



**P M D U**

*“Data Driven Growth”*

PRIME MINISTER’S DELIVERY UNIT

# ANNUAL REPORT

*May 2018 to April 2019*





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# Forewords

Over the last year, The Bahamas government has committed itself to an ambitious agenda to improve the lives of its citizens. The agenda includes improving school outcomes, reducing crime and transforming opportunities and conditions in Over-the-Hill.

I have worked in many countries in the last couple of decades and in that context I am tremendously impressed by the commitment of the Prime Minister, the COO and her dedicated team to this important mission. There is a striking sense of purpose and urgency.

By selecting a small number of priorities, establishing ambitious and measurable goals for each of them and regularly checking progress and solving problems, the Prime Minister and Delivery Unit have created the conditions for success.

Already there is significant progress in improving the enrollment of additional children into schools and improving safety and security across the country. This is a good start but it's only the beginning. If the focus and commitment are sustained and drive for results intensified, there is every reason to expect further success in the next year or so.

I believe there is a unique opportunity now in The Bahamas to transform public services and the outcomes they deliver. I hope everyone in civil society, business and academia, as well as in government, will seize this opportunity to make The Bahamas an exemplar of good government in the region and beyond.

**Sir Michael Barber**

*Founder and Chairman  
Delivery Associates*

The publication of this inaugural annual report on the Prime Minister's Delivery Unit (PMDU) reflects the clearly defined vision of the Procurement Monitoring and Public Financial Management Reform Program, PFM/PMR, and its successful implementation by the Project Implementation Unit.

In this regard, I extend sincere congratulations to The Most Honorable Dr. Hubert A. Minnis and his Cabinet on behalf of the Inter-American Development Bank's project team in Nassau and Washington, D.C.

This primary goal of the PFM/PMR Program is to support the Government of The Bahamas in strengthening the institutional and management capacity of its public sector institutions through the enhancement of quality public expenditure through better performance monitoring, the generation of better statistical information, improvement of public procurement standards, and improvement of budget execution.

We at the IDB see the introduction of Delivery Management Models as a critical tool to enhance public sector performance, and ultimately, to achieve more positive outcomes in citizens' lives. Since 2013, the IDB has been actively encouraging the use of this innovative governance mechanism to advance performance monitoring by providing technical and financial support to high-level Delivery Units in 15 governments across the Latin American and Caribbean region.

The IDB remains fully committed to the Government and the people of The Bahamas and will continue to partner with the Government to support the nation's development priorities.

**Daniela Carrera Marquis**

*Country Representative  
Bahamas Country Office  
The Inter-American Development Bank*

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## Message From The Prime Minister

Before my administration took office in May 2017, we made a commitment to the Bahamian people to focus on critical issues impacting their quality of life – safety and security, education, cost of living, ease of doing business, access to economic opportunities, and home and land ownership.

Since its establishment in May 2018, the Prime Minister’s Delivery Unit (Delivery Unit) has implemented a performance management methodology regarding eight Key Priority Areas that align with the Government’s plan to build a modern Bahamas, where every Bahamian has the chance at a better and brighter future.

The Delivery Unit uses a target-specific, results-oriented performance management methodology with public sector stakeholders, that relies heavily on data, to facilitate evidence-based decision-making by my Government, in the areas of:

- Education;
- Safety and Security;
- Over-the-Hill Rejuvenation;
- Land Reform;
- Ease of Doing Business;
- Energy Reform;
- Infrastructure; and
- Public Sector Modernisation.

I am pleased that the Delivery Unit’s stakeholders have already seen tangible results in most of the identified Key Priority Areas. This demonstrates that the support provided by the Delivery Unit has the potential to meaningfully address the systemic challenges that have, for decades, stifled our productivity and efficiency.

I wish to congratulate the accountable leaders and delivery teams responsible for delivering and producing results in each of the Key Priority Areas. I would also like to thank them for their hard work and commitment, especially in adapting so readily to this new approach to our work.

As we continue to apply and adapt this new approach over the next few years, we will use the opportunity to determine whether this concept should be applied to other priority areas of the Government, with a view to further improving the lives of Bahamians.

The work of the Delivery Unit is not easy. Results will not come overnight, but what you will see in this Annual Report is that we are making meaningful progress as we work together to build a better, brighter Bahamas for all.

**The Most Hon. Dr. Hubert A. Minnis, O.N., M.P.**  
*Prime Minister, Commonwealth of The Bahamas*



## Message From Chief Operating Officer

The Minnis Government is committed to enhancing the Public Service by improving its efficiency, consistency and the quality of service delivery to all Bahamians. It is with that view that the Prime Minister's Delivery Unit was established in May 2018. This Annual Report provides a snapshot of the background and methodology employed by the Unit, while also providing a glimpse into the type of work done by the Unit in assisting its various stakeholders to achieve their objectives to date.

As COO, my initial focus was to assemble a team capable of enhancing and shifting the culture as it pertains to the execution of deliverables in the Public Service. These professionals have actively engaged with stakeholders across the Government's eight (8) key priority areas to assist in planning for delivery across all priorities, benchmarking local and international experiences and continuous problem solving.

The Unit is enthusiastic about the future, and is eager to mount the challenges already identified. We will continue to support our stakeholders through open dialogue, routine delivery meetings and the use of data in support of evidence-based decision-making. In conjunction with stakeholders, we will monitor performance indicators to ensure that targets are on track and are being met. The net effect of this, will ultimately be, a better quality of life for citizens throughout our beautiful Bahamaland.

The progress accounted for in this report could not have been achieved without the efforts of the many experienced professionals within the Public Service.

**Viana Gardiner, BA (Cantab.), MA, LLB (Hons)**  
*Chief Operating Officer*



**Figure 1. Prime Minister's Delivery Unit Team**

*From left to right: Subrenna Higgs, Data & Research Manager; Michelle Grell-Bereaux, Sr. Priority Manager; Ryan Williamson, Legal Officer/ Priority Manager; Viana Gardiner, Chief Operating Officer; Racquel Wildgoose, Project Assistant; Anthony Cartwright, Priority Manager; and Dayvan Seymour, Priority Manager. (Photo credit: Yontalay Bowe)*

# Background and Methodology



**Figure 3. Prime Minister Hubert Minnis and Prime Minister Justin Trudeau, April 2018, Peru**

*From left to right: Justin Trudeau, P.C., M.P., Prime Minister of Canada and the Most Honourable Dr. Hubert Minnis, Prime Minister of The Bahamas (Photo credit: Canadian Government)*

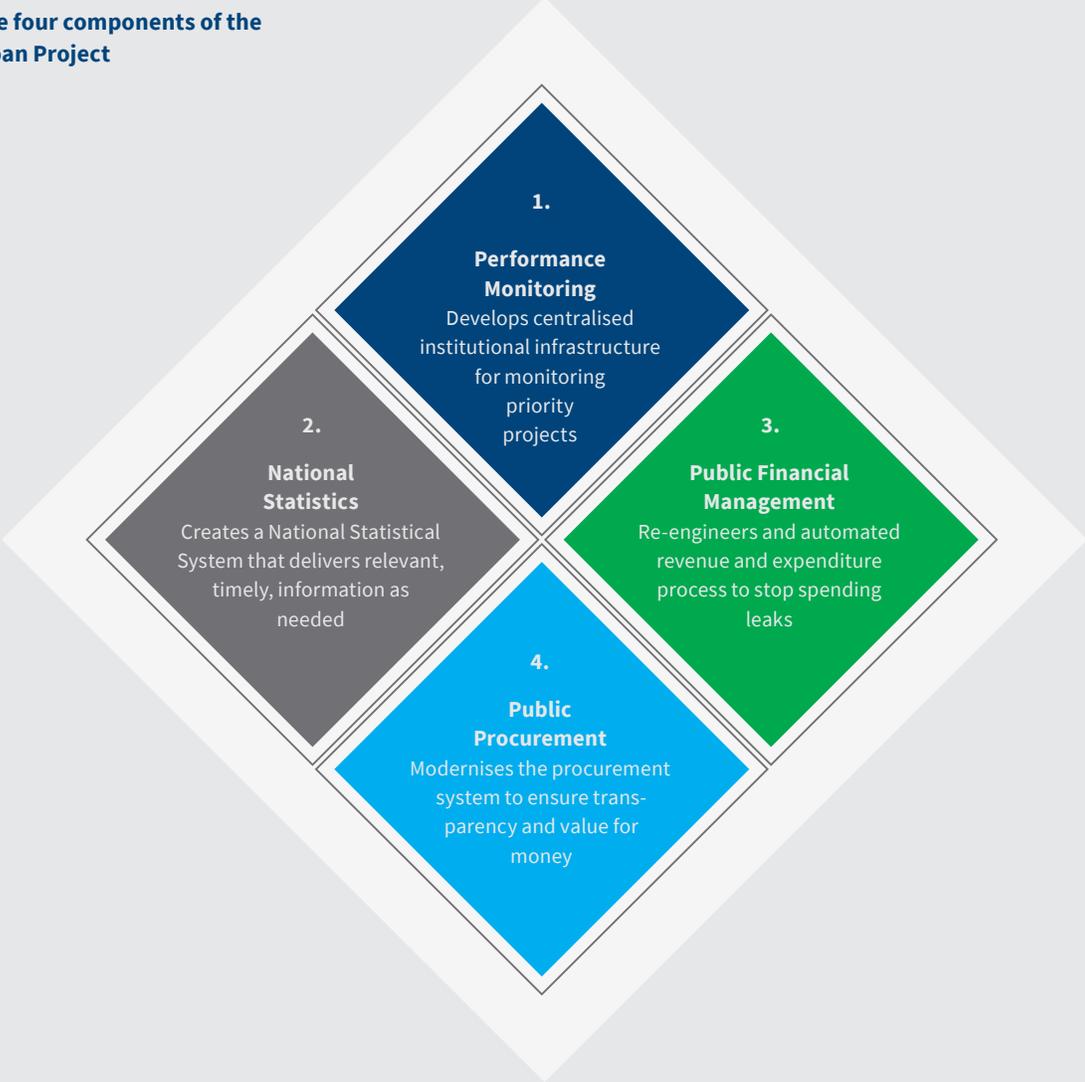
## Background to the Establishment of the Prime Minister’s Delivery Unit

In July 2017, the Government of The Bahamas officially launched the Public Financial Management/Performance Monitoring Reform (PFM/PMR) Project. The PFM/PMR Project is financed through an Inter-American Development Bank loan to The Bahamas valued at \$33 million, which was approved by Parliament in 2016. The PFM/PMR Project is managed by the Project Implementation Unit (“PIU”) under the Ministry of Finance, and aims to strengthen the Government’s capacity to allocate, manage and monitor public resources, through the four (4) components summarised in Figure 2.

