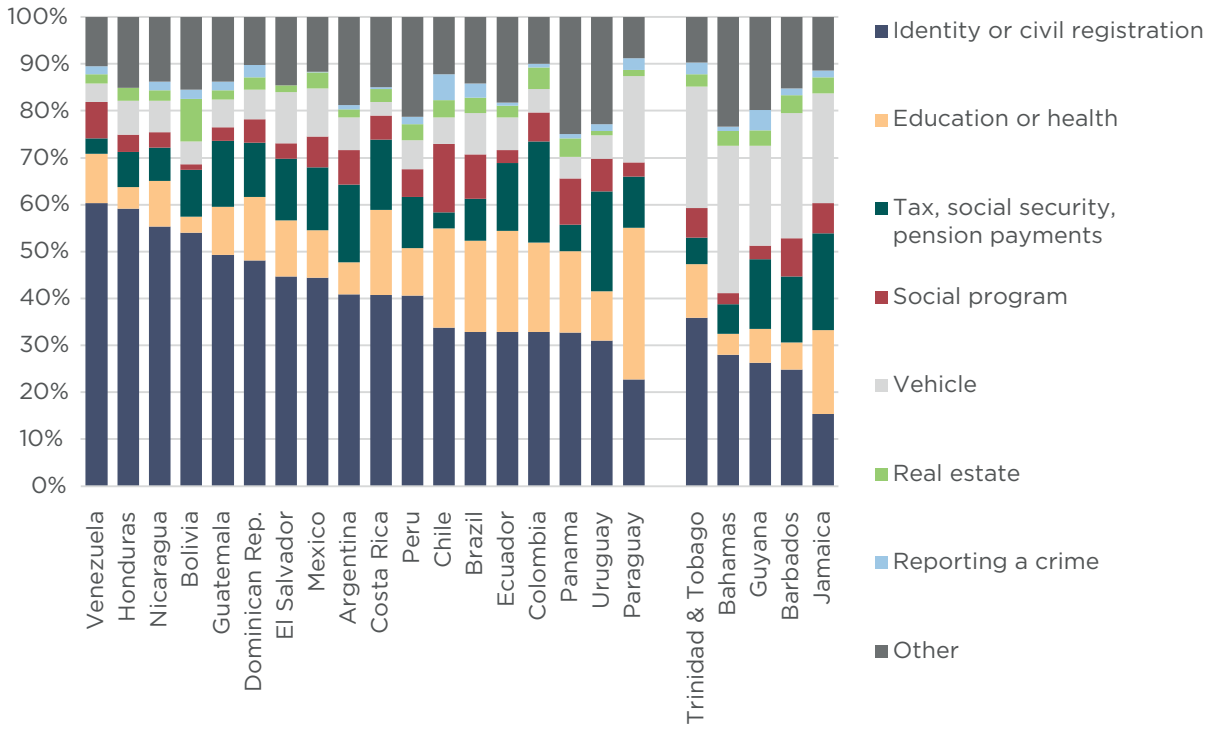


Sources:
Transparency International and IDB (2019) and Latinobarómetro (2017) .

[1] Annex 1 includes a breakdown of the survey coverage by country.

As Figure 2 shows, the percentage of government transactions related to identity or vehicles varies considerably in the LAC region as a whole. Only in Trinidad and Tobago do identity and civil registry transactions account for more than a third. In Jamaica this figure was just above 15 percent, while in Latin American countries identity-related transactions can be as high as 60 percent of the total. Vehicle-related transactions were the most common in four of the five Caribbean countries surveyed, with Bahamas having the largest share (31 percent), followed by Barbados (27 percent).

Figure 2.
Types of Government Transactions Completed, by Country (*in percent*).



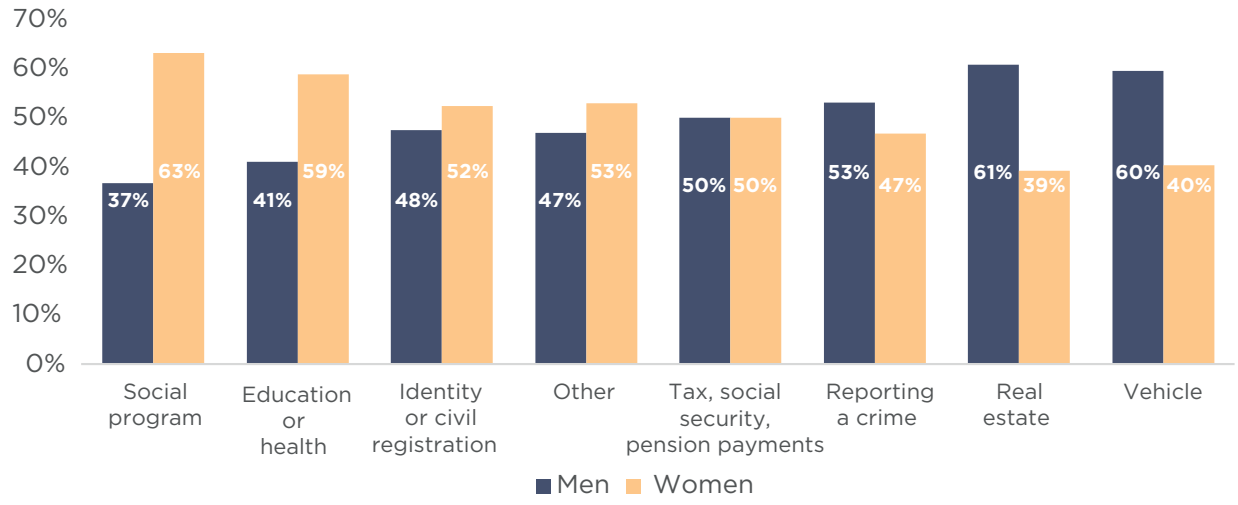
Sources:
Transparency International and IDB (2019) and Latinobarómetro (2017).

Who Carries Out Government Transactions?

In general, people of different ages, and men and women, carry out government transactions with the same frequency. The number of men and women who reported having carried out a government transaction is roughly the same, with some exceptions. Whereas the average distribution between men and women is 50/50 in the Caribbean, in Guyana men make up 59 percent of the population that carried out transactions, while in Barbados 57 percent are women.

There are, however, significant differences in the gender distribution by type of government transaction in the Caribbean. As Figure 3 shows, in transactions related to social programs, education and health, real estate, and vehicle transactions there are large differences in the distribution between men and women. Government transactions related to social programs and to education and health services tend to be carried out much more by women, whereas those relating to real estate and vehicles tend to be carried out by men. The most marked difference is observed in transactions related to social programs, where almost two-thirds of the transactions were carried out by women. These differences are in line with the trends observed in Latin America.

Figure 3.
Completed Government Transactions in the Caribbean, by Gender (*in percent*).

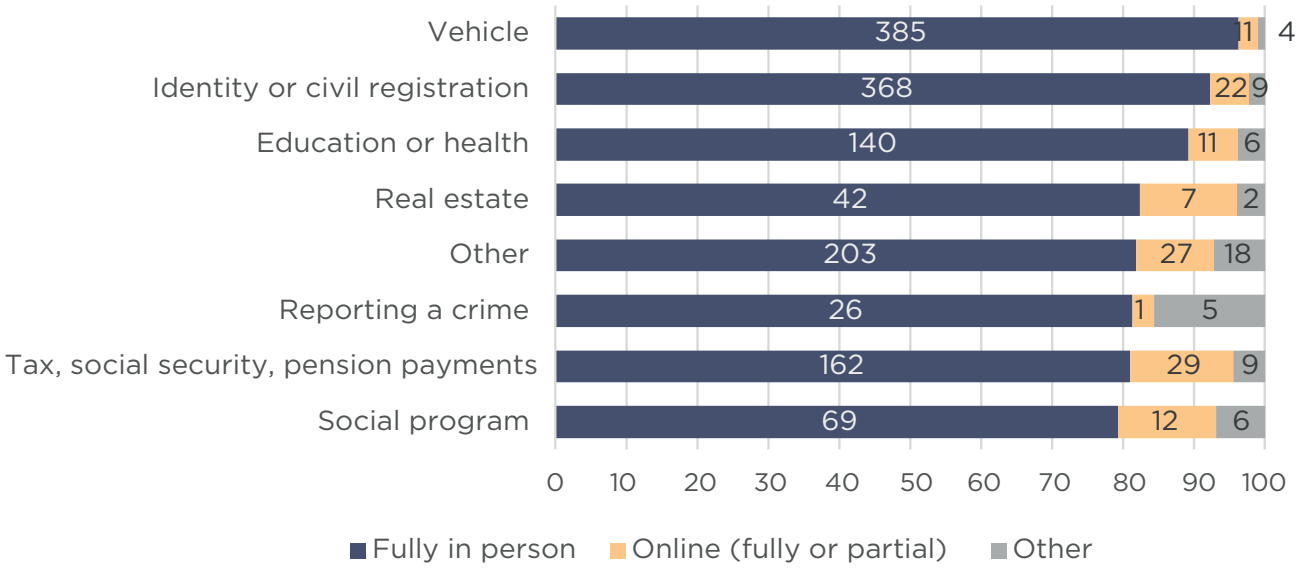


Sources:
Transparency International and IDB (2019) and Latinobarómetro (2017).

What Channels Are Used to Carry Out Government Transactions?

Regarding the channel used to conduct government transactions, in both Latin America and the Caribbean, 89 percent were carried out in person. In the Caribbean region, almost all transactions related to vehicles (93 percent) were carried out in person. The category with the highest rate of online usage was tax and other payments, with 15 percent of individuals carrying out their transactions fully or partially online.

Figure 4.
Channel of Service Delivery in the Caribbean, by Type of Government Transaction (*in percent*).



Source:
Transparency International and IDB (2019).
Note:
Numbers in the bars denote the number of people corresponding to each category and channel of use.

Problems with Government Transactions

Problem 1

They Are Slow and Generate Transaction Costs for Both Citizens and Firms

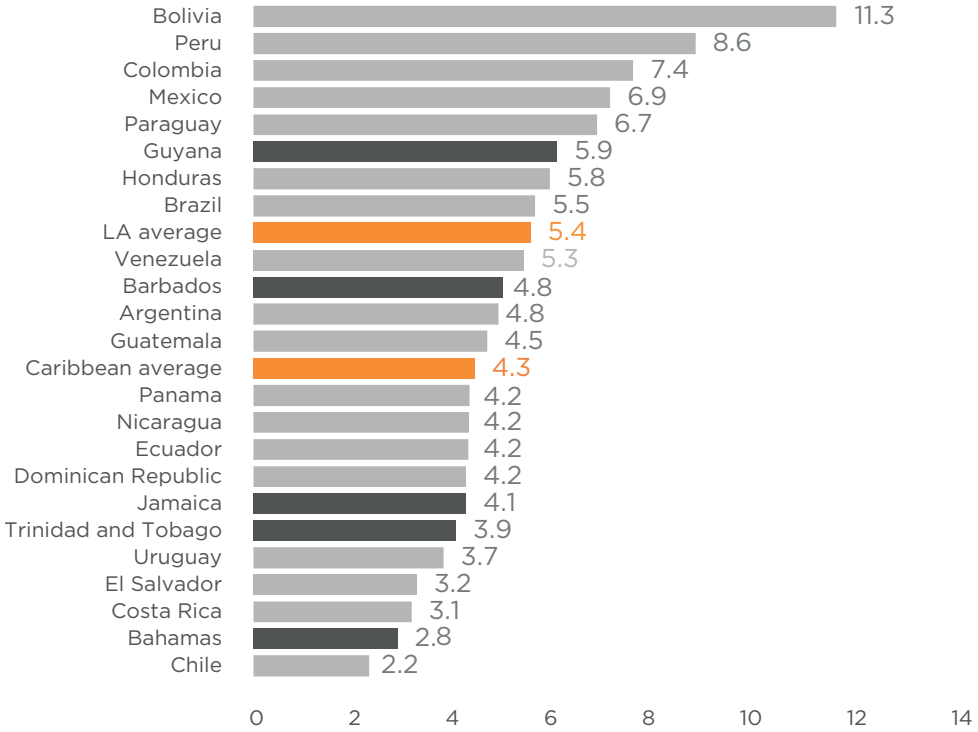
Completing government transactions requires a lot of effort. Journeys, queues, waiting at the counter, filling out forms, reading communications, seeking information, sending letters, or even learning to use a new system or website: in short, a government transaction can be all-consuming.