In the context of Component 1 of the PFM/PMR Project, the Economic Development and Planning Unit in the Office of the Prime Minister researched and promulgated a centre of government approach to ensuring performance of Government’s commitments. Multi-agency, private sector, civil society, and academia deliberations on ‘Strengthening the Delivery of Public Services Using a Centre of Government Approach’ refined the conceptual framework that would eventually help Ministries and governmental agencies deliver concrete results.

The Bahamas also had the benefit of the knowledge and experiences of other countries during this groundwork phase. Prime Minister, the Most Honourable Dr. Hubert Minnis, held a bilateral meeting with the Prime Minister of Canada Justin Trudeau, in April 2018 (see Figure 3). The two leaders discussed at a high level their common objectives, as Canada had established a Results and Delivery Unit in its Privy Council’s Office. Prime Minister Trudeau undertook to support the initiative in The Bahamas. COO Gardiner also engaged with Peru’s Delivery Office to gain insights from that unit (see Figure 4).

**Figure 2. The four components of the PFM/PMR Loan Project**



**Figure 4. Learning Exchange with the Peru Government’s Delivery Office, April 2018**

From left to right: Diego Carrillo, Deputy Head of the Peru Government’s Delivery Office; Viana Gardiner, Chief Operating Officer, Bahamas Prime Minister’s Delivery Unit; Fiorella Ormeno, Delivery Associates. (Photo credit: Kent Minnis, Bahamas Information Services)

The Prime Minister’s Delivery Unit (“Delivery Unit”) was officially launched on 8th May 2018. At the official ceremony, Prime Minister Minnis was joined by: his Cabinet colleagues; parties that would eventually become Delivery Unit Stakeholders; and the Inter-American Development Bank’s Country Head, Maria Florencia Attademo-Hirt. Also participating in the ceremony were the Canadian Minister of International Development, Marie-Claude Bibeau, and the Canadian Non-Resident High

Commissioner to The Bahamas, H.E. Laurie Peters (see Figure 5). Minister Bibeau informed the gathering that the results and delivery approach, adopted by the Canadian Government, ensures that project best practices of Canada and globally are utilised to achieve successes. She further iterated that this approach is based on careful planning, performance measurement, solid empirical data, and transparent collaboration with stakeholders.



**Figure 5. Launching of the Prime Minister’s Delivery Unit, May 2018**

*From left to right: Viana Gardiner, Chief Operating Officer, Delivery Unit; Hon. Marie-Claude Bibeau, Canadian Minister of International Development; The Most Hon. Dr. Hubert Minnis, Prime Minister; and H.E. Laurie Peters, Canadian Non-Resident High Commissioner to The Bahamas. (Photo credit: Yontalay Bowe)*



**Figure 6. Learning Exchange with the Premier’s Implementation Unit, NSW, Australia, October 2018**

*From left to right: Viana Gardiner, Chief Operating Officer, Delivery Unit, The Bahamas, and William Murphy, Executive Director of New South Wales, Australia, Premier’s Implementation Unit. (Photo credit: Delivery Unit).*

The Delivery Unit continued to gain insights from other centre of government units around the world and project management training both abroad and locally. In particular, representatives from The Bahamas visited with the Premier’s Implementation Unit in New South Wales, Australia, in October 2018. The Premier’s Implementation Unit’s priority areas were consistent with that of The Bahamas, which lent for mutually beneficial and valuable exchange of ideas.

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## Identifying the Priorities

The most crucial element of building the ground work was the identification and ratification of the Key Priorities (“Priorities”) that would form part of the proof of concept. The eight (8) Priorities are as follows:



**Education**



**Safety &  
Security**



**Ease of Doing  
Business**



**Over-the-Hill**



**Land Reform**



**Energy Reform**



**Infrastructure**



**Modernisation**

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## Methodology

The methodology employed by the Delivery Unit is based on Deliverology®, which is a rigorous and iterative approach that consistently asks five (5) questions of those stakeholders responsible for delivery:

1. What are we trying to do?
2. How are we trying to do it?
3. How at any given moment, will we keep track?
4. If we are not on track, what are we going to do about it?
5. How can the Delivery Unit assist?

Deliverology® was created by Delivery Associates, the consultancy firm engaged by the Government to provide support with setting up the Delivery Unit, whose founder and chairman is Sir Michael Barber.

With the support of Delivery Associates, the Delivery Unit embarked on a process with relevant Public Sector, and some Private Sector, Stakeholders that would eventually set the tone and work culture for delivering on the Government's Priorities. This process involved articulating goals and objectives, assessing each agency's capacity to deliver, and developing concrete action plans. Routines were also established to enable frequent performance monitoring, status updates, and problem solving.

## Setting the Foundation

Each Priority was assigned at least one (1) Accountable Leader at the Ministerial or Senior Government Official level. The Accountable Leaders and their respective Ministries, Departments and Agencies ("MDAs") are responsible for delivering on the Government's Priorities.

MDAs first participated in a process to articulate goals, key performance indicators ("KPIs"), targets and high-level strategies for each Priority. It was important for KPIs to be meaningful, measurable and movable. Short-term annual targets for a three-year period were initially established to facilitate routine performance monitoring activities. In some cases, however, targets were established beyond this period to be consistent with predefined national targets. One such example is the Energy Reform Priority, where there was already a 2030 target established under the 2015 United Nations' Paris Agreement for Climate Change.

Targets and strategies proposed by Accountable Leaders in the foundational stage were also informed by the draft National Development Plan, which had been previously developed in consultation with Government agencies, Ministries, civil society, and private sector stakeholders. As such, the goals, KPIs and targets for all Priorities are aligned with the United Nations' Sustainable Development Goals.

In the majority of cases, Stakeholders and the Delivery Unit were able to assess and identify the baseline position for KPIs from which to gauge performance over time. However, in some instances, this was not possible due to either the lack of data or incomplete data. Efforts to assess a reliable metric and methodology to collect data are still ongoing. This is the case for one of the KPIs in the Over-the-Hill Priority and the Land Reform Priority. These will be reflected in the Annual Report as "TBD", to be determined.

## Assessing our Capacity to Deliver

After KPIs, targets and high-level strategies were defined and endorsed by the Prime Minister, the capacity of each stakeholder to deliver on its priority objectives was assessed i.e. capacity review.

A capacity review is a diagnostic of the system's current capacity to deliver results for its citizens. Using a combination of evidence from stakeholder interviews and self-reviews, assessments were made of the system's ability to deliver on its targets. This involved interviews with stakeholder representatives inside (and outside) of each Priority's system to also understand the extent and nature of the challenges impacting delivery. This process has allowed the Delivery Unit to build on areas where practices are already strong, while also identifying and addressing areas of challenge. Annex A provides a list of the agencies and stakeholders consulted during the capacity review and implementation process.

## Planning for Delivery

Detailed action plans ("Delivery Plans") were then developed for each Priority and endorsed by the Prime Minister. Particular attention was given to ensure that these plans would include specific strategies for addressing potential risks and challenges identified during the capacity review process, but that would also have direct and meaningful impact on the KPIs being measured. It was also necessary to prioritise actions for improving the regulatory, institutional and/or operational

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systems needed to enable the achievement of specific objectives (e.g. the development of data collection/sharing procedures).

In this context, the Delivery Unit and Public Sector stakeholders consulted external stakeholders. For example, the National Ease of Doing Business Committee, chaired by Mrs. Lynn Holowesko, CBE. JP, contributed meaningfully to the development of strategies regarding the Ease of Doing Business Priority. More recently, the Prime Minister has also appointed an Information and Communications Technology (ICT) Roundtable for the Public Sector Modernisation and Digitisation Priority to ensure that there is adequate consultation with key stakeholders who will ultimately be impacted by strategies being formulated under this Priority.

## Establishing Routines for Driving Progress

It was important for the Delivery Unit to establish a set of routines for each Priority that would help with monitoring performance, identifying and solving problems, and agreeing on the actions required to improve delivery.

Routines currently comprise of:

1. Scheduled data collection and analysis;
2. Scheduled Delivery Update Meetings (between Delivery Unit and Stakeholder Delivery Teams);
3. Monthly written updates on each Priority; and
4. Quarterly Stocktake meetings between the Prime Minister and Accountable Leaders (with support from Stakeholders' Delivery Teams and Delivery Unit personnel).

Outside of these routines, technical inter-agency working groups are also created when the need arises to tackle a specific problem within a given Priority, for example in respect of the Land Reform and Ease of Doing Business Priorities. The Delivery Unit, over time, together with Accountable Leaders and their delivery teams, will continue to adapt the frequency and nature of routines to respond to the evolving needs of each Priority.

## Outcomes Undergirded by Data

The most transformational element of the Delivery Unit's work relates to the use of data, which is used to drive decision-making and action by the Government and Stakeholders.