Caribbean citizens spent an average of 4.3 hours to complete their last government transaction

The data from Transparency International and IDB (2019) show that Caribbean citizens spent an average of 4.3 hours to complete their last government transaction (this refers to *active* time, such as transportation, waiting in line and at the counter, and excludes time spent waiting for a resolution outside of the public office) (Figure 5.2). Compared with Latin American countries, the Caribbean performs a little better on this front, as Latin American citizens spent on average 5.8 hours completing a transaction (Figure 5.1).

Figure 5.1

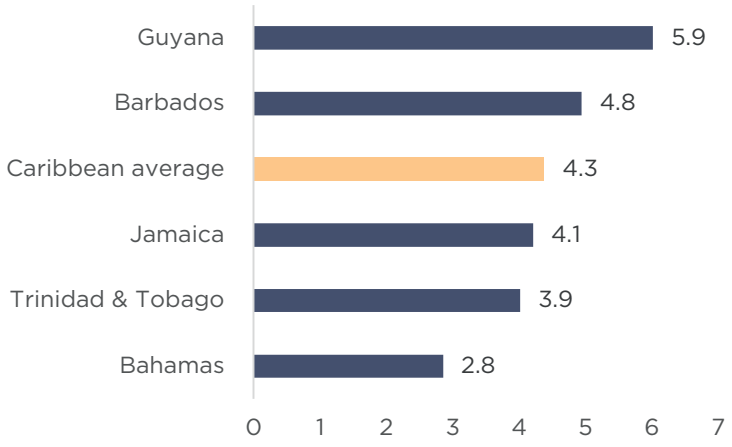
Hours Needed to Complete a Government Transaction, by Country (Latin America and the Caribbean)



Sources:

Transparency International and IDB (2019) and Latinobarómetro (2017).

Figure 5.2
Hours Needed to Complete a Government Transaction, by Country (Caribbean)

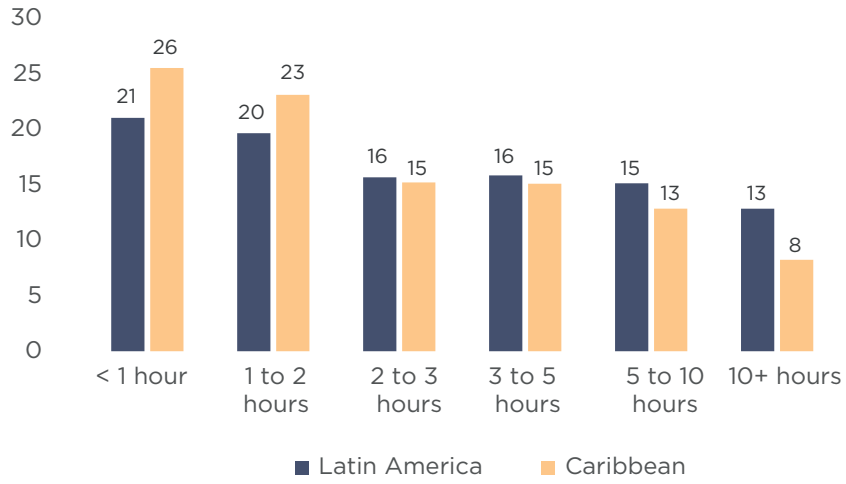


Source:
Transparency International and IDB (2019).

When looking at the differences between Caribbean countries, Guyana had the slowest times, where it takes a citizen on average 5.9 hours to complete one transaction. Barbados was also above the Caribbean average, at 4.8 hours on average, while in Jamaica and Trinidad and Tobago, completing a government transaction took on average 4.1 and 3.9 hours, respectively. Bahamas had the lowest average times of the Caribbean and was the second best of all LAC at 2.8 hours, just above Chile.

In the case of the Caribbean, 26 percent of all government transactions in the region were completed in less than an hour (as opposed to 21 percent in Latin America), as shown in Figure 6. Fifty-one percent required two hours or more for successful completion, 21 percent needed five hours or more, and 8 percent, 10 hours or more.

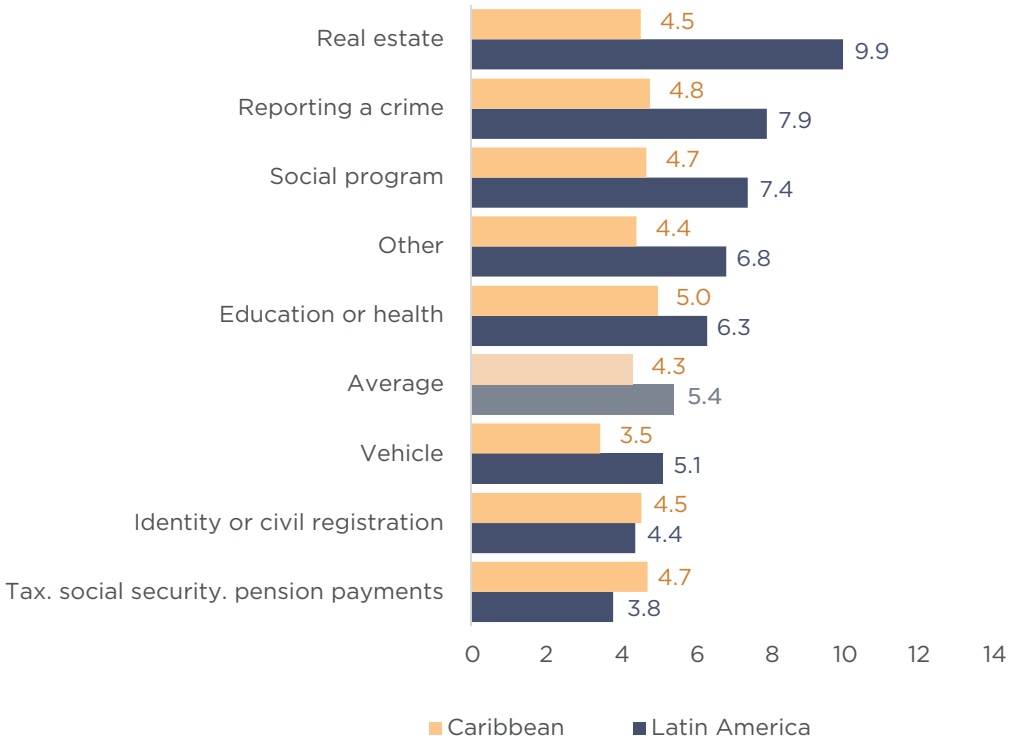
Figure 6.
Percentage of Government Transactions Completed, by Time Bands (*in percent*)



Sources:
Transparency International and IDB (2019) and Latinobarómetro (2017).

The time required to complete a government transaction also varies according to the type of transaction, though less so in the Caribbean compared to Latin America, as shown in Figure 7. Education and health transactions in the Caribbean were the slowest, requiring on average 5 hours to complete, followed by reporting a crime (4.8 hours), tax payments (4.7 hours), and social programs (4.7 hours). Vehicle transactions, which are one of the most common transactions carried out in the Caribbean, were also the fastest, at 3.5 hours on average.

Figure 7.
Hours Necessary to Complete a Government Transaction, by Type of Transaction



Sources:
Transparency International and IDB (2019) and Latinobarómetro (2017).

Although the numbers for time spent carrying out transactions might show that the situation in the Caribbean is better on average when compared to Latin American countries, the number of times a citizen must go to a public office paints a gloomier picture. Figure 8a shows that very few transactions in Caribbean countries were completed in one visit or interaction. In Jamaica, just 11 percent of all transactions were completed in one visit, and more than 45 percent of all transactions required three or more visits to a public office to be completed, as shown in Figure 8b. This is substantially above Latin American countries, where 25 percent of transactions required three visits or more. Similarly, in Barbados, only 23 percent of the transactions were completed in one visit, and 43 percent required three visits or more. In the Bahamas, on the other hand, 51 percent of the transactions were completed in one interaction, and 36 percent needed three or more visits to be finalized [2].

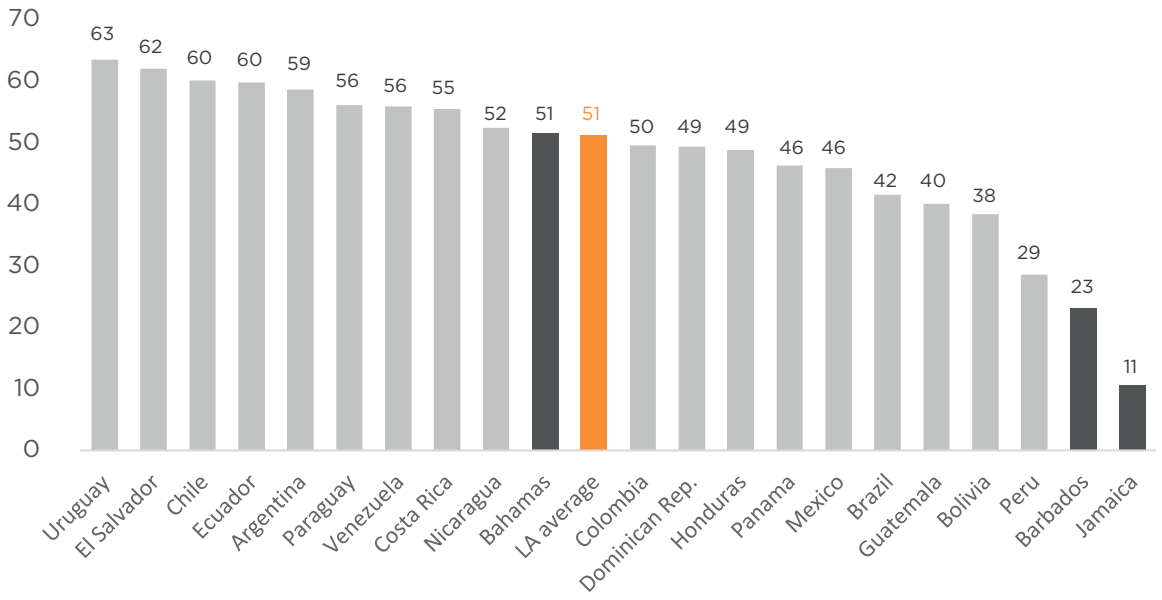
[2] Due to errors in the administration of the survey question regarding interactions in Guyana and Trinidad and Tobago, these two countries are excluded from Figures 8a and 8b.

Multiple interactions can happen for various reasons. They might be a reflection of problems with the clarity and relevance of the information provided by the government: if people go to carry out a government transaction without having all the required documents or they must visit different offices due to a lack of information, then finalizing their transaction will require more interactions. Furthermore, they could be pointing to the existence of excessive requirements, which results in the need to carry out additional transactions, creating a "chain of transactions." Multiple interactions generate transaction costs for citizens even if every individual visit is short, as citizens must spend time and resources commuting to public offices and ask multiple times for leave at work, among other costs.

In addition to the difficulties for citizens, these multiple interactions also imply efficiency losses for the government, which is forced to earmark more resources for providing citizen services. Finally, it also raises questions about attrition: it is plausible that the more interactions that a transaction requires, the greater the probability that people abandon the process (addressed partially in Figure 11 below).

Figure 8a.

Government Transactions Completed in One Interaction *(in percent)*

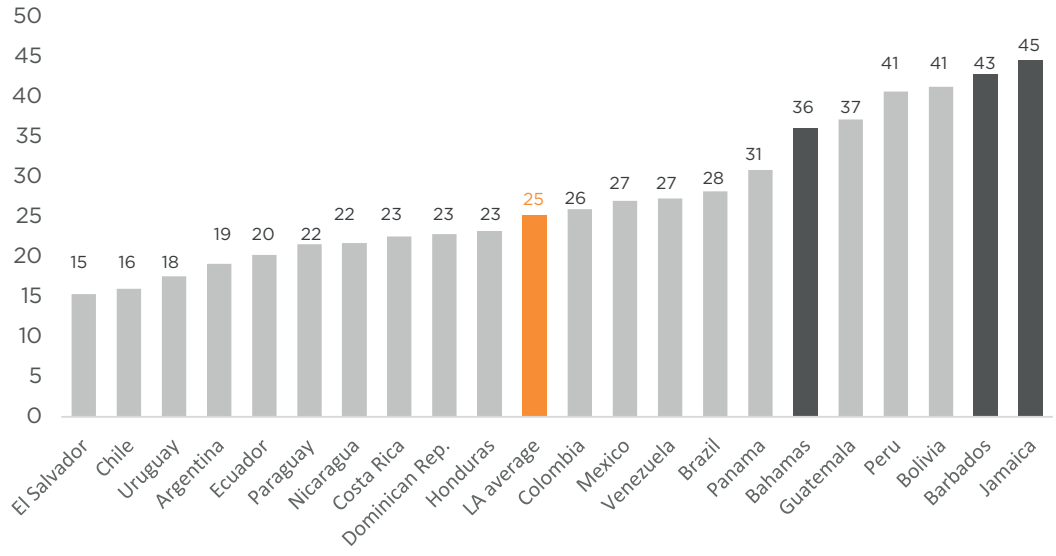


Sources:

Transparency International and IDB (2019) and Latinobarómetro (2017).

Figure 8b.

Government Transactions Requiring Three or More Interactions to Complete *(in percent)*



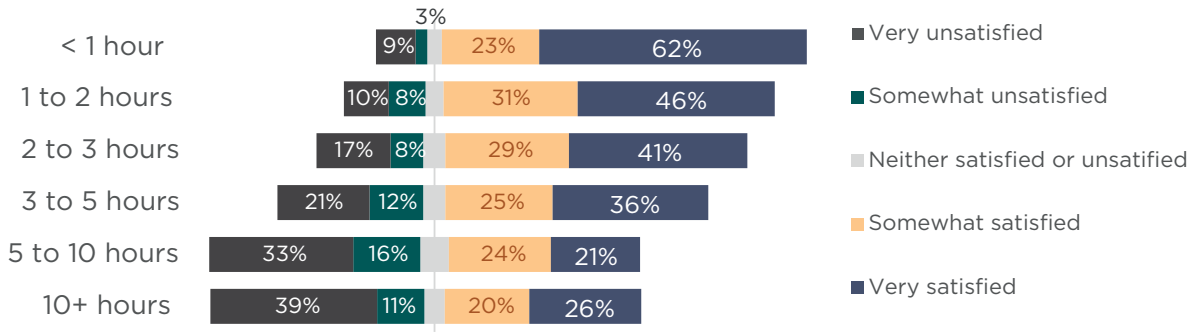
Sources:

Transparency International and IDB (2019) and Latinobarómetro (2017).

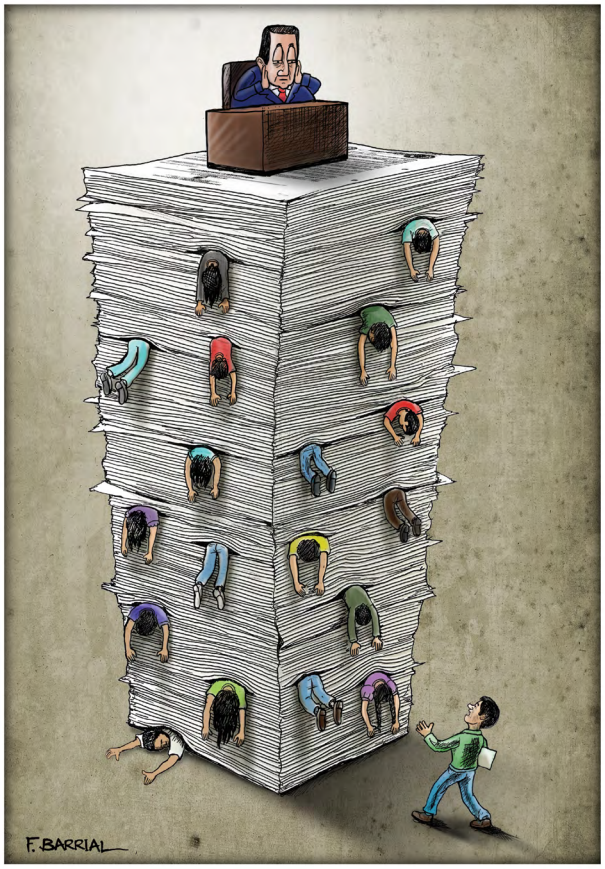
Satisfaction with Transactions

Given the difficulty of carrying out government transactions in the region, it would be natural that the level of citizen satisfaction with transactions is affected. Figure 9 shows that, as expected, satisfaction falls as the time spent in completing the transaction increases. This is consistent with the trends observed in Latin America. However, when examining levels of satisfaction in greater detail, a surprising observation arises; in general, Latin American and Caribbean citizens are quite satisfied with government transactions. When asked how satisfied they were with the last government transaction carried out, 68 percent of people in the Caribbean and 70 percent of people in Latin America reported that they were "somewhat satisfied" or "very satisfied." In the Caribbean, 26 percent of the people that spent more than 10 hours completing a transaction reported that they were very satisfied. This paradox—high satisfaction even when the transaction was very difficult—is explored in detail in *Wait No More* (Roseth, Reyes, and Santiso, 2018). In brief, distrust is examined as a causal factor of difficult transactions. One possible explanation is that citizens see the difficulty of the transaction, manifested in requirements and paperwork, as a proxy for protection against fraud. In a low-trust environment, they accept—and even applaud—the high transactional burden as a means to protect public services, and therefore their individual access to them, from other (untrustworthy) citizens.

Figure 9.
Satisfaction Level in the Caribbean, by Time Bands



Sources:
Transparency International and IDB (2019).



Title: La espera
Author: Fernando Barrial
Country: Perú

Box 1

Starting a Business in the Caribbean

Some of the most important transactional services governments offer have to do with starting and running a business. How difficult is doing business in the Caribbean? Caribbean countries have shown mixed results in recent years, as reported in the World Bank's Doing Business (DB) indicators. Schmid and Zegarra (2019) show in their paper "Starting a Business in the Caribbean" that, in terms of the overall rankings, just one Caribbean country is ranked in the top 100 countries in the world. Moreover, only Jamaica has shown an improvement in this index between 2010 and 2019, moving from position 79 up to position 75.

As Schmid and Zegarra (2019) state, Caribbean countries are not faring better in the DB rankings since the countries in the region have been slower in adapting and improving their regulations. Even where they are making efforts to improve the business climate, other countries are moving faster, which leaves Caribbean countries further behind in the rankings.

In terms of the indicator that measures the ease of starting a new business, the outlook is more positive. This indicator, which measures the number of procedures needed to open a new firm, has shown a marked improvement in all the Caribbean countries, and the absolute aggregate score for the region rose from 77.4 in 2012 to 82.6 in 2019. Jamaica scored 97.4 in this indicator in 2019, just 2.6 percentage points below the best score worldwide. However, despite the improvements in the absolute score for all Caribbean countries, only Jamaica has improved in the rankings of the starting a business indicator in the last 10 years.

Table 1.
Evolution of Doing Business Scores and Rankings

Country	Starting a business scores				Ease of starting a business rankings*			
	2008	**2012**	**2015**	**2019**	**2008**	**2012**	**2015**	**2019**
The Bahamas	82.4	84.1	84.1	84.5	42	71	85	105
Barbados		84.4	84.4	85.2		68	84	101
Guyana	70.2	83.4	85.3	85.6	95	73	76	97
Jamaica	89.7	90.1	94.3	97.4	20	31	11	6
Suriname	39.4	42.9	48	60.7	162	174	181	182
Trinidad and Tobago	77.9	79.7	88.3	88.6	63	92	61	76

Source:
Schmid and Zegarra (2019) based on Doing Business indicators, different years.
* Considers the sample of countries included each year, starting with 178 in 2008 and ending with 190 in 2019.

What has Jamaica done to improve its business climate and rank within the top 10 countries for starting a business?

Jamaica has had remarkable success in improving the climate for business. In 2019 it ranked 6th in ease of starting a business worldwide, the best performer in the whole LAC region. The country's success stems from several government initiatives that have aimed at shortening processing times by improving internal procedures and through the launch of the electronic business registration by the Companies Office of Jamaica[A] in 2018, which allows citizens to register a new company online anytime.

[A] https://www.orcjamaica.com/

As Schmid and Zegarra (2019) point out, electronic business registration allows Jamaica to use a one-stop shop approach to opening a business. The process is reduced to just two steps—checking the availability of the company name and submitting two application forms—considerably less than the average number of steps required to open a business in LAC (8.2) and even lower than Organisation of Economic Co-operation and Development (OECD) countries (4.9).

TTBizLink: A Single Electronic Window for Business-related Transactions in Trinidad and Tobago

The government of Trinidad and Tobago implemented a series of actions to improve the ease of doing business. One of these is TTBizLink,[B] a secure business portal where firms can access online various trade- and commerce-related services and submit applications online. Twenty-four government agencies are connected to the platform and collaborate to provide e-services to citizens, and currently 47 e-applications are available to firms. At the end of 2016, the platform had 7,000 active users and more than 2,500 registered firms, and had processed more than 800,000 applications. It is estimated that the process of registering a business saw a reduction of 57 percent in the time to be completed, going from seven days to just three after TTBizLink, a decrease in the emission of the certificate of origin from one day to 30 minutes and a reduction in the processing times for import and export permits and licenses from four weeks to one day.

Source:

Red Gealc (http://www2.redgealc.org/contenido-general/noticias/chile-y-trinidad-tobago-ganaron-los-premios-excelgob-2016/), Government of Trinidad and Tobago (https://tradeind.gov.tt/ttbizlink/).