A specific data capacity review was conducted of relevant Stakeholders for each Priority. In the months that followed, strategies were continually implemented to ensure that there was access to reliable and consistent data. In the first instance, historical data was used to set baselines (where possible) and trajectories in respect of most of the Priorities. Now, on a monthly basis, Ministries and agencies track and provide monthly and/or quarterly updates on their respective key indicators. Together, they and the Delivery Unit have analysed this data to identify trends and, where possible, make forecasts that aid evidence-based decision-making. This ultimately allows stakeholders and decision makers to assess performance against agreed targets.

The Delivery Unit is in the final stages of procuring a service provider to develop a comprehensive system that is capable of collecting and analysing data in a timely and secure manner. In the interim, a dashboard has been developed to serve the internal needs of the project.

## Next Step: Fieldwork

The Delivery Unit is also gradually introducing a structured approach for observing performance and collecting information from the front lines of delivery, which we expect will assist with:

- assessing how data measures against public perception;
- identifying practices that are working well; and
- detecting causes, and formulating practical solutions for problems being faced on the ground.



# Education

## Overview

The Government recognizes that quality education is the foundation for sustainable economic and social development. The mission of the Ministry of Education includes providing opportunities for all persons in The Bahamas to receive the education and training that will equip them with the necessary knowledge and skills required for work and life in an interdependent, and ever-changing world.

To this end, the Ministry of Education has embarked upon an ambitious journey to provide Universal pre-school education to both three and four year olds, a digital evolution to catapult students into this digital age with access to and training in technology, and to improve student outcomes, while modernising facilities.



*Accountable Leader*  
The Hon. Jeffrey Lloyd, M.P.  
Minister of Education





## Key Performance Indicators, Baselines and Targets

There are five (5) main objectives under the Education Priority. Table 1 identifies these objectives, and their respective indicators/targets.

**Table 1. Key Performance Indicators, Baselines and Targets for Education**

Key Performance Indicators	Baseline (2017/2018)	2020/2021 Target
<b>Universal Pre-school</b> # of 3 and 4 year olds enrolled in a pre-primary Government sponsored program[1]	1,672	4,612
<b>Improving Student Outcomes in 3rd Grade Literacy[2]</b> % of 3rd Graders achieving grades A-D on GLAT in Language Arts	58%	65%
<b>Digital Evolution</b> % of schools with fibre and Wi-Fi connectivity	0%	100%
<b>School Modernisation</b> # of new schools construction completions, renovated or amalgamated	Ongoing capital works across The Bahamas	7 construction completions 9 renovated 5 amalgamated
<b>Bahamas High School Diploma/ Graduation</b> % of students meeting BJC requirements	46%	TBD

[1] The Census section of the Department of Statistics projected at the 2010 census there would be approximately 5,880 three-year olds and 5,650 four-year olds, a total of 11,530 three and four-year olds in 2018 (Projected Mid-Year Population by Single Years of Age, Both Sexes: Single Years, 2010).

[2] PIRLS (2016) Findings from PIRLS 2016 International Benchmarks show increments in literacy performance ranges from 1% to 4.2% over a five-year period which positions the Ministry's target as very ambitious (Trends in Reading Achievement, exhibit 1.3).

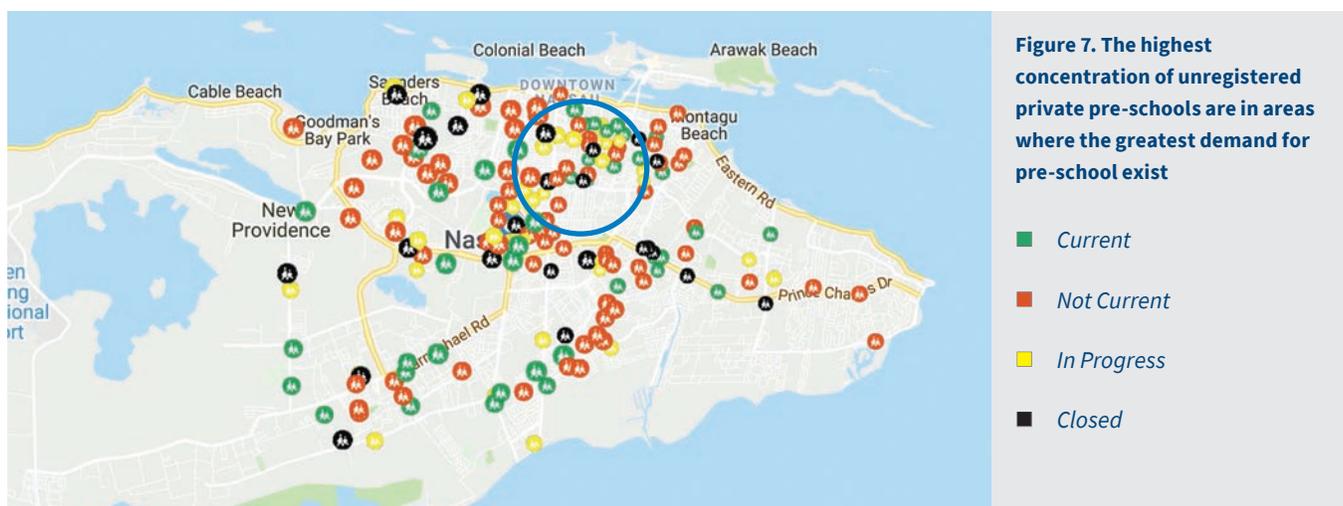


## Strategies

In seeking to improve the quality of education in The Bahamas, the Ministry of Education has prepared the strategies detailed in Table 2 below.

**Table 2. Education Strategies**

<b>Universal Pre-school</b>	Partner with private pre-schools to enrol 3 and 4-year olds using a Government sponsored voucher program, in areas of greatest demand where supply is limited (see Figures 7 and 9)
	Raise public awareness to increase appreciation for early childhood education by parents and community stakeholders through town hall meetings and information sessions
	Fill the number of existing spaces in Government pre-schools by promoting enrolment for 3 year-olds and expand Government facilities
<b>Improving Student Literacy Outcomes</b>	Identify key teaching strategies to be practiced and reinforced daily, train teachers and put in place a system for routine monitoring, coaching, and learning from peer review
	Support administrators with technical resources to capture monitoring and evaluation of instruction of the reading block
<b>Digital Evolution</b>	Upgrade all Government schools from DSL to fibre optic, see contract signing at Figure 10
	Install Wi-Fi and hardwire (CAT 6) in all Government schools
	Distribute tablets to all students and laptops and projectors to teachers in Government pre-schools and lower primary schools (see Figure 8)
	Develop a comprehensive Education Management Information System
<b>School Modernisation</b>	Renovate old, structurally impaired school buildings
	Expand existing schools through the construction of additional classroom blocks
	Build new schools and amalgamate under-populated schools
<b>BHS Diploma/Graduation</b>	Using a new data collection tool to standardise data collection in high schools, collect at the student level current and historical information on the 8 BHSD requirements
	Create and execute strategies to address impediments to students successfully obtaining the diploma as such impediments become visible from data analysis or field work



## Highlighting Performance to Date

Box 1 highlights the main achievements of the Education Priority for the current reporting period.

### Box 1. Progress on Education Priority

#### Ministry of Education and its stakeholders have:

enrolled 800+ additional 3 and 4-year olds enrolled in Government sponsored pre-school program for the 2018/2019 academic school year (including public schools, and placements in private pre-schools through voucher program) (see Figure 9);

entered into contracts to upgrade all 169 schools in The Bahamas with fibre optic cables, Internet and Wi-Fi access;

initiated Digital Evolution Pilot Project at eleven schools on New Providence, Grand Bahama and Eleuthera to provide proof of concept for the fibre upgrades and Wi-Fi connectivity;

distributed 3,728 of the first 12,000 tablets to students throughout the public school system (see Figure 8);

created an electronic tool to standardise data collection across all senior high schools for the BHS Diploma/Graduation initiative, to aid in data driven decision making;

implemented a literacy strategy (called “Nailing the Reading Block”), for which 200+ teachers have already been trained, across 12 islands and 46 public schools; and

completed construction on two schools in 2018 – Rum Cay All Age School and San Salvador Primary School.



**Figure 8. Distribution of Electronic Tablets to Pre-schoolers**

Minister Lloyd distributing an electronic tablet to an excited pre-schooler (Alec Johnathan Lynwood Rahming) at Deep Creek Pre-school, Andros, on 26th November 2018. (Photo credit: Ministry of Education).



**Figure 9. Universal Pre-school contract signing ceremony**

*Pictured here are Hon. Jeffrey Lloyd, MP, Permanent Secretary Lorraine Armbrister, other MOE Executives, Chairman of the Pre-school and Day-care Council, Pre-school directors, and representatives from ten private pre-schools on New Providence. (Photo credit: Ministry of Education)*



**Figure 10. Digital Evolution Contract signing ceremony on 6th January 2019 for Ministry of Education Digital Vendors**

*From left to right – Director of Education Marcellus Taylor, Deputy Director Julian Anderson; Deputy Director Sharon Poitier, Under Secretary Serethea Clarke; Hon. Jeffrey Lloyd, M.P., Minister of Education; Executives of Cable Bahamas, including Charnette Thompson and John Gomez; and Sheldon Morris of Sam’s Business Machine. (Photo credit: Ministry of Education).*

Digital Evolution involves the enhancement of technical infrastructure (i.e. upgrading schools with fibre optic cables, CAT 6 hardwiring and Wi-Fi connectivity). Figure 10 captures representatives from the Ministry of Education signing contracts with Cable Bahamas and Sam’s Business Machine.