[B] https://www.ttbizlink.gov.tt/tntcmn/faces/pnu/PnuIndex.jsf

Problem 2

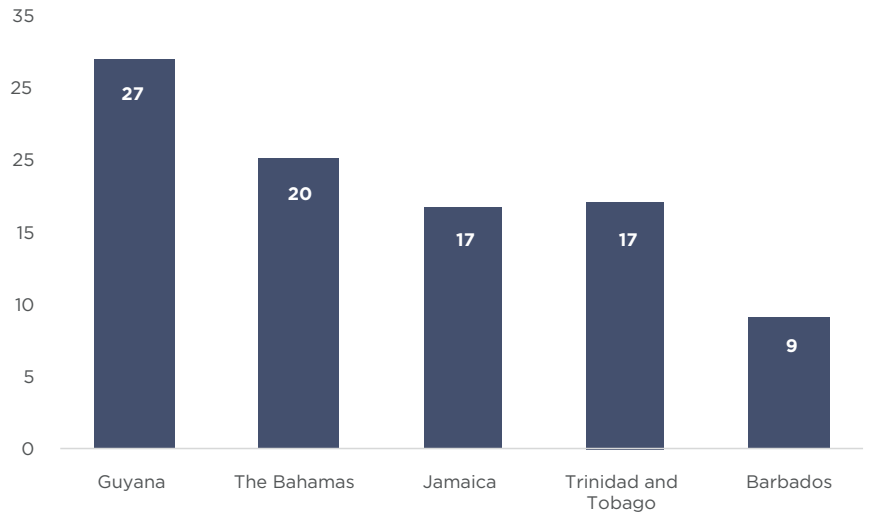
Government Transactions Are a Hotbed of Corruption

Manual government transactions, face-to-face interactions, and the lack of standardized processes mean that transactions are vulnerable to dishonest behavior. In fact, corruption is everywhere: 29 percent of Latin Americans report having paid a bribe in the context of a public service in 2016. According to data from a 2019 Transparency International and IDB survey, the proportion of people in the five Caribbean countries surveyed that reported paying a bribe to access a public service was 18 percent[3].

Data from this same survey show that the percentage of people who pay bribes in exchange for services varies throughout the region: in Guyana 27 percent of those surveyed said they had to pay a bribe to access a public service, the highest proportion in the region, followed by 20 percent in The Bahamas and 17 percent in both Jamaica and Trinidad and Tobago. Barbados registered the lowest rate, with only 9 percent of the surveyed reporting having paid a bribe to receive a public service.

Figure 10.

People Who Paid a Bribe to Access a Public Service *(in percent)*



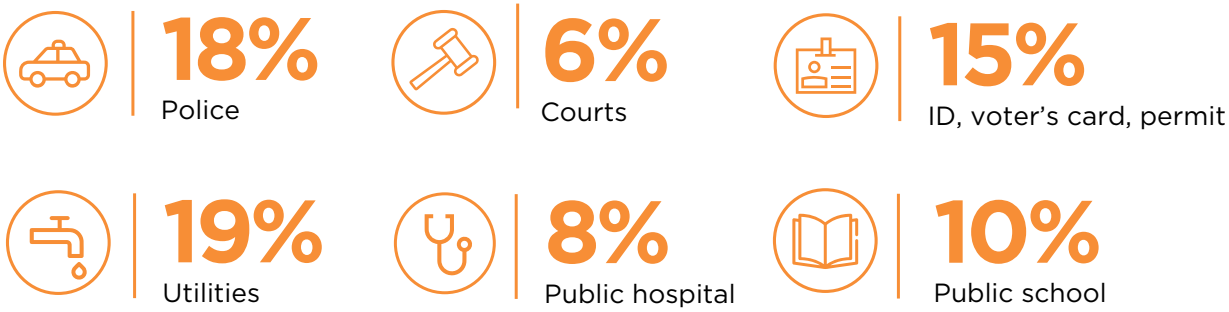
Sources:

Transparency International and IDB (2019) and Latinobarómetro (2017).

[3] The reference population for this statistic includes people who have attempted to access a public service in the past year. The survey asked the respondents for each type of service: "How often, if ever, did you have to pay a bribe, give a gift, or do a favor to [public official in X institution] in order to get the [service X] you needed?" Those included in the overall bribery percentage are those who responded "once," "twice," "a few times" or "often."

These rates also vary according to the service being requested. Transparency International and IDB (2019) found that in the Caribbean, utilities recorded the highest rate of bribes. Nineteen percent of citizens reported having paid a bribe to access a service. Fifteen percent of people paid a bribe to obtain an identity document, whereas for police services, this figure reached 18 percent.

Table 2.
Percentage of Citizens Who Paid a Bribe in the Caribbean, by Type of Service



Sources:
Transparency International and IDB (2019).

Problem 3

The Costs of Government Transactions Hit the Poor Harder

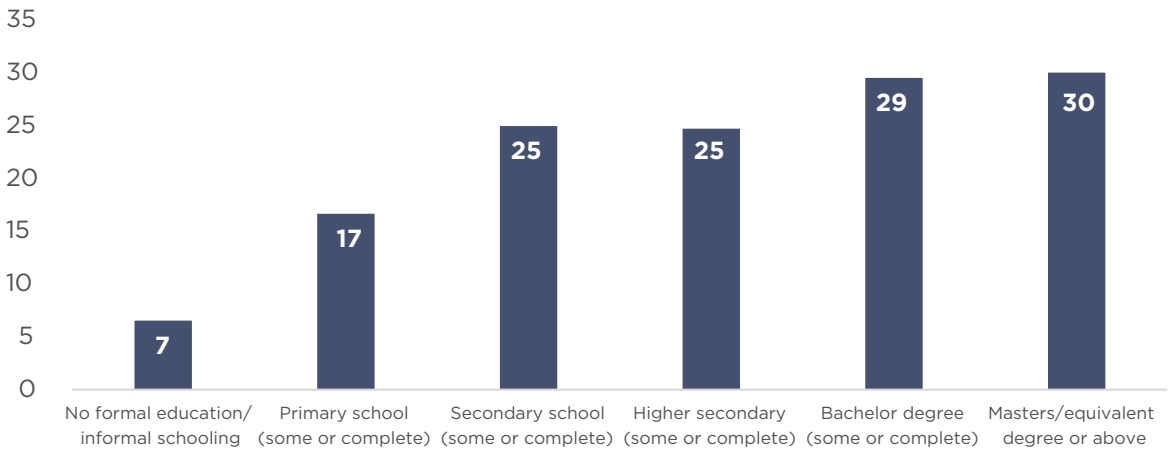
One of the biggest problems of difficult government transactions is their regressive character: they affect the poor more. People in this segment of the population generally enjoy less flexibility at work, which makes it difficult for them to ask for time off to carry out a government transaction. Likewise, they are less able to forego lost income and have fewer resources to cover the costs incurred in carrying out transactions.

Complex, hard-to-access information on transaction requirements and forms that are difficult to fill out or hard to understand also affect, to a greater extent, people with lower educational attainment who lack the necessary tools to navigate the system.

All of the above means that low-income people complete fewer transactions, which implies that they benefit less from government services and programs. Figure 11 reveals that this is the case in the Caribbean. Taking educational attainment as a proxy for income, it becomes clear that citizens with less education reported having completed fewer government transactions in the last year. Only transactions associated with identity, education and health, social programs, and transportation, as well as the reporting of crimes were considered, as these transactions are assumed to have, at the very least, an even demand among different socioeconomic levels, or an over-representation of lower-income earners. The data show that while around 30 percent of university-educated people (bachelor's, master's, and higher) reported having carried out a transaction in the last 12 months, only 7 percent of people with no education or informal education, and 17 percent of people with primary school education, said that they have completed a transaction in the same period.

The fact that low-income people carry out fewer government transactions, even to access services that in theory would benefit them, has negative implications: government programs are not reaching their target beneficiaries, which reduces policy effectiveness.

Figure 11.
People who Completed a Transaction in the Last Year in the Caribbean, by Educational Level *(in percent)*



Source: Authors' elaboration based on Transparency International and IDB (2019).
Note: Figure shows the percentage of people who reported having completed at least one government transaction in the last year. This only includes transactions related to identity/civil registry, social programs, health and education, transport, and reporting of crimes.

Problem 4

They are Expensive to Provide

Governments spend a lot of money providing services. As Table 3 shows, these costs are significantly higher for in-person services, largely due to personnel costs and the physical inputs (such as office space and supplies) required. These estimates consider mainly costs associated with direct service provision (front-office) rather than the support and management (back-office) functions that enable service provision.

Table 3.
Cost of Administering a Single Government Transaction, by Channel, in Selected Countries *(in US$)*

Channel	United Kingdom	Norway	Australia	Mexico
in-person	15.32	14.01	19.01	9.01
Telephone	5.80	7.01	7.66	2.30
Digital	0.44	0.53	0.46	0.45

Sources:
Pareja et al. (2017), based on Kernaghan (2012), Local Government Association (2014), Deloitte Access Economics (2015), and Presidency of the Republic of Mexico (2014).

The Unrealized Potential of Digital Transactions

Digital transactions can solve many of the problems facing modern bureaucracies.[4] They are:

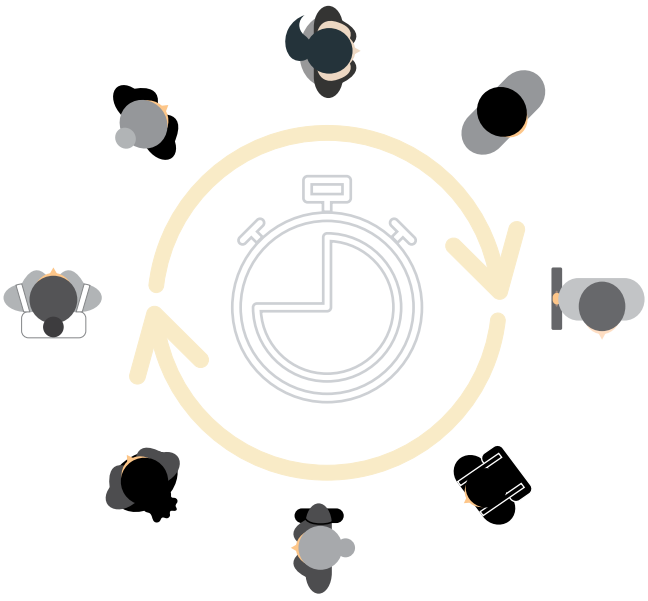
- Faster: A regression exercise found that digital transactions are, on average, 74 percent faster than equivalent in-person transactions, controlling for the type of transaction and individual-level characteristics such as age, gender, and income level.

- Cheaper to provide: They cost between 2.35 and 5 percent of the cost of face-to-face transactions.

- Less vulnerable to corruption: Providing online transactions helps eliminate opportunities for corruption that exist in face-to-face service provision. Specifically, it limits the discretion of civil servants and the possibility of bribe-seeking in exchange for access, faster access, or other kinds of preferential treatment. A digital transaction is the same for all users; it is rule-based, easily traceable, and impersonal.

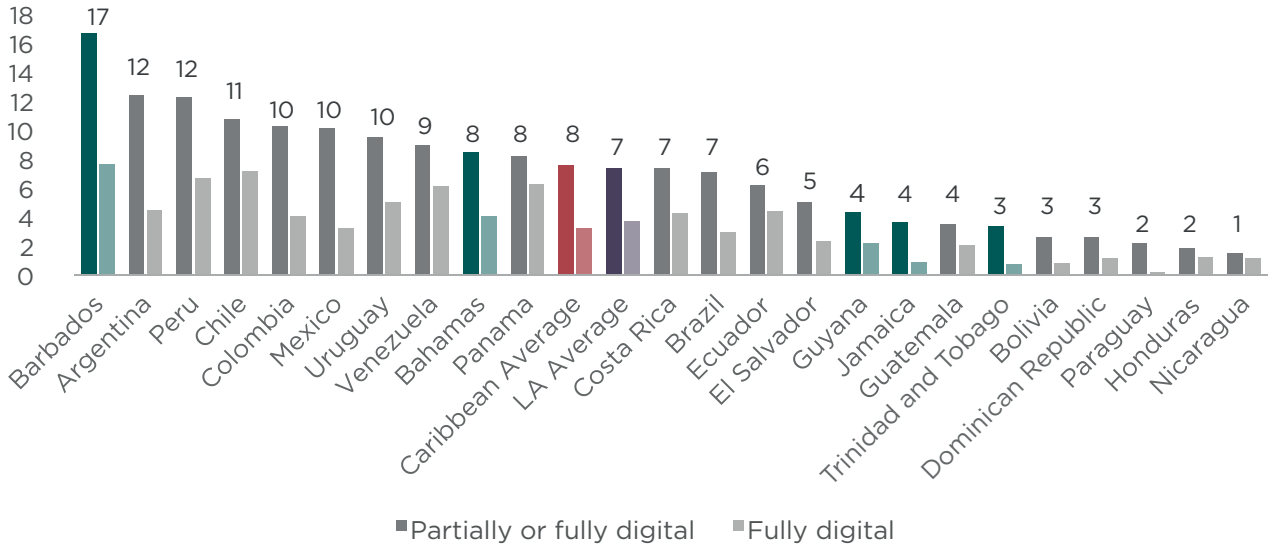
Unfortunately, implementation and use of digital transactions in the region is extremely low: only 8 percent of citizens in the Caribbean report having carried out their last government transaction online (Figure 12).

Only 8 percent of citizens in the Caribbean report having carried out their last government transaction online



[4] Described in further detail in Roseth, Reyes, and Santiso (2018).

Figure 12.
Use of Digital Channels to Carry Out Government Transactions *(percentage of people who carried out their last transaction online)*



Sources:
Transparency International and IDB (2019) and Latinobarómetro (2017).

Notes:
The finding of Barbados is surprising given its relatively incipient stage of development of digital government, as discussed below. Potential explanations of this result include a coincidence between the dates in which the survey was implemented and a peak in use of the available online services due to a service-specific deadline (e.g., to make a tax payment), or a statistical anomaly due to the relatively small sample size.

Why Is the Use of Digital Transactions So Rare?

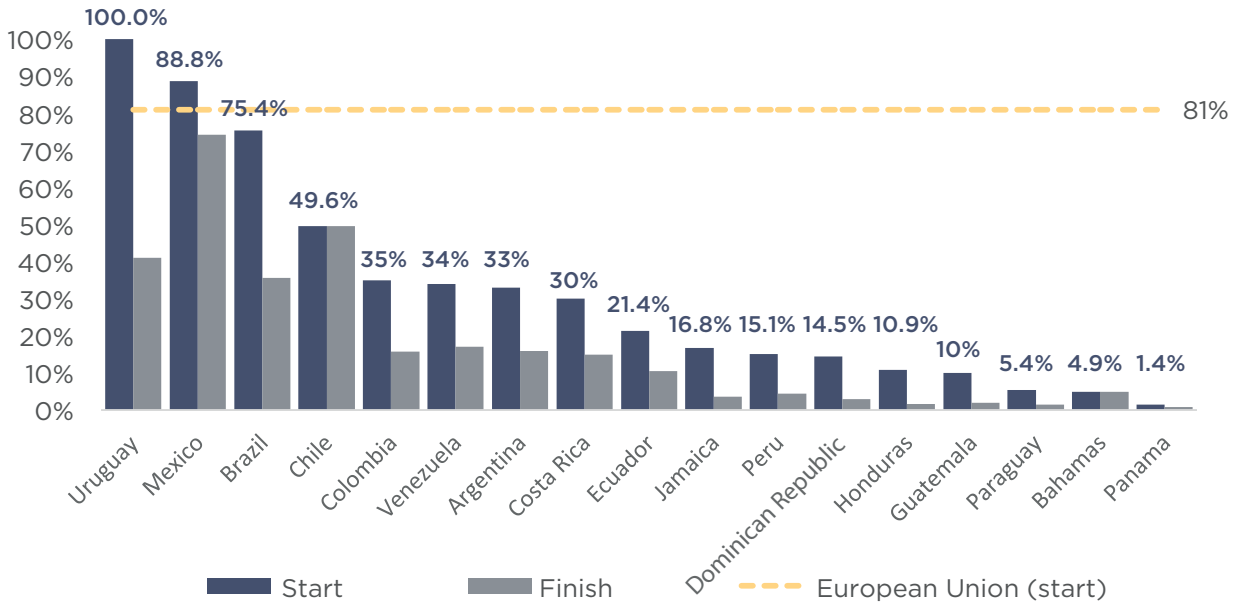
Explanations of why the use of digital transactions is so low include: (i) lack of availability (and related building blocks of digital government); (ii) low user capacity; and (iii) poor online experiences.

Low Availability

In many Latin American and Caribbean countries, the public does not have the option to complete government transactions online. Only in Brazil, Mexico, and Uruguay can more than 50 percent of the transactions administered by the central government be initiated online. In The Bahamas, the only Caribbean country with this information available, just around 5 percent of all government transactions can be started online (Figure 13).

Figure 13.

Transactions that Can Be Started and Completed Online *(in percent)*



Sources:

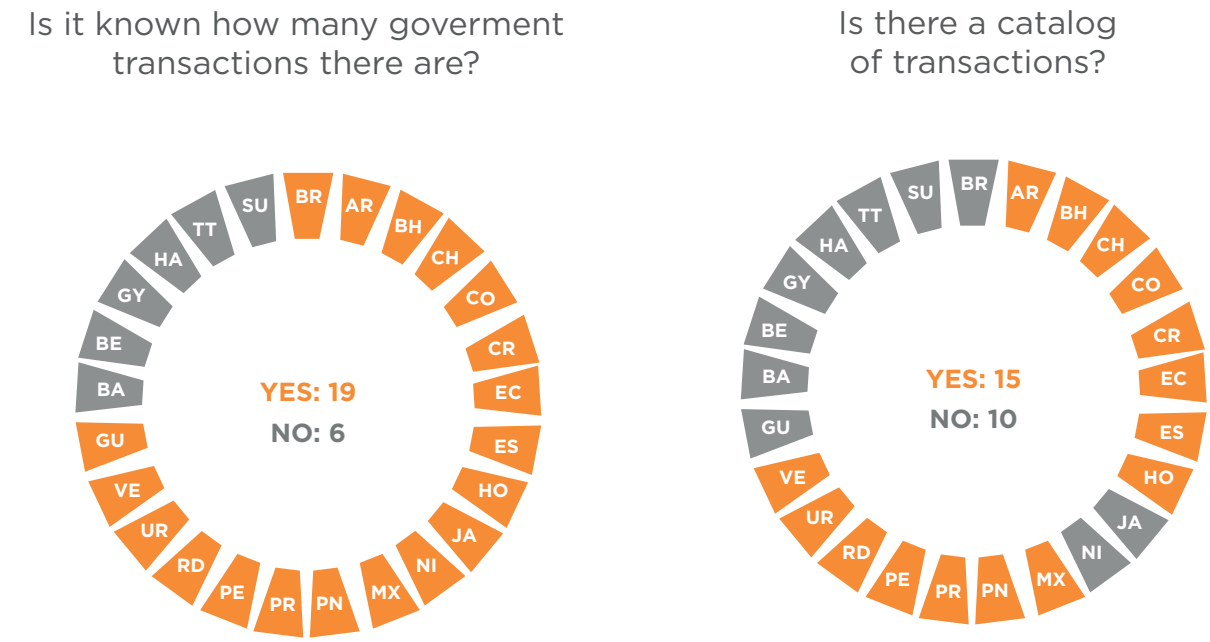
IDB-GEALC Surveys (2017; 2019), based on the definition of "transaction" or "transactional service" of each national authority, and the European Commission (2017).

Note:

Figure includes only the countries for which information was available on the total number of transactions managed by the central government.

The low availability is explained by the fact that the basic conditions for making online transactions accessible are often absent. For starters, it is complicated, if not impossible, to effectively make government transactions available online, beyond ad hoc efforts, without knowing exactly which transactions are managed by which government entities and the characteristics (purpose, requirements, cost) of each. Of the 25 countries consulted, 19 reported knowing how many government transactions existed, and 15 reported having a catalog of transactions. In this area, the Caribbean countries are furthest behind: Barbados, Belize, Guyana, Haiti, Suriname, and Trinidad and Tobago reported not knowing the total number of government transactions, and the Bahamas, Barbados, Belize, Guyana, Jamaica, Suriname, and Trinidad and Tobago reported not having a catalog.

Figure 14.
Knowledge of Existing Government Transactions and Catalog of Transactions



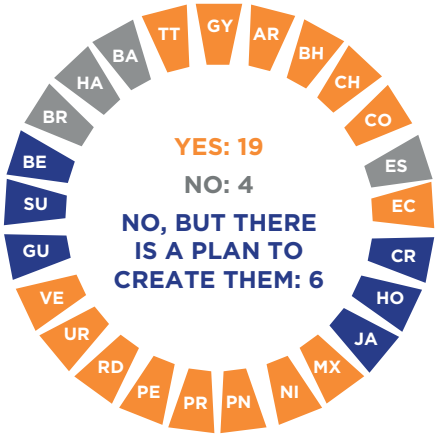
Source:
IDB-GEALC Surveys (2017; 2019).

Another key aspect of online transactions are platform services—technological tools managed by a central government office that can be used across government, limiting duplicities, promoting compatibility, and building digital capability. Interoperability is a key platform service. Interoperability enables the state to exchange the information on citizens it already possesses so that applicants (citizens or firms) do not have to resubmit it. For example, with a fully functional interoperability system it is possible that a social sector ministry does not have to ask for proof of income if it can access this information directly from the tax authority; that a citizen requesting a driver's license does not have to submit the results of a vision test to the transit authority if this authority can access the results already in possession of the health ministry; and that a pension authority need not require beneficiaries to show up in person only to prove they are alive if they can access death records automatically from the civil registry.

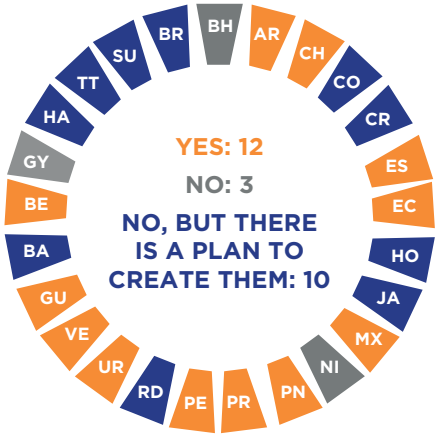
Most Latin American and Caribbean countries are at an incipient stage regarding interoperability. The main challenge lies in effective adoption. There are 15 countries with standards and 6 more with plans to create them. The Caribbean countries account for a large proportion of those that have yet to record progress in this matter. No Caribbean country currently has an interoperability platform. The Bahamas, Barbados, and Haiti do not have interoperability standards or plans to create them.

Table 4. Table 5.

Are there interoperability standards in place?



Is there an interoperability platform?



Sources:
IDB-GEALC Surveys (2017; 2019).

Note:
Data on Latin American countries are from 2017 survey; data on Caribbean countries are from 2019 survey.

Another key platform service is the digital signature, which enables applicants to sign documents or forms online without having to submit a physical copy, and thereby potentially reduces the number of visits to a government office. Without the digital signature, there are many government transactions that—despite being digitized in everything but the signature—still require an in-person visit to comply with this requirement. At least with respect to regulation, there has been significant progress in the LAC region: 25 of 26 countries have a law establishing the legal validity of the digital signature. Only Guyana lacks such a law. However, having a legal framework does not necessarily mean that there is a digital signature in place that can be used by all citizens and that is accepted by all private and public institutions.