### Looking Ahead

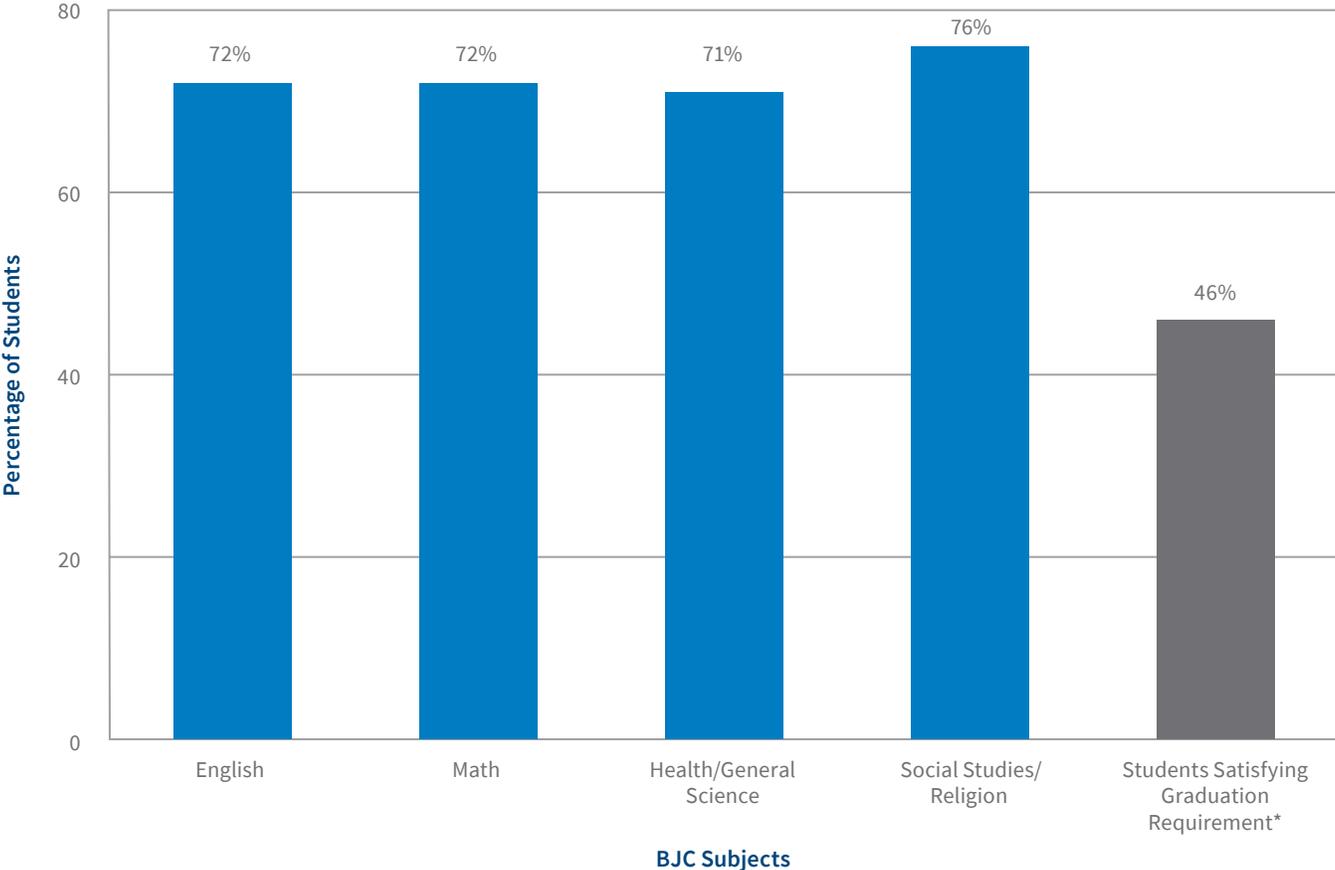
The Ministry of Education will continue to implement its identified strategies to achieve the set targets. The Ministry has also undertaken to develop additional strategies to address preliminary findings coming out of detailed data analyses.

One such finding reveals that the most significant challenge faced by students regarding the high school graduation criteria

relates to the BJC requirement. Figure 11 shows that in respect of the graduating class of 2019, when taken individually, the percentage of students passing the required exams with a D or above is approximately 70% (or more) in each case. However, when combined, the percentage of students meeting the high school graduation criteria drops considerably to 46%. As a result, the next steps will involve assessing the root causes of this, and developing appropriate strategies to address this.

**Figure 11. BJC Criteria for Bahamas High School Diploma, Class of 2019**

BJC Exams: (%) of Students passing subject areas (i.e. with grade between A thru D)



\*Graduation Criteria: Students must obtain a passing grade in all four (4) subject areas to obtain a diploma



## Safety & Security

### Overview

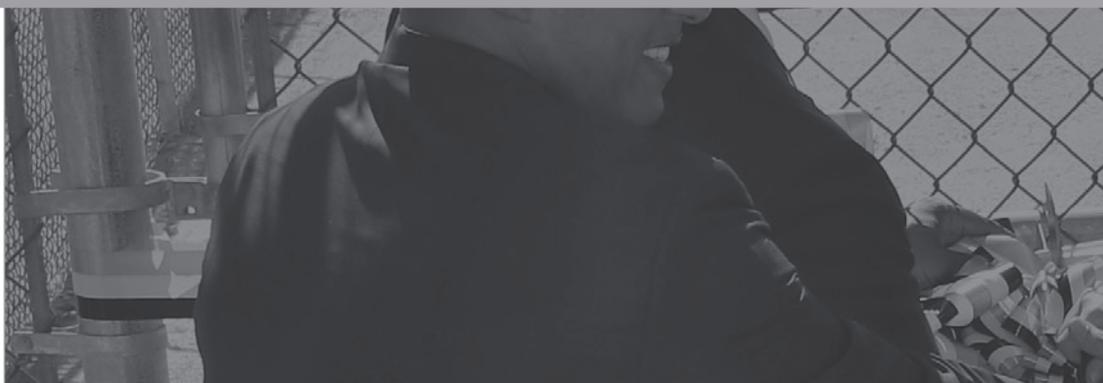
The safety and security of Bahamians, residents and visitors to The Bahamas are of paramount importance to the Government and people of The Bahamas. A detailed approach has been taken to this Priority.

There are four sub-components to the Safety and Security Priority, each of which falls under the purview of the relevant law enforcement agency:

1. Reducing Crime (Royal Bahamas Police Force, RBPF);
2. Strengthening Border Protection (Royal Bahamas Defence Force, RBDF);
3. Reducing Recidivism (The Bahamas Department of Correctional Services, BDOCS);  
and
4. Trafficking in Persons (Trafficking in Persons Unit, Ministry of National Security, TIPS).



*Accountable Leader*  
The Hon. Marvin Dames, M.P.,  
Minister of National Security



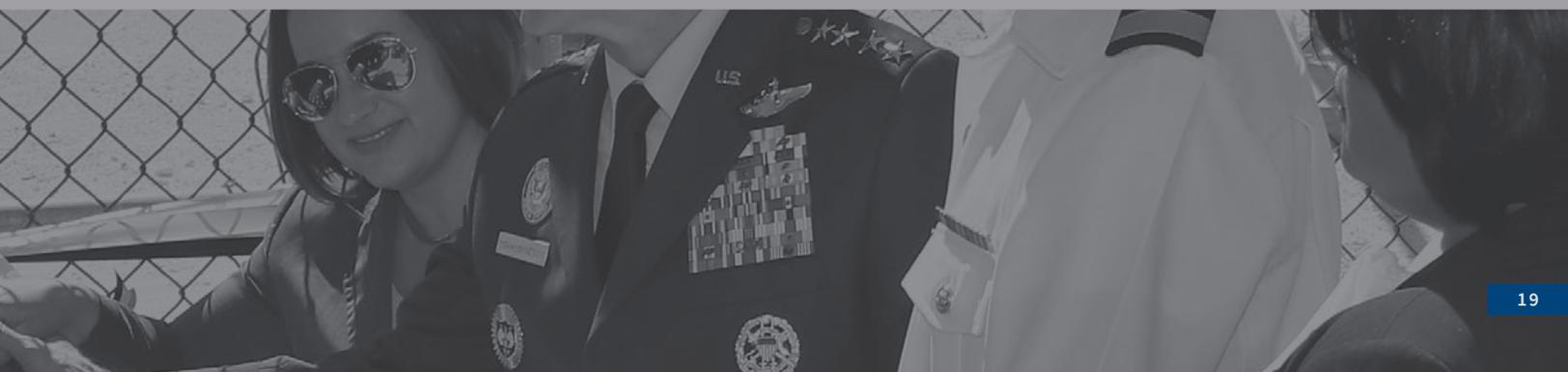


## Key Performance Indicators, Baselines and Targets

Under this Priority, there are ten (10) KPIs that the Ministry of National Security has prioritised. Table 3 summarises these KPIs and targets that were established, alongside the 2017 baseline. It should be noted that the stated crime reduction targets are not intended to suggest that eradication of crime is not the ultimate target. These targets, more than under any other Priority's targets, are used as a gauge of performance over time.

**Table 3. Key Performance Indicators, Baselines and Targets for Safety & Security**

Objectives	Key Performance Indicators	2017 Baseline	2021 Target
Reducing Crime	# of murders	122	85
	# of armed robberies	575	488
	# of sexual offences reported	198	158
Strengthening Border	# of migrant smuggling interdictions	21	28
	# of weapon smuggling arrests	0	16
	# of drug smuggling arrests	1	16
Reducing Recidivism	Recidivism Rate	21	17
	# of inmates in work release programs	25	52
	# of inmates in personal development programs	38	86
Trafficking in Persons	Trafficking in Persons Tier Status US Department of State's Trafficking in Persons Report	Tier 1	Tier 1



## Strategies

The Ministry of National Security and law enforcement agencies have identified the strategies in Table 4 to achieve their targets. Only headlines or information in the public domain are provided here, so as not to compromise effective implementation.

**Table 4. Safety and Security Strategies**

<b>Crime Reduction</b>	Invest in crime fighting technologies such as CCTV's and shot spotter sensors
	Support the establishment of neighbourhood watch groups and increase awareness on sexual offences
	Heighten police visibility and target crime hot spots
	Conduct intelligence and multi-agency led operations
<b>Stronger Border Protection</b>	Increase detection capabilities
	Increase interception capabilities
	Improve operational guidance capacity
	Adopt a multi-layered security approach inclusive of drones and vessels
<b>Reducing Recidivism</b>	Establish a proper parole system
	Provide opportunities to inmates through work release programs
	Continuously increase access to personal development programs by inmates
	Improve the physical conditions at the BDOCS facility (see Figure 12)
<b>Trafficking in Persons</b>	Develop and increase awareness among students
	Continue to train frontline law enforcement officers involved in detecting victims
	Continue to provide adequate care to victims (housing, counselling, etc.)
	Provide opportunities for reporting through the establishment of a TIPs hotline
	Collaborate with the Judiciary to develop training with a view to improving the prosecution rate of TIPs offenders



**Figure 12. BDOCS Maximum Security before and after 2019 refurbishment**

*(Photo credit: Ministry of National Security)*

## Highlighting Performance to Date

Significant strides were made in the reporting period for Safety and Security. Box 2 highlights the main achievements in implementing the strategies outlined in the section above.

**Box 2: Progress On Safety and Security Priority**

**Ministry of National Security and its stakeholders have:**

actioned strategies to reduce crime which, when compared to 2017, have led to a:

- 25% decrease in the murder rate
- 18% decrease in armed robberies
- 23% decrease in unlawful sexual offences (see Figure 13)

commenced installation of ShotSpotter technology (100 shot spotters will be installed in high crime areas);

commissioned RBDF's new radar base on Inagua in April 2019, with the ability to transmit signals 370 miles from the base in Inagua to RBDF Coral Harbour Headquarters (see Figures 15 and 16);

pursued a Drone Programme to patrol The Bahamas' airspace to assist with detection and apprehension of persons involved in illicit activities;

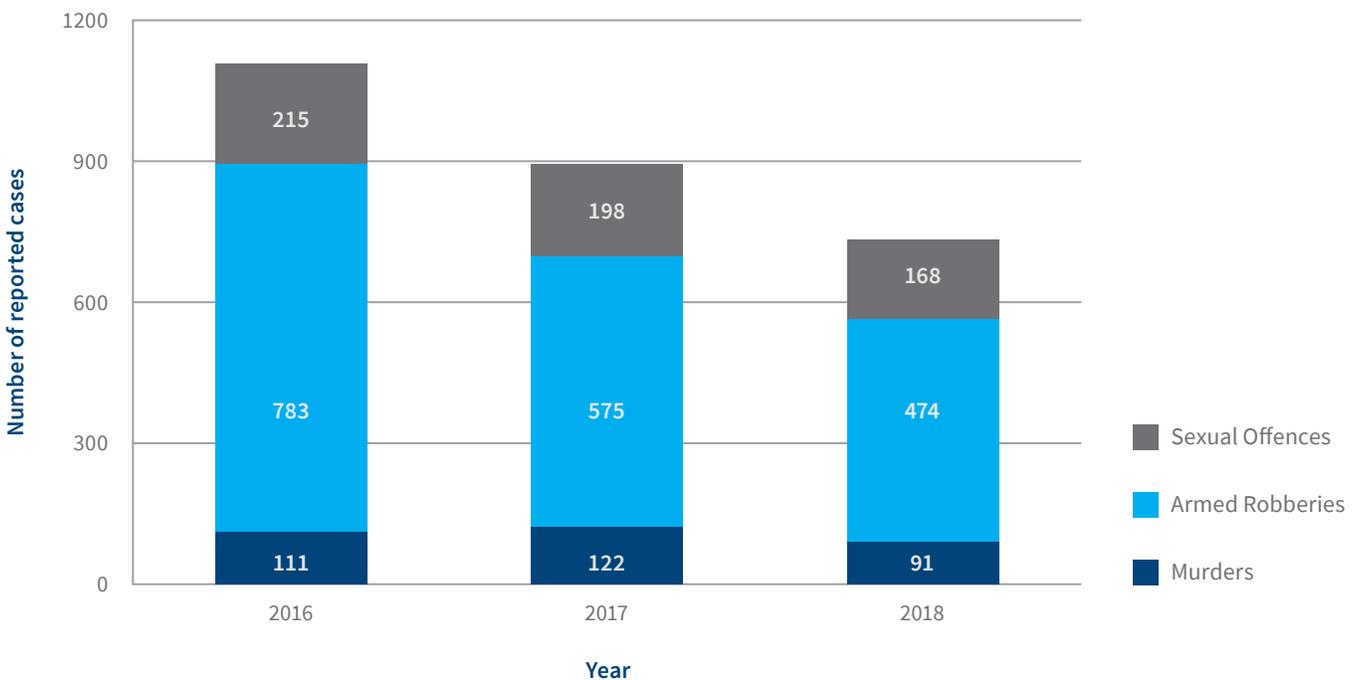
facilitated 100 inmates (both male and female) graduating from BTVI courses in December 2018, majoring in Auto Mechanics, Carpentry, Computers, Electrical, Garment Making, Plumbing and Masonry (training was also made available by BAMSI in farming and agriculture) (see Figure 14);

as at March 2019, enrolled an additional 89 inmates in BTVI courses, 93 in academic classes, 44 in personal development classes and 23 in a challenged drug therapeutic program; and

executed Trafficking in Persons awareness campaign within schools and established a national 24-hour TIPs hotline on the 22nd February, 2019.

Figure 13 reveals an overall 18% reduction in serious crime, when compared to 2017.

**Figure 13. Major crime trends for 2016 to 2018**





**Figure 14. Inmates receiving Skills Training from Bahamas Technical Vocational Institute**

From left to right: Principal Corrections Officer Stephanie Pratt and BTVI's Dean of Construction Trades, Alexander Darville speaking to inmates in BTVI programme. (Photo credit: Ministry of National Security)



**Figure 15. Long Range Radar, Inagua**

(Photo credit: Eric Rose, Bahamas Information Services)



**Figure 16. The Occasion of the RBDF's commissioning of the Long Range Radar (tower featured in rear right) on Inagua in April 2019, to further strengthen border protection and increase interdictions and arrests**

From left to right: Hon. Marvin Dames, Minister of National Security, The Most Honourable Dr. Hubert Minnis, Prime Minister; Stephanie Bowers, Charge D'Affaires, US Embassy; General Terrance O' Shaughness, Commander of US North American Aerospace Defence Command and Northern Command, Tellis A. Bethel, Commodore of the Royal Bahamas Defence Force; Member of Parliament for MICAL, Miriam Emmanuel Inagua (Photo credit: Eric Rose, Bahamas Information Services)

*“In 2018, I prioritised six key areas necessary to garner more meaningful and sustainable results for safety and security. With the keen knowledge that crime is fluid, I remain committed to last year’s priority areas. However, I felt it necessary to expand and prioritise sexual exploitation and abuse. While the police force has always viewed such criminal acts as sensitive matters, prioritising these areas garner a more national platform in which all stakeholders can collectively strive to generate awareness and reduce or eliminate such incidences.”*

*– RBPF Commissioner Anthony Ferguson, as quoted in The Nassau Guardian, 25th April 2019.*

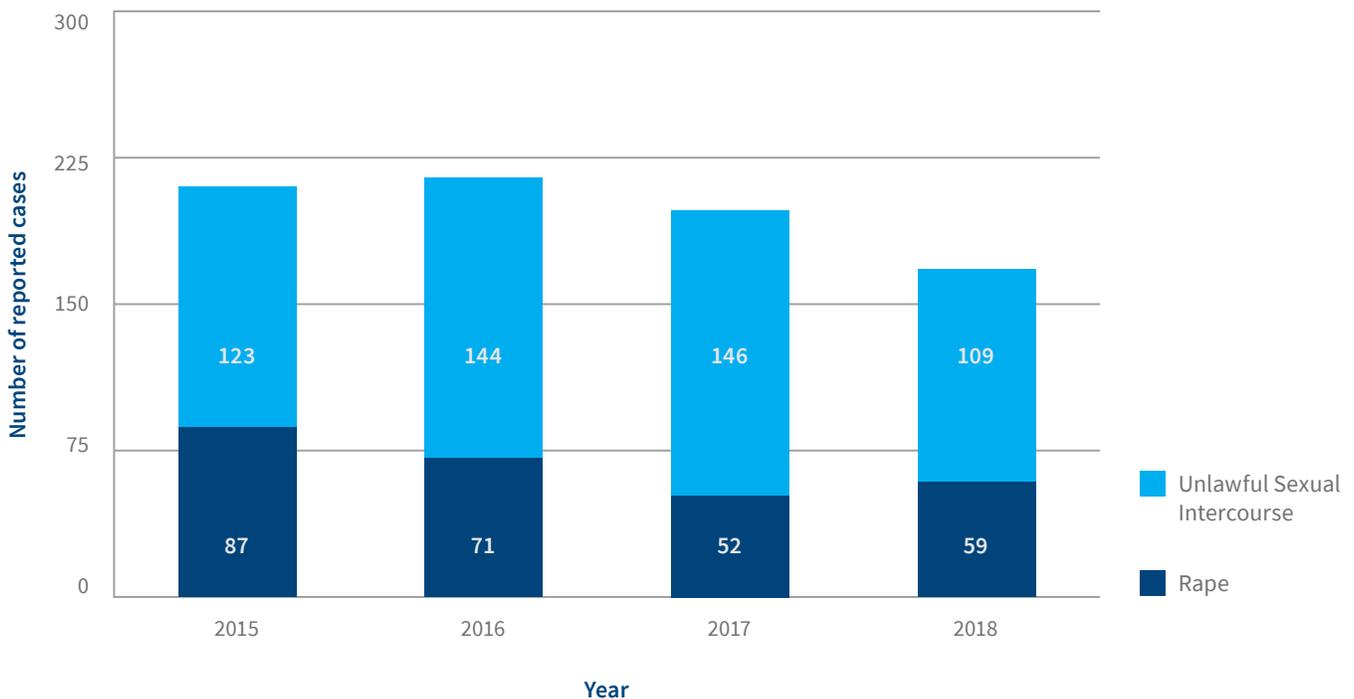
## Looking Ahead

The Ministry of National Security and its law enforcement agencies will continue to implement their identified strategies to achieve set targets. This will require gaining insights from the data gathered and subsequently analysed by both law enforcement agencies and the Delivery Unit.