Title: SOS Form
Author: Maximiliano Falcone
Country: Argentina

Box 2

Boosting Competitiveness and Improving Citizen Experience in the Bahamas, Barbados, and Jamaica

Several countries in the region are undertaking remarkable efforts to improve public services to boost the competitiveness of firms and to improve citizen experience. Three of these countries are The Bahamas, Barbados, and Jamaica, which are currently implementing broad digital transformation programs with the support of the IDB.

In The Bahamas, a US$30 million IDB loan is supporting the effort to make business transactions with the government easier, faster, and more efficient, thus positively impacting the competitiveness of the country. A recent survey of nearly 350 businesses in The Bahamas showed that their experience conducting transactions with the government is difficult and often costly: 30 percent of all transactions required more than 8 hours of active time to complete, 38 percent of all transactions required five documents or more, and 26 percent of businesses hired external help to conduct their last government transaction.

The project aims to improve this situation by simplifying the processes and digitizing key services for citizens and businesses. This will be achieved through the implementation of several digital tools and reforms. These include the design and implementation of a cloud-based service for the government that will allow other public institutions to have access to infrastructure and share e-government apps throughout the nation; the reengineering of current procedures; and the establishment of an interoperability scheme, including standards, regulation, and technology platforms, among many others.

In Barbados, the government has designed a Public Sector Modernization Programme supported by a US$40 million IDB loan. The programme seeks to boost competitiveness, increase access and improve the experience of citizens with public services, and enhance government effectiveness by implementing reforms to modernize and digitize government. The objective is to facilitate access to online public services for businesses and citizens. It will implement a one-stop-shop for online services, simplify and digitize services with a higher impact on competitiveness, and implement common digital tools and infrastructure needed to enable these changes to take place.

In addition, the project will strengthen the institutional capacity needed to implement the digital transformation program. To do so, it will design and implement an institutional framework and create a comprehensive strategy to manage digital government. This will involve creating the institutions in charge of implementing such reform and building the skills and capabilities needed inside the public sector to implement the reforms by providing training in digital technologies, service design, data analytics, and process reengineering, among others.

In Jamaica, the IDB-funded US$50 million Public Sector Transformation Loan, along with the US$68 million Implementation of the National Identification System for Economic Growth, will support the government in establishing or strengthening the key pillars of digital government. These include (i) the basic GoJ connectivity infrastructure (GOVNET) and its network governance framework, which will allow government ministries and agencies to provide services online[B]; (ii) the eGov Jamaica Data Center, which will ensure that citizen data are properly protected and backed up in accordance with international standards; (iii) a strong digital identity system, which provides a unique form of identification for all citizens; (iv) an interoperability platform for government agencies and the private sector to effectively implement a "once only" policy; (v) the MyGovJm eParticipation Platform for citizen engagement; and (vi) email and communications platforms (GovMail and GovTalk, respectively). These projects have also identified a handful of key GoJ services to be prioritized for digitalization, including the administrative processes required to obtain work permits and fishing licenses, as well as the creation of a mobile app for tax services.

Sources:

Bahamas Government Digital Transformation to Strengthen Competitiveness Project (https://www.iadb.org/en/project/BH-L1045); Barbados Public Sector Modernization Programme (https://www.iadb.org/en/project/BA-L1046); Support to the Public Sector Transformation Programme: (https://www.iadb.org/en/project/JA-L1073); Implementation of the National Identification System for Economic Growth (https://www.iadb.org/en/ project/JA-L1072). Patterson (2019).

[B] https://jis.gov.jm/govnet-officially-launched/

Lack of Capacity

In addition to low availability, digital transactions are often made available to a population that cannot access them. These access gaps can be of four types (Roseth, Reyes, and Santiso, 2018):

(i) *Connectivity* – Only 48 percent of the population in the Caribbean has a mobile broadband subscription and only 20 percent has fixed broadband (ITU, 2018);

(ii) *Identification* – To carry out government transactions, citizens must be able to identify themselves. A strong registration system is the bedrock of any digital identification framework. Fortunately, Caribbean countries have low sub-registration levels: Jamaica and Suriname have sub-registration rates of 7 and 6 percent, respectively, while in Barbados and Trinidad and Tobago, just 0.3 and 0.8 of the population, respectively, are unregistered.[5] Progress toward digital identification, however, is incipient: currently, no countries in the Caribbean have digital IDs.[6]

(iii) *Financial inclusion* – A bank account, credit card, or debit card is necessary to make online payments, which many public services require. In Jamaica and Trinidad and Tobago (the only two Caribbean countries for which data are available), 78 and 81 percent of people have a bank account, respectively, 45 and 61 percent have a debit card, and just 14 and 15 percent have a credit card. These stand in contrast with Latin America, where only 54 percent of people have a bank account, 40 percent have a debit card, and 22 percent have a credit card (World Bank, 2017a).

(iv) *Low digital literacy* – If citizens lack the skills to use a computer or a smartphone, navigate the internet, and fill out the forms necessary for the transactions, they will be unable to take advantage of online services. Most of the region's governments have created programs to address this challenge, either through training in the general use of computers and the internet, or the specific use of digital services. Figure 15 shows that approximately two-thirds of the 25 digital government agencies consulted have implemented both types of programs. The over-representation

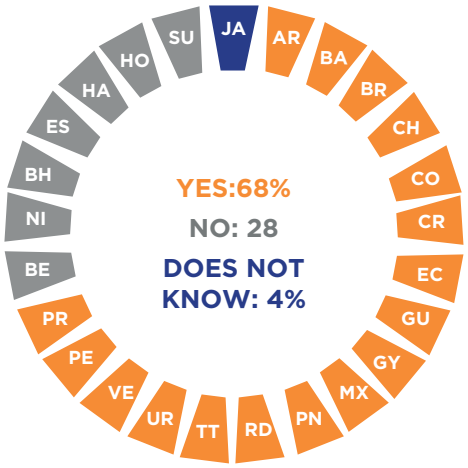
[5] According to the World Bank (2017b), The Bahamas has a sub-registration rate of 36 percent. This surprisingly high figure, however, is likely due to a measurement inconsistency.

[6] Jamaica is currently implementing a digital identity project with IDB support: https://www.iadb.org/en/project/JA-L1072

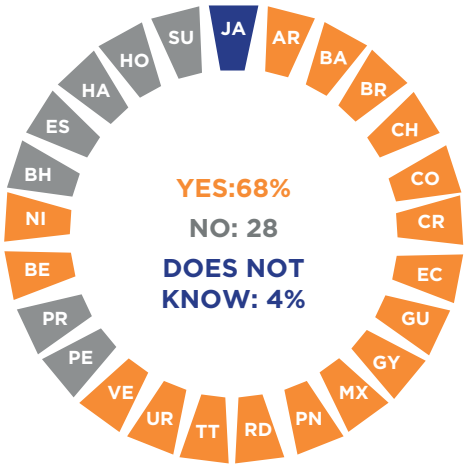
of Caribbean countries in the category of those that lack both types of programs is notable: Bahamas, Belize, Jamaica, and Suriname have no digital literacy programs, and Barbados, Jamaica, and Trinidad and Tobago lack training programs on the use of digital services. It is worth highlighting, however, that these data are more an indication of intentions than a measurement of effectiveness given that there is no information available regarding the scope of these programs.

Figure 15.
Government-run Digital Literacy Programs

Does the goverment provide digital literacy programs for citizens?



Does the goverment provide programs to help citizens use online services?



Source:
IDB-GEALC Surveys (2017; 2019).

Box 3

Guyana: Information and Communications Technology Hubs to Close the Digital Gap

As part of a broad plan to move toward a more digital society and boost the use of digital tools both in the public sector and among Guyana's citizens, the Government of Guyana has developed a broad program aimed at closing the digital divide. One of the first steps toward this goal was the implementation of 172 Information and Communications Technology Hubs, where communities throughout the country have access to free internet and equipment in spaces specifically designed for this purpose. This initiative has reached vulnerable and remote communities where communications were limited, enabling learning, education, and social cohesion among children and adults around the country.

To reach the most vulnerable populations, the Ministry of Public Telecommunications launched the Hinterland Poor and Remote Communities Pilot Project, which aims to bring online public services and internet connections to remote communities, benefiting over 11,000 individuals. It aims to provide online government services in health, education, social services, and identity to reach those in the most remote municipalities of the country. The pilot is designed to involve the community in identifying the needs and designing the intervention in each community through management and monitoring committees composed of the civil population.

Progress is being made in tele-medicine, with the aim of providing e-health services that reach the entire population. A tele-medicine facility was inaugurated in the indigenous community of Orealla. These tele-medicine facilities, which are planned to be installed in several communities in the Hinterlands, will be connected to the Ministry of Public Health in Georgetown, as well as to several hospitals and medical centers in the capital. They will provide citizens in remote communities with real-time access to health services, medical consultations, and treatment.

Source:
Ministry of Public Telecommunications (https://mopt.gov.gy/projects/)

Poor Online Experiences (and little investment in making them better)

Even if governments make the effort to put transactions online and citizens can, in theory, access them, oftentimes their experiences are negative. A lack of usability of government websites leads them to fail in their attempts to access services. Of 1,000 regular internet users in Latin America surveyed for Roseth, Reyes, and Santiso (2018), 40 percent were unsuccessful in their last attempt to complete an online transaction. The leading causes of these failures were design flaws, including technical problems with the website and difficulty finding information. It is no surprise, then, that these users were unhappy with their experience: 55 percent of those surveyed reported being unhappy with their last online transaction. These numbers give an important message: digitizing is not enough. Putting services online, without conducting a process evaluation and/or reengineering, does not automatically make them more efficient. In fact, it can have the opposite effect; if the service on paper was bad and inefficient, it will be just as bad and inefficient online. It is important to redesign the services that will be made available online with a citizen-centered approach, considering the users' needs and experience.

Governments can implement a series of measures to improve the user experience with online transactions. These range from enforcing a style guide to homogenize the look and feel of government websites to implementing a once-only initiative to avoid requesting information from citizens that the state already possesses. In general, governments, including those in the Caribbean, are not taking advantage of all the opportunities to provide a fluid digital experience, which might explain the poor citizen ratings shown above. Information is provided here about several of these types of efforts: the existence of a central transactions' portal; a style guide for government websites; having and implementing an initiative to request citizen information once only; and having a single entry/single key to government websites. In addition, digital technologies and the increasing availability of citizen data are allowing governments to provide public services in a proactive and/or automatic way, triggered by milestones or life events. For example, governments can now know when a child is born and automatically provide child subsidies to a bank account registered to a parent, without their having to carry out a transaction. Innovations of this type have yet to take root in the Caribbean.

40 percent of regular Internet users were unsuccessful in their last attempt to complete an online transaction

Central transactions portal: A transactions portal is a website where any citizen can find basic information about the transactions required by different government entities, such as the name of the transaction, the name of the institution responsible for administering it, and instructions on how to complete it. The term "central" refers to the portals that present transactions administered

by the different institutions of government. This tool can help solve communication problems between the public sector and the citizens by providing a single source of information about the transactions. The region has many portals: only 4 out of 25 countries (Belize, Guatemala, Guyana, and Haiti) lack them. However, these portals are not very useful if there is no information on how many transactions exist.