An example of such an insight can be seen below in Figure 17, where it was noted that while sexual offences in general have declined over time, rape still appears to be a problem area that has marginally increased since 2017. As a result the Ministry, in conjunction with law enforcement agencies, have committed to developing appropriate national strategies to surgically address this problem area.

Moreover, the RBPF 2019 Police Plan calls for an aggressive approach to tackle sexual exploitation and abuse.

**Figure 17. Sexual Offences reported to the Police 2015 to 2018**





## Ease of Doing Business

### Overview

As part of its ongoing efforts to stimulate sustained economic growth in The Bahamas, the Government has embarked upon a journey to improve the ease with which business is conducted in The Bahamas. Presently, The Bahamas ranks 118th out of 190 countries on the World Bank's 'Doing Business' Index, which attempts to objectively measure the conduciveness of a country's regulatory environment to efficiently facilitate the start & operation of a business, relative to other countries around the globe. To this end, The Ministry of Finance has set out on a path to significantly improve this ranking by October 2021. This 'path' will, in the first instance, prioritise 5 of the 10 indicators used to rank countries on the 'Doing Business' Index, on the basis that they present the most immediate opportunity for rapid improvement, namely:

1. Starting A Business;
2. Getting Construction Permits;
3. Protecting Minority Investors;
4. Registering Property; and
5. Getting Credit.

The specific Government agencies responsible for delivery under this Priority are the Ministry of Finance, Department of Inland Revenue, the Registrar General's Department, the Ministry of Public Works, the Securities Commission of The Bahamas, The Central Bank of The Bahamas, and the Office of the Attorney General.



*Accountable Leader*

**The Hon. K. Peter Turnquest, M.P.  
Deputy Prime Minister and  
Minister of Finance**





## Key Performance Indicators, Baselines and Targets

The key performance indicators for this Priority correlate with the sub-indicators of the World Bank’s ‘Doing Business Index’ for the areas being prioritised. Three of these, plus the 2018 baseline are provided in Table 5.

**Table 5. Key Performance Indicators, Baselines and Targets for the Ease of Doing Business (EDB) Priority**

Key Performance Indicators	Baseline 2018	2021 Target
<b>Starting a Business:</b> Time taken to obtain a business licence Time taken to renew a business licence	30+ days 30+ days	24 hrs 24 hrs
<b>Getting Construction Permits:</b> Time taken to obtain construction permits	120+ days	30 days
<b>Registering Property:</b> Days taken to register property	4+ weeks	14 days

The EDB stakeholder group have also targeted improving domestic provisions to protect minority interests and making it easier to access credit in The Bahamas.

Presently, The Bahamas ranks 105th in relation to Starting A Business; 91st regarding Dealing with Construction Permits; 169th as it relates to Registering Property Conveyances; 132nd regarding Protecting Minority Investors; and 144th regarding Getting Credit. The strategies are seeking improvement across all of these areas in the coming years.



## Strategies

The Priority strategies being pursued to improve the ease of doing business are highlighted in Table 6 below.

**Table 6. Ease of Doing Business Strategies**

<b>Starting a Business</b>	Streamline the process of obtaining a business licence through the enhancement of the Department of Inland Revenue’s ‘Revenue Management System’
	Amend the Business Licence Act to allow for the granting of provisional business licences for low-risk businesses, and automatic renewals
	Enhance the existing risk-rating framework
<b>Construction Permits</b>	Procure and implement an Electronic Plan Review and Inspection System, which will allow for the electronic submission, review and approval of construction permit applications
<b>Protecting Minority Investors</b>	<p>Improve the protective measures available to minority investors through the amendment of various acts, inclusive of:</p> <ul style="list-style-type: none"> <li>• Securities Industry (Amendment) Act, 2019</li> <li>• Securities Industry (Corporate Governance) Rules, 2019</li> <li>• Securities Industry (Takeover) Rules, 2019</li> <li>• Companies (Amendment) Act, 2019</li> </ul>
<b>Registering Property</b>	Improve the operational efficiency of the Registrar General’s Department by procuring additional scanners, recruiting additional staff and creating a feedback and complaint mechanism which would allow members of the public to file complaints and rate their experiences
	Implement technological solutions to further streamline and digitise the process of registering property conveyances
<b>Getting Credit</b>	Increase the coverage, scope and accessibility of credit information available through credit reporting service providers.



**Figure 18. Attendees in the ‘Millionaires’ Mile Fireside Chat with the DPM/Minister of Finance with the theme “The Bahamian Economy Re-imagined”, University of the Bahamas, September 2018**

## Highlighting Performance to Date

Progress Box 3 highlights the main achievements of the EDB Priority for the current reporting period.

**Box 3: Progress On Ease Of Doing Business Priority**

**Ease of Doing Business Stakeholders have:**

**executed strategies leading to the following year of year (April 2018 to April 2019) declines (see Figure 19):**

- 37% decline in the time it takes to get Business Licences approved
- 77% decline in the time it takes to get Business Licences renewed
- 44% decline in the time it takes to get a property conveyance registered
- 12 % decline in the time it takes to get construction permits approved;

promulgated and seen enacted by the Government the Business Licence (Amendment) Act 2018 to allow for the granting of provisional business licences for low-risk businesses and automatic renewals;

**promulgated and seen enacted by the Government the following legislation that significantly enhance the protective measures available to minority investors in the country, and should translate to an improved 'Ease of Doing Business' ranking:**

- The Companies (Amendment) Act 2019
- Securities Industry (Amendment) Act 2019
- Securities Industry (Corporate Governance) Rules 2018
- The Securities Industry (Takeover Rules) 2018 (presently being enforced); and

identified an operator for the country's very first credit bureau, allowing financial institutions to make better informed credit granting decisions.

Figure 16 shows a downward trend on the number of days it takes, year over year, to apply for and receive certain documents to conduct business in The Bahamas, including in relation to business licence renewals, business licence registrations, construction permits, and registering property.

**Figure 16. Average Number of Days (as at Time of Approval) to Obtain Documents Trending Downward**



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## Looking Ahead

The Ministry of Finance and EDB Stakeholders will continue to implement their identified strategies to achieve the set targets. For example, enhancements to the Department of Inland Revenue's revenue management system are presently underway. These enhancements will allow for the business licence process to be centralised from the perspective of the citizen. Entrepreneurs should be able to benefit from this added functionality before the end of 2019.

Stakeholders will continue to explore additional avenues to improve access to credit, particularly for entrepreneurs and small businesses. An example of such an avenue is the potential development of a collateral registry in conjunction with the Small Business Development Centre ("SBDC").

The registry will facilitate the use of movable and personal assets as collateral to secure financing. See Figure 21 where the Deputy Prime Minister and Minister of Finance, as well as the Financial Secretary, are featured with the SBDC's partners from Scotiabank, The Bahamas Entrepreneurial Venture Fund, RBC Banking and The Bahamas Development Bank, who are working together to make credit available to small business.

*“Making the promise to improve the ease of doing business in our respective agencies is the easy part of the undertaking. The Prime Minister’s Delivery unit has been especially helpful in delivering on our promises by encouraging and enforcing the setting of measurable targets and milestones, and the use of data, technology, planning, monitoring and problem solving to achieve these targets. Using their methodology has been instrumental with our efforts to date around the ‘Ease of Doing Business’. We have been able to coordinate inter-agency efforts to significantly improve the process for persons starting a new business, as well as the time it takes to get a business licence renewed. And as this has happened, it is Bahamian businesses small and large that are saving time and money with their interaction with Government”.*

*– Marlon Johnson, Financial Secretary*



**Figure 20. Securities Commission of The Bahamas team strategising in respect of PMI legislative suite**

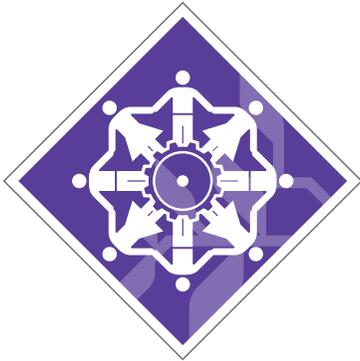
From left to right: Meghan Taylor (Manager, Supervision); Krishner Higgins, Legal Officer, Office of Legal Counsel; Mechelle Martinborough, Legal Counsel; Christina Rolle, Executive Director; Gawaine Ward, Manager, Enforcement Department; Sherrin Munnings, Deputy Manager, Office of The Executive Director; Ladasha Burrows, Senior Officer Office of The Executive Director; Khadijah Cooper, Officer, Office of The Executive Director; and Jasmine Williams, Senior Officer, Office of the Executive Director. (Photo credit: Securities Commission)



**Figure 21. Small Business Development Centre Investment Partners, February 2018**

**Deputy Prime Minister and Minister of Finance, as well as the Financial Secretary featured with SBDC's partners from Scotiabank, The Bahamas Entrepreneurial Venture Fund, RBC Banking and The Bahamas Development Bank, who are working together to make credit available to small businesses**

From left to right: Geoffrey Andrews, Chairman of SBDC; Tyrone Knowles, Senior Manager, Retail Risk Caribbean North (Scotiabank); Donald Jones, Senior Manager of Credit Risk (Scotiabank); Kevin Darling, Vice President of Business Banking, Royal Bank of Canada; Davinia Blair, Executive Director, Small Business Development Centre; Jeffrey Beckles, CEO, Bahamas Chamber of Commerce & Employers Confederation; Dave Smith, Managing Director, Bahamas Development Bank; and Michael Cunningham, Chairman, Bahamas Entrepreneurial Venture Fund. Seated: Marlon Johnson, Financial Secretary; and K. Peter Turnquest, Deputy Prime Minister and Minister of Finance. (Photo credit: Derek Smith, BIS)



## Over-the-Hill

### Overview

Prime Minister, the Most Honourable Dr. Hubert Minnis has championed the transformation and restoration of the Over-the-Hill Community, New Providence. The overall vision for the Over-the-Hill Community includes the following components: smart technology; youth and the elderly; rejuvenation; social empowerment; green and sustainable technology; and economic empowerment.