Style guide: Many governments have hundreds of websites. If they each have their own designs, with the icons in different places and different sources, a user can become confused when navigating among them and may doubt their authenticity. A style guide—a tool that offers guidelines to ensure that government websites share a single format—helps to avoid these problems. The region has made substantial progress on this front: only 3 out of 25 countries lack a style guide or similar tool. In the Caribbean, The Bahamas, Trinidad and Tobago and Suriname report currently having a guide, Jamaica and Barbados report that it is in process, and Guyana does not have one. The trend, however, is increasingly moving towards having a unique government portal to reduce transaction costs for citizens of accessing multiple websites.

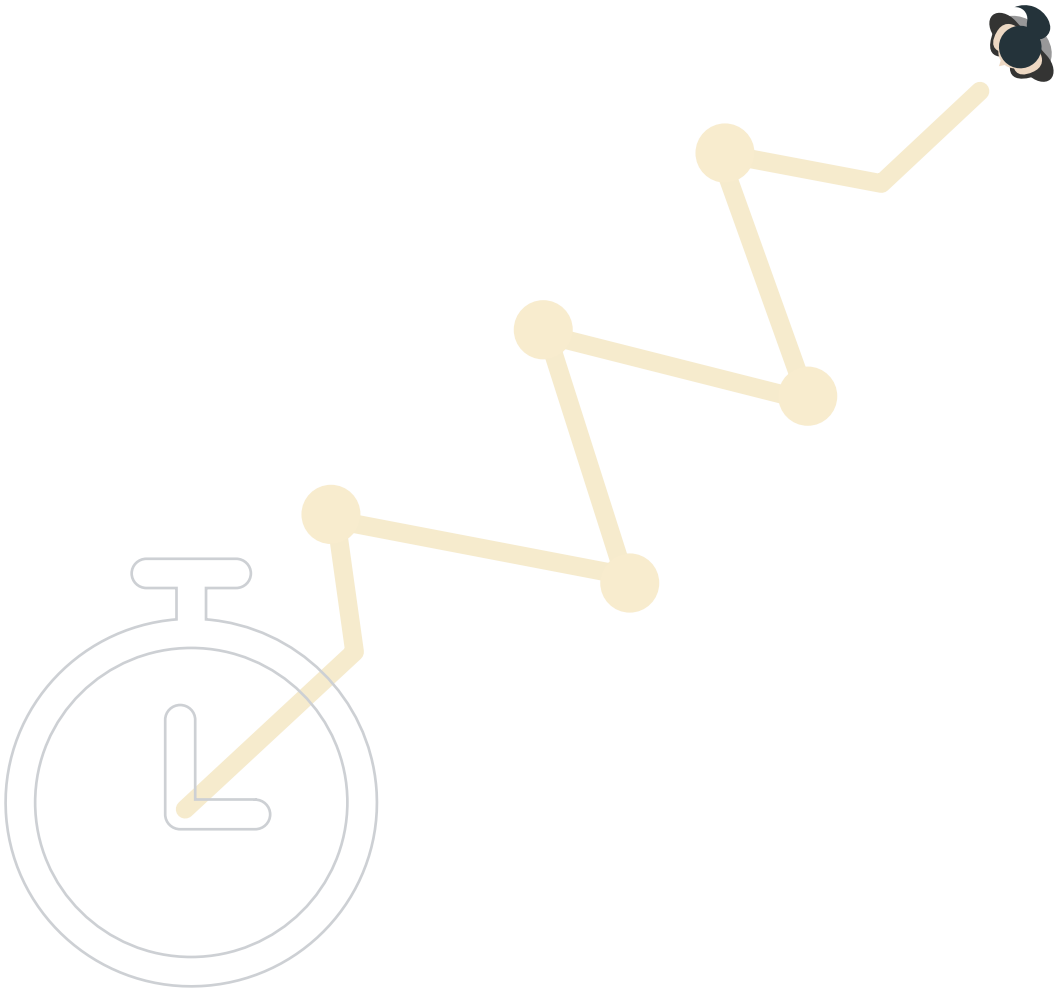
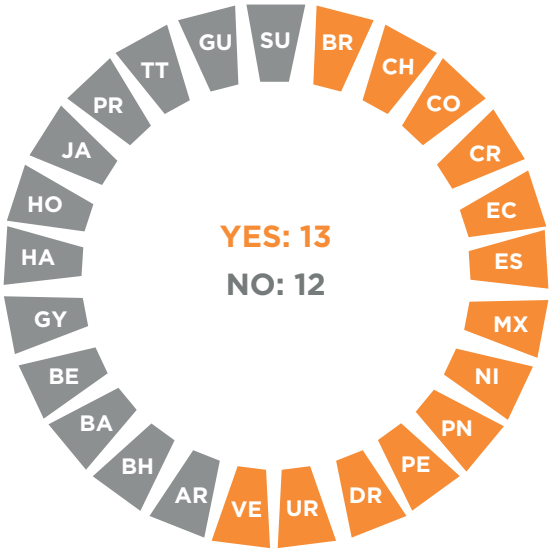


Figure 16.
Existence of a Style Guide for Online Transactions

Source:
IDB-GEALC Surveys (2017; 2019).

Once only: In some countries, there is a law that prohibits a state agency from asking the citizen to provide information that is already held by another agency. This provides a strong incentive for using the interoperability platform to maximize coordination among government agencies. A key result of this coordination is the possible improvement of the citizen's experience by limiting the multiplication of forms and the amount of information (and, therefore, supporting documents) requested. There is much interest in this practice in the Latin America and Caribbean region: 13 of 25 countries report having once-only initiatives (either a program or a law). All Caribbean countries, however, have yet to adopt this practice. Even in countries where the laws have been drafted, there are significant deficits in terms of implementation to make them effective, enforceable, and impactful. This is potentially explanatory of the "interactions" data reported above. Since government institutions have no obligation to limit the information requests made of citizens to information not possessed by other government agencies, citizens are more likely to repeatedly return to government offices to furnish additional documentation.

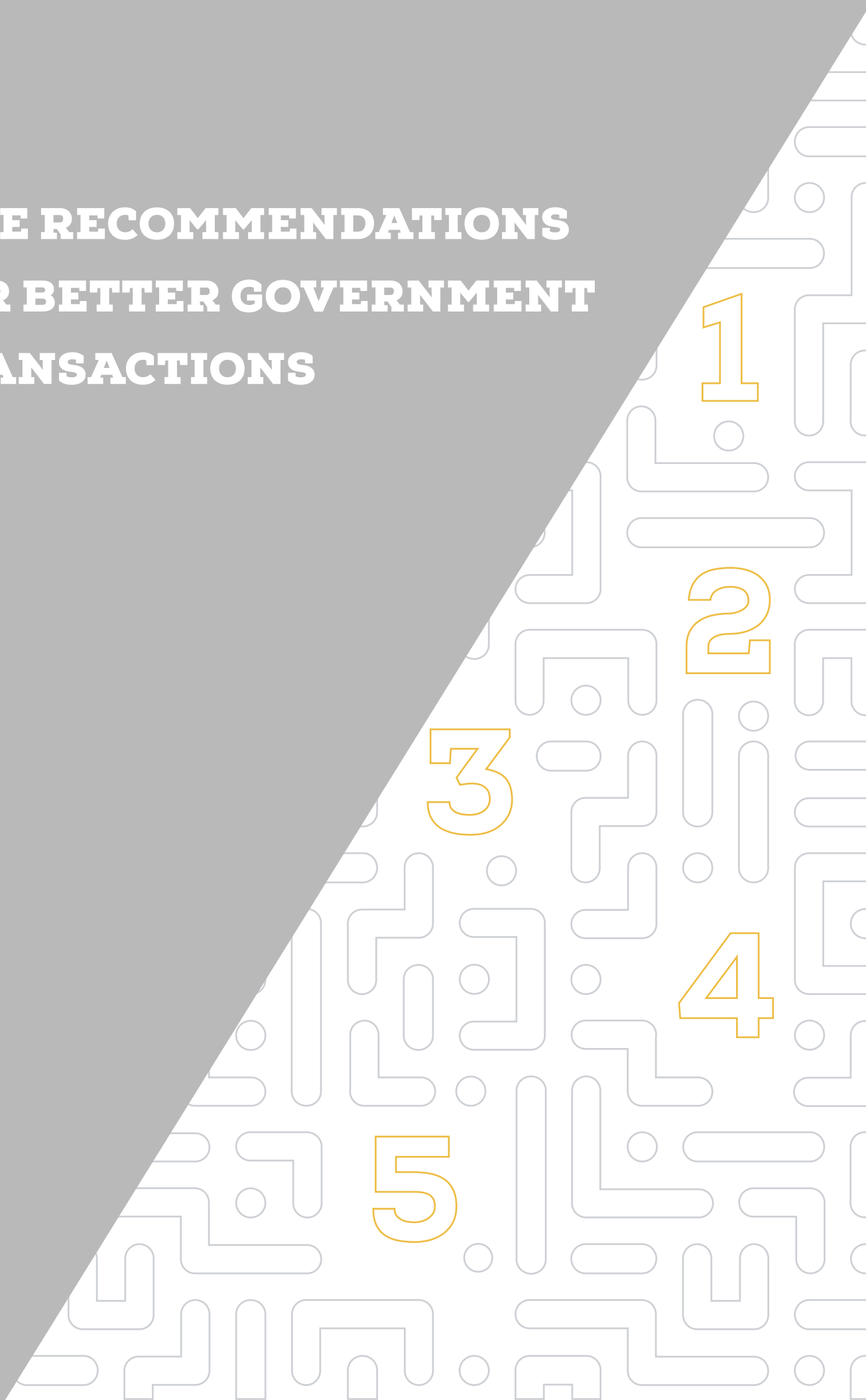
Figure 17.
Existence of a "Once Only" Initiative



Source:
IDB-GEALC Surveys (2017/2019).

Single sign-on: This tool enables citizens to have a single username and password for various government services. In the United Kingdom, the Government Gateway tool permits registrations by individuals, organizations (including enterprises), and agents (e.g., accountants). In this regard, the LAC region has made less progress: only three countries (Chile, Trinidad and Tobago, and Uruguay) offer this facility. As of August 2019, the government of Jamaica was exploring it.

FIVE RECOMMENDATIONS FOR BETTER GOVERNMENT TRANSACTIONS



Government transactions in the Caribbean are difficult. Citizens spend too much time accessing services to which they have a right. Governments could be doing more to make their experience easier. The five recommendations offered below can help start this process.

1. Study the Citizen Experience with Government Transactions

It is difficult to fix a problem without first understanding it. For governments in the Caribbean, though, it is uncommon to make an earnest effort to put themselves in the citizens' shoes to understand the effect of the multiple requirements, complex forms, and long wait times on them. As of 2017, out of the six countries surveyed, none had conducted exit surveys at service provision points, only one (the civil registry of Suriname) had carried out direct observation of service provision, and only one (Trinidad and Tobago) included questions about government transactions in their household surveys (IDB-GEALC Survey, 2017). In this context, it is hard to expect civil servants who make decisions about government transactions to be aware of citizens' experience. Developing a clear understanding of the citizen experience is the first step. Objective, precise, and timely information must be gathered about government transactions for different audiences (politicians, digital government policymakers, service delivery institutions, and citizens). This information can be obtained in various ways:

- **Administrative data:** This is compiled by agencies responsible for government transactions on aspects such as the volume of government transactions provided, profiles of the individuals or firms that use the services, and processing times.

- **Surveys:** When administrative information is incomplete or cannot be shared due to system incompatibility, surveys can be a complementary source of data on government transactions. They can collect information on aspects such as wait times, interactions, requirements, and customer satisfaction. In designing surveys, however, their potential drawbacks must be borne in mind. These include (i) the tradeoff between breadth and depth (the more subjects addressed, the harder it is to gain in-depth knowledge) and (ii) their reliance on people's imperfect and biased recollections. Policymakers can also consider specific tools such as the Standard Cost Model, which combines administrative data and surveys to construct a service-specific diagnostic of bottlenecks in access.

- **Direct observation:** Some aspects of the citizen experience cannot be detected with any of the aforementioned instruments. These range from the confused expression on a person's face or the counter clerk's tone of voice to the notices written in legalese hanging on the walls of

government offices. There is no substitute for direct observation, which is as important for citizen satisfaction as it is for efficient service provision. Observation can be carried out in several ways, including the following:

- Visits by staff from the reforming institution to the point of service delivery. This is what the United Kingdom's Government Digital Service did during the period 2012–16. It recommended that each team responsible for reforming a service carry out least two hours of direct observation every six weeks (Government Digital Service, 2015).

- Mystery shopper exercises, in which civil servants or external consultants posing as ordinary citizens carry out a government transaction and record the experience, including with cameras.

The first step in improving the citizen experience is understanding it

- Online tracking tools. Citizens using digital government transactions can be "observed" with tools that track elements such as the amount of time citizens spend on each webpage, what part of the page they click, and at what point in the transaction they abandon the process.

Equally important as collecting this information is how it is used: little good comes from conducting studies that no one reads. It is key to ensure an iterative cycle of learning, involving analysis, adaptation, implementation, and more study.

2. Eliminate as Many Government Transactions as Possible

The best government transaction is the one that does not have to be carried out. Although simplification of government transactions is necessary in many cases and digitization is an effective way of facilitating access, neither is an end in itself. The elimination of unnecessary government transactions cuts their associated costs at the root. Transactions can be suppressed in various ways:

- **Interoperability and "once-only":** No Caribbean country currently has an interoperability platform or a once-only initiative. Interoperability is key, as it enables the information that citizens share with one public entity to be shared, as needed, with another entity. Thus, citizens must submit it only once, reducing a large portion of their transactional burden. Implementing these reforms, however, requires more than running digital connections among institutions and passing a law. It is import-

"The best transaction is the one that doesn't have to be carried out"

ant to install a strong governance model that creates incentives for institutions to connect to and use the interoperability platform and to progressively eliminate their duplicated data requests.

- **Proactive service delivery:** As the data presented above show, citizens in the Caribbean currently must go from one office to another, often multiple times, to access services. This need not be. Once the state has implemented interoperability in many government agencies, it will no longer be necessary to ask citizens to fill out forms to access services. A natural next step is for the state, possessing information on who is eligible for specific services, to automatically reach out to citizens proactively. Some countries are already experimenting with proactive social benefit delivery[7]. This approach has the potential advantage of expanding the coverage of public programs among the eligible population, since participation does not depend on the beneficiary's knowledge or time investment. Moreover, it would enable those who would participate anyway to save time.

- Regulatory reform, including eliminating unnecessary government transactions (for example, when they are duplicated in multiple government entities) or requirements (for example, when they are unjustified for the service that is being provided).

3. Redesign Government Transactions with the Citizen Experience in Mind

Once the citizen experience has been understood, and unnecessary government transactions have been eliminated, the next step is to redesign those transactions that really are necessary so that they are as easy, intuitive, and as fast as possible. This redesign may include a range of approaches:

- Interoperability: In addition to helping eliminate transactions, interoperability also facilitates their simplification. By reusing existing data on citizens, government entities can pre-populate forms and speed up application processes.

- Agile methodology: Forty percent of frequent internet users in Latin America could not access the last online service they sought,

[7] Canada, for example, has implemented automatic enrollment in the Canada Child Benefit Program.

which highlights severe deficiencies in design. Agile methodology is one way to address these design problems. Originally designed for software development, agile methodology consists of segmenting a large project into various parts, testing solutions, evaluating them, and then moving on to the next problem and the next proposal of solutions in an iterative fashion. Applied to government transactions, agile redesign consists of diagnosing the problems faced by citizens and then testing and evaluating solutions for those problems as rapidly as possible, re-evaluating them, and repeating the process. A crucial part of this methodology is awareness of the citizen experience (Recommendation 1): observing the citizen experience determines the degree of success of the solutions implemented and the need for further adaptations. Jamaica has made progress in this regard: eGovJa has adopted agile methodology and established a Centre of Excellence. It will begin training other government agencies in October 2019.

- Favoring ex-post controls. Even with a single format for all applicants, the risk factors can be identified and used to conduct audits or other types of reviews of individual cases. Provided the public is aware of them, these controls can act as a disincentive for anyone contemplating abusing the system.[8]

4. Facilitate Access to Digital Transactions

Once government transactions have been redesigned with the citizen experience in mind, the next step is to facilitate access through the digital channel. This is necessary given the incipient use of digital services in the Caribbean cited above. This includes five actions:

- Lay the foundations for digital government to provide online transactions (including interoperability, digital signature, digital identity, electronic notifications, and electronic payments, among other elements) and ensure that everyone has an internet connection by investing in infrastructure for connectivity.

[8] This approach has been implemented in Portugal in an initiative called "Zero Licensing." See: OECD, Administrative Modernization Agency. Available at: https://www.oecd.org/governance/ observatory-public-sector innovation/innovations/page/zerolicensinginitiative.htm#tab_description and https://www.ama.gov.pt/web/agencia-para-a-modernizacao-administrativa/licenciamento-zero.

- Guarantee that online services work from any device, including mobile telephones.

- Expand digital literacy programs (including basic education in digital competencies and training in the use of digital services at face-to-face attention points) and citizen services (e.g., through chatbots).

- Offer payment methods that do not require a debit or credit card account (e.g., bank transfers or payments made by mobile telephones).

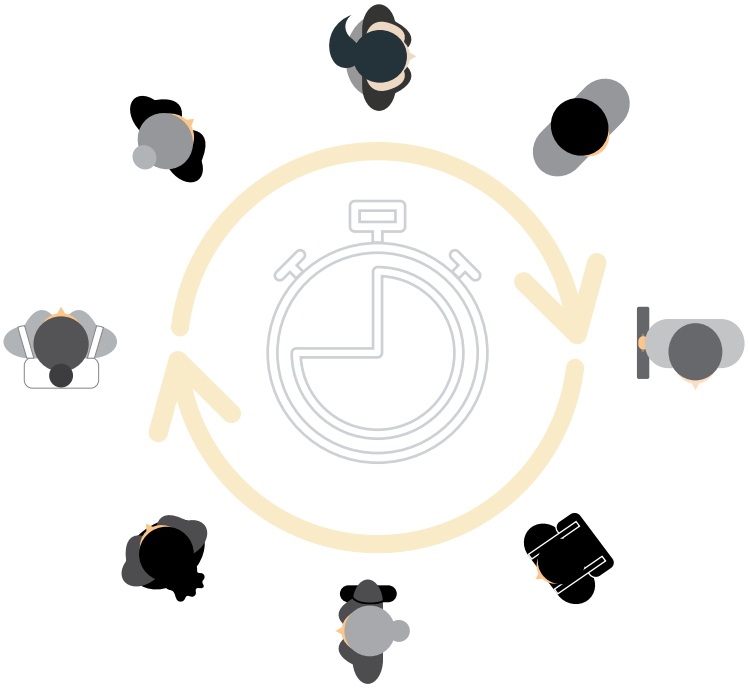
5. Invest in High-Quality Face-to-Face Government Transactions

Although many countries show an interest in digitizing government transactions, the Caribbean continues to use analog transactions. Some 90 percent of government transactions are carried out in person. The gaps in connectivity, digital literacy, and financial inclusion, among others, mean that the road to the digital society will be long. Therefore, while progress is being made in digital development, it is vital to improve the most commonly used and, in some cases, most preferred, channel of service provision: face-to-face. Two ways of improving in-person service provision are:

- Invest in staff to provide citizen services: In face-to-face service provision, the counter clerks are the face of the state. Therefore, it is essential to invest in them, ensuring they are selected through merit-based competition, are well paid and regularly trained, and have a vocation for public service. Having good-quality customer service staff brings many benefits: (i) they can be given more leeway in decision making so that they do not have to rely excessively on higher-level staff; (ii) they can help train citizens by assisting them with their government transaction using the same interface that the citizen would use at home; and (iii) they are also a good source of feedback about people's experiences with services.

It is vital to improve the most commonly used and, in some cases, most preferred, channel: face-to-face

- Integrate the provision of services by various entities under one roof. Integrated service centers—also called citizen service centers or one-stop shops—seek to improve public service provision by co-locating government transactions required by different government agencies in the same physical space. These spaces seek to accommodate the needs of citizens and firms, preventing them from traveling long distances or having to visit several offices to carry out government transactions, while at the same time centralizing information and providing guidance to people who need help to complete them. They also are often integrated with the digital channel, so that citizens can go back and forth between the digital and face-to-face options smoothly. These models have been implemented in several countries in Latin America, including Uruguay, Brazil, Colombia, Peru and the Dominican Republic.



Title: El sentimiento de la burocracia
Author: César Ferrarese
Country: Argentina

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Annex 1

Survey Coverage, By Country

	Number of responses in each survey					
	e-gov directors IDB-GEALC 2017	Senior managers registry offices 2017	Senior managers tax offices 2017	Latino-barometro 2017	Transparency International and IDB 2019	# of people who accessed a government service
Argentina	1	1	1	1,200		670
Bahamas	1				1,007	312
Barbados	1		1		807	344
Belize	1					
Bolivia		1	1	1,200		498
Brazil	1	1	1	1,200		607
Chile	1			1,200		569
Colombia	1			1,200		672
Costa Rica	1		1	1,000		547
Dominican Republic	1	1		1,000		422
Ecuador	1		1	1,200		483
El Salvador	1	1	1	1,000		219
Guatemala	1			1,000		341
Guyana	1				890	282
Haiti	1					
Honduras	1	1		1,000		331
Jamaica	1	1			1044	370
Mexico	1	2		1,200		533
Nicaragua	1			1,000		269
Panama	1	1	1	1,000		305
Paraguay	1	1		1,200		606
Peru	1	1	1	1,200		465
Suriname	1	1				
Trinidad and Tobago	1				827	272
Uruguay	1	1		1,200		715
Venezuela	1			1,200		525
TOTAL	**25**	**14**	**9**	**20,200**	**4,575**	**10,357**

Survey Methodology

Jamaica, Trinidad and Tobago, Barbados, and Guyana: Face-to-face CAPI survey methodology. Data were collected from a nationally representative sample of adults aged 18 or above using a proportionate to population size sampling approach. The samples were distributed across all regions of the countries according to their population sizes. Within each province, secondary sampling units (SSUs) were selected at random proportionally to population size from all accessible SSUs in the province. SSUs were divided between rural and urban categories according to population size. Approximately 10 interviews were completed in each SSU. Households were chosen at random using systematic sampling with random start. In case of rejection, the interviewer applied a systematic jump to get an effective survey. Respondents from each household were chosen using a quota system. Target quotas were set up according to age, gender, and social grade. Quotas were determined based on national population data or other respected demographic information. Efforts were made to use specific quotas for sample strata according to level of urbanisation and/or by region. The final completed samples were weighted to be nationally representative according to age, gender, region, level of urbanisation, and social grade.

The Bahamas: Telephone survey via CATI survey methodology. The data was collected from a nationally representative sample of adults aged 18 or above using a random digital dialling approach. Respondents were selected at random within the household using the next birthday method. The sample fall out was monitored throughout fieldwork according to the most recent census based on age, gender, region, and social grade. The final completed sample was weighted to be nationally representative according to age, gender, region, level of urbanization, and social grade.