The Government has identified the geographic area of the Over-the-Hill Community as one of the eight Priorities, with attention on specific targets from components of the overall vision. This Priority is unique under the delivery methodology, in that it covers varied initiatives (as opposed to a single initiative such education or energy reform), that when combined create a cohesive set of objectives for a geographic area. Its structure as a Priority for delivery has captured the attention of other delivery units internationally.

Under this Priority, there are primarily five (5) areas of focus:

1. **Crime Reduction** - The reduction of crime, which is presently concentrated in the Over-the-Hill Community;
2. **Cleanliness** - The promotion of good hygiene and a clean environment through bulk clean up initiatives and more frequent garbage collections;
3. **Connection to Water** - Improving access and connection to clean running water for all residents in the Over-the-Hill Community;
4. **Park Restoration** - The restoration of public parks, with a view to promoting social empowerment and physical activity; and
5. **Economic Empowerment** - The creation of incentives to encourage the ownership and redevelopment of land and homes in the Over-the-Hill Community.



*Accountable Leader*  
Ms. Samita Ferguson  
Executive Manager, Over-the-Hill Unit  
Office of the Prime Minister



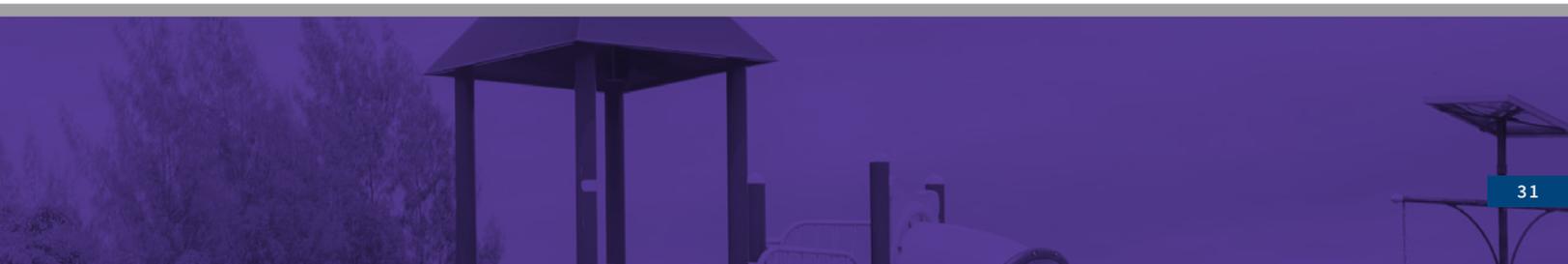


## Key Performance Indicators, Baselines and Targets

Table 7 provides the KPIs, baselines and targets that are being used to measure progress for this Priority.

**Table 7. KPIs, Baselines and Targets for Over-the-Hill Priority**

Objectives	Key Performance Indicators	2017 Baseline	2021 Target
Crime Reduction	# of murders	22	8
	# of armed robberies	64	45
	# of sexual offences reported	19	13
Cleanliness	# of residential collections on a weekly basis	1	3
	# bulk waste collection campaigns per year	0	5
Access to water and sewer	% of homes with active water connection	TBD	TBD
	% of homes with active sewerage connections	TBD	TBD
Park Restoration	# of parks restored & operational under Over-the-Hill Priority	0	13
Economic Empowerment	# of new jobs created under Over-the-Hill Priority	N/A	500
	# of business concessions granted under Economic Empowerment Zone Act	N/A	TBD



## Strategies

**Table 8. Summary of Over-the-Hill Priority Strategies**

<b>Crime Reduction</b>	Increase police presence and patrols in the OTH community along with community leaders
	Install gunshot detection units and CCTV throughout the OTH community
	Produce regular crime data reports for the OTH community (with crime hot-spots identified) to allow better crime management and public awareness
<b>Economic Empowerment</b>	Support job fairs in the OTH Community, including special programmes for job seekers with criminal records
	Establish an Economic Empowerment Zone to encourage the promotion of MSMEs through tax concessions and other support
	Launch programmes to upgrade and formalise petty shops and assist OTH MSMEs through SBDC
<b>Park Restoration</b>	Ministry of Public Works & Public Parks & Beaches Authority to renovate parks in the OTH area and implement a park warden system to ensure regular maintenance
	RBPF to prioritise the roll-out and installation of CCTV at parks and public spaces in the OTH community
	Public Wi-Fi to be installed in public parks in tandem with upgrades of facilities
<b>Cleanliness</b>	Increase the scheduled frequency of garbage collection in the OTH community
	Introduce a system of scheduled bulk collection activities in the OTH community
	Monitor dumping hot spots in the OTH community and issue fines for violators
<b>Access to Clean Water</b>	Increase access to clean water by OTH residents through infrastructural upgrades (i.e. replacement of water mains throughout the Community)



**Figure 22. Southern Recreation Grounds under construction**



**Figure 23. Prime Minister Minnis, Travis Robinson, Member of Parliament for Bain Town, and Senior Government Officials making a site visit to the Over-the-Hill Community during an environmental clean up exercise**

*(Photo credit: Yontalay Bowe)*

## Highlighting Performance to Date

Over-the-Hill Stakeholders have made significant strides on laying foundations needed to meet its targets. Box 4 below.

### Box 4: Progress on Over The Hill Priority

#### Over-the-Hill Stakeholders have:

promulgated and seen enacted by the Government the Economic Empowerment Zone Act 2018 to promote the redevelopment of communities through the granting of certain exemptions and fiscal incentives for the renovation and restoration of property and the encouragement of businesses in a zone;

provided grants made available for small businesses and Small Business Development Centre OTH specific satellite office opening May 2019;

trained and subsequently hired 41 Environmental Monitors from the OTH Community; (see Figure 24)

increased frequency of residential garbage collections and regularised pickups to twice per week;

executed bulk waste clean-up campaigns executed; (see Figure 23)

operationalised the Environmental Court and commenced environmental fines;

achieved a reduction in serious crimes, 42% decrease in murders and armed robberies in OTH Community;

completed renovations to both McPherson Park and Father Marshall Cooper Park are completed; and

Substantially completed the renovation of the Southern Recreation Grounds (see Figure 22).

## Looking Ahead

The Over-the-Hill Unit and its Stakeholders will continue to implement their identified strategies to achieve the set targets. Data analysis suggests that enhanced strategies are required to effect progress in the areas of economic empowerment and crime reduction in the Over-The-Hill Community. As a result, the Government is seeking to further address these areas through the development of enhanced strategies.

Regarding economic empowerment, Stakeholders will establish a satellite office of the Small Business Development Centre in the Over-the-Hill Community in May, which would seek to provide grant funding and training to entrepreneurs specifically in this community. The OTH Unit will continue to support the development of a comprehensive marketing campaign to further promote business concessions under the Economic Empowerment Zone, Act 2018.

Additionally, Bahamas Police Force has prioritised the development of strategies geared specifically toward this zone.



**Figure 24. Prime Minister, Bain Town Member of Parliament and Senior Government Officials with OTH Environmental Monitors**

*(Photo credit: Yontalay Bowe)*



# Land Reform

## Overview

Land ownership has a significant impact on economic and social empowerment. As a corollary to this, for land ownership to be fully meaningful, it is also important to have the means and appropriate regulatory environment to develop one's land.

Under the Land Reform Priority, the Government is committed to addressing concerns of the Bahamian people related to land matters, particularly to ensure that Bahamians have the opportunity to own and develop ready-to-build serviced lots and Crown Land for productive purposes. The objectives of the Priority are listed below:

1. Provide ready-to-build housing lots to Bahamians;
2. Clear the backlog Crown Land applications at the Department of Lands and Survey (which includes not only first time applicants, but lessees and approved persons with pending decisions and transactions); and
3. Ease the process and reduce the time it takes to apply for Crown Land.

The Ministry of The Environment and Housing (on the ready-to-build serviced lots initiative), the Department of Lands and Surveys, Office of the Prime Minister (on the other Land Reform targets) and a working group comprised of a cross-section of governmental agencies, including the Office of the Attorney General and Registrar General's Department, represent the stakeholders responsible for delivering the work scope for Land Reform.



*Accountable Leaders (l-r)*

**The Hon. Romauld Ferreira, M.P.**  
Minister of Environment and Housing

**The Hon. Pakesia Parker-Edgecombe, M.P.**  
Parliamentary Secretary for Lands  
Office of the Prime Minister





## Key Performance Indicators, Baselines and Targets

The KPIs for this Priority are listed in Table 9, alongside the targets established for this Priority. Baseline data positions for these targets are still being assessed.

**Table 9. Key Performance Indicators, Baselines and Targets for the Land Reform Priority**

Key Performance Indicators	Baseline <sup>[3]</sup> (2017)	2021 Target
# of serviced, ready to build housing lots transferred to Bahamians	N/A	3,000
# of land-related applications pending in backlog	TBD	0
Time to process land lease and Crown Grant applications	TBD	30 days

*[3] Accurate baselines still being assessed from available data.*

Stakeholders also propose to see established a national digital land registry. A digital land registry will underpin the Government's objective under land reform. The infrastructure provides, at its core function, reliability and speed to its users, thereby improving the ease of registering property.



## Strategies

The Land Reform Priority's strategies are summarised in Table 10 below.

**Table 10. Land Reform Strategies**

<b>Ready to Build Housing Lots</b>	Identify land available for the initiative through the Ministry of the Environment and Housing and the Department of Lands & Survey
	Expedite installation of infrastructure
	Make ready-to-build serviced lots available for sale to Bahamians through the development of Government subdivisions
	Foster collaboration between Government agencies for success of the initiative, including the Ministry of Environment & Housing; Bahamas Mortgage Corporation, the Ministry of Finance, the Ministry of Public Works
	Transfer service lots to Bahamians to build affordable houses
<b>Crown Land Application Backlog</b>	Accurately assess backlog
	Restructure file management system
	Implement a digitised filing and cataloguing system
	Systematically address outstanding applications using increased administrative and technical human resources.
<b>Land Leases and Crown Grant Applications</b>	Restructure the Department of Lands and Surveys for better administrative support
	Supply the Department of Lands and Surveys with technical and human resources
	Conduct a comprehensive Land Audit of all Government's owned land and buildings
<b>Establishment of a Land Registry</b>	Prepare inter-agency action plan to establish framework for a national land registry
	Continue to promulgate, and adjust as appropriate, existing draft legislative framework to accommodate a land registry
	Execute the approved action plan

## Highlighting Performance to Date

Progress Box 5 highlights the main achievements of the Priority for the current reporting period.

### Box 5: Progress on Land Reform Priority

#### Land Reform Stakeholders have:

promulgated and seen enacted by the Government the Access to Affordable Homes Act 2018, to promote greater access to affordable homes through the grant of certain exemptions for the building of dwelling homes on serviced lots within a Government-owned subdivision;

sold the first ten (10) ready-to-build serviced lots in the Sunset Close Subdivision;

made available the first sixty (60) ready-to-build serviced lots in Central Pines Subdivision, Abaco;

will imminently commence installing the requisite utility infrastructure on 365 lots in Carmichael Village for ready-to-build service lots;

have commenced data management at the Department of Lands and Surveys;

are concluding the procurement of a Service Provider to execute a Land Audit of Government-owned lands; and

are concluding the procurement of mapping & surveying equipment and technical & administrative personnel.



**Figure 25. Land Reform Priority Strategy Meeting, Office of the Prime Minister**

*From left to right: Thomas Ferguson, Acting Surveyor General; Lavado Duncanson, Deputy Permanent Secretary, OPM; Richard Hardy, Acting Director of Lands and Surveys; Myra Farquharson, Administrative Cadet, OPM; Karen Moss-Timothy, Program Manager, EDPU, OPM; Nicole Campbell, Permanent Secretary, OPM; the Most Honourable Dr. Hubert Minnis, Prime Minister; and Viana Gardiner, COO, PMDU (Photo credit: Yontalay Bowe)*

## Looking Ahead

The Land Reform Stakeholders will continue to implement their identified strategies to achieve the set targets. In particular, attention will be given to refine a strategy to address the backlog of Crown Land applications in a systematic manner. The Prime Minister, as the Minister responsible for Crown Lands, and Land Reform Stakeholders will visit and address backlog applications beginning in Inagua, and subsequently each island moving North.



## Energy Reform

### Overview

Improving the reliability and efficiency of the local energy infrastructure is key for the sustainable future development of the Bahamian economy. Leveraging The Bahamas' natural resources and seeking clean energy solutions create opportunities for reducing energy costs for consumers while preserving the environment.

The current action plan for this Priority is the result of a collaborative effort between the Ministry of Public Works, the Ministry of Environment and Housing, and the Bahamas Power and Light Company ("BPL"). Given the impact of their respective regulatory and standardisation roles in respect of the energy sector, the Utilities Regulation and Competition Authority ("URCA") and the Bahamas Bureau of Standards and Quality ("BBSQ") were also engaged during the planning process.

The Grand Bahama Power Company ("GBPC"), as the second largest energy producer in The Bahamas, has also shared information regarding its renewable energy plans for Grand Bahama; consideration was given to this information when measuring the baseline and setting targets.



#### *Accountable Leaders (l-r)*

**The Hon. Desmond Bannister, M.P.**  
Minister of Public Works

**The Hon. Romauld Ferreira, M.P.**  
Minister of Environment and Housing





## Key Performance Indicator, Baseline and Targets

The principal objective of the Energy Reform Priority is to set The Bahamas on an actionable path to achieve a 30% renewable energy target by 2030. This is in keeping with the country's international commitment under the 2015 *United Nations' Paris Agreement for Climate Change*.

This Priority's KPI is based on the percentage of electricity generated from renewable energy sources relative to the total amount of electricity produced/consumed.

**Table 11. Key Performance Indicator, Baseline and Targets for the Energy Reform Priority**

Key Performance Indicator	Baseline (2018)	2021 Target	2030 Target
RE share of energy produced/consumed (%)	0.22	4.56	30

The baseline and annual targets for this Priority's key performance indicator are summarised in Figure 27 on page 42. The trajectory for this Priority is likely to change over time as the Government identifies and implements additional strategies to increase the rate of renewable energy penetration in The Bahamas.



## Strategies

During the capacity review and delivery planning process, a number of challenges were identified as contributing to the low penetration of renewables in The Bahamas. To address these, there are five (5) main strategies as summarised in Table 12 below.

**Table 12. Energy Reform Strategies**

<b>Public Buildings and Schools</b>	Retrofit and install solar PV at 3 public buildings in 2019
	925 kW solar car park canopy at the National Stadium Complex
	250 kW solar PV system at the Anatol Rodgers High School
	136 kW solar system at the TG Glover Primary School
	Retrofit and install solar systems at eight (8) public buildings by 2020, including at the Office of Prime Minister
<b>Public Awareness and Education</b>	Public awareness campaigns on energy efficiency practices and renewable energy adoption
	Registration drives to encourage registration of solar systems (on-grid and off-grid) on the Small Scale Renewable Generation (SSRG) program
<b>Regulatory Environment</b>	Improve existing SSRG process documentation
	Complete grid stability studies and renewable energy framework for larger RE systems
	Conduct an independent study on the economic value of solar PV generation at a distributed generation level
	Adopt the Regional Energy Efficiency Building Code (REEBC)
<b>Licence Medium and Large Systems</b>	Licence and register larger RE systems in accordance with updated regulatory framework
	At least 5 MW by 2020
	At least an additional 2 MW by 2021
<b>Family Island Utility Projects</b>	BPL to operationalise a solar utility facility in Ragged Island by 2019 (approx. 390 kW)
	BPL to install at least 6 other solar utility facilities in the Family Islands by 2021 (at least 10 MW)
	Grand Bahama Power Company to install a 3.3 MW solar facility by end of 2019
	Installation of at least 2 additional solar utility generation plants in Grand Bahama by 2021 (at least 8 MW)

There are no limits in place for entities that wish to install completely off-grid renewable energy generation systems under the Small Scale Renewable Generation (“SSRG”) Program. This framework only allows for connecting systems with installed capacities of no more than 100kW to Bahamas Power and Light’s (“BPL”) grid.

Adapting the regulatory framework to accommodate larger systems requires careful consideration. To assist with solving some of these issues, and to provide additional technical support to Government in energy planning, the IDB will be providing technical assistance through a Technical Cooperation Grant to the agencies responsible for delivery under this Priority. The kick-off mission was successfully completed in May 2019.

The Rocky Mountain Institute has also been providing technical support to both the Ministry of Environment and Housing and BPL for some of the public buildings and Family Island strategies.

## Highlighting Performance to Date

The key steps taken by respective stakeholders towards the identified target are detailed below in Box 6.

### Box 6. Progress on Energy Reform Priority

#### Energy Reform Stakeholders have:

completed and connected first utility scale solar plant to BPL's grid, a 925 kW Solar Car Park Canopy System (see Figures 28 and 29);

have conducted solar PV feasibility assessments for at least eleven (11) Government buildings/ schools;

registered via the SSRG Program over 2 MW installed capacity from small residential and commercial renewable energy systems;

carried out ground breaking ceremony for a 3.5 MW Solar Sunrise Park in Grand Bahama in February 2019 (see Figure 26);

executed contract for the retrofitting and installation of solar PV at Anatol Rodgers High School;

progressed project development work (including geotechnical and environmental impact studies) to an advanced stage for the installation of a 390 kW utility solar plant on Ragged Island (including, issued RFP to successful candidates after call for qualifications stage of procurement);

shortlisted service providers to retrofit and install solar PV systems at TG Glover Primary School and Office of the Prime Minister Car Park Canopy; and

identified 7 other Government buildings for retrofitting and solar installations by 2020, including House of Assembly, Ministry of Education and Customs Buildings (energy audits already being undertaken to inform scope of works for the Requirement For Proposal process).



**Figure 26. Ground Breaking in Solar Sunrise Grand Bahama with Government officials along with Grand Bahama Power Company and other Stakeholders.**

*Left to Right: Miguel Gisbert - Grupotec Renewables Limited; Delano Arthur - Director of Grid Solutions; Learline Burrows - Financial Controller; Nikita Mullings - Director of Customer Operations; Philcher Grant - Director of Customer Solutions; Hon. K. Peter Turnquest, M.P., Deputy Prime Minister & Minister of Finance; the Most Hon. Dr. Hubert Minnis, Prime Minister; Kwasi Thompson, M.P., Minister of State, Grand Bahama; Toni Seymour - Director of Energy, Tony Lopez - Chief Financial Officer; Domonique Pinder - Director of Business Solutions; Alyvonnetta Levarity - Manager of Human Resources, Zevargo Cox - Director of Information Technology. (Photo credits: Grand Bahama Power Company).*

## Looking Ahead

The Energy Reform Stakeholders will continue to implement their identified strategies to achieve the set targets. Having regard for the high impact that medium, large and utility-scale renewable energy projects will have on the rate of RE penetration, emphasis is currently being placed on the following:

- Finalising a more aggressive strategy for introducing utility scale solar generation in the Family Islands;
- Expediting the regulatory framework and grid stability studies needed to approve medium and larger renewable systems (grid-tied/off grid); and
- Improving and streamlining existing processes.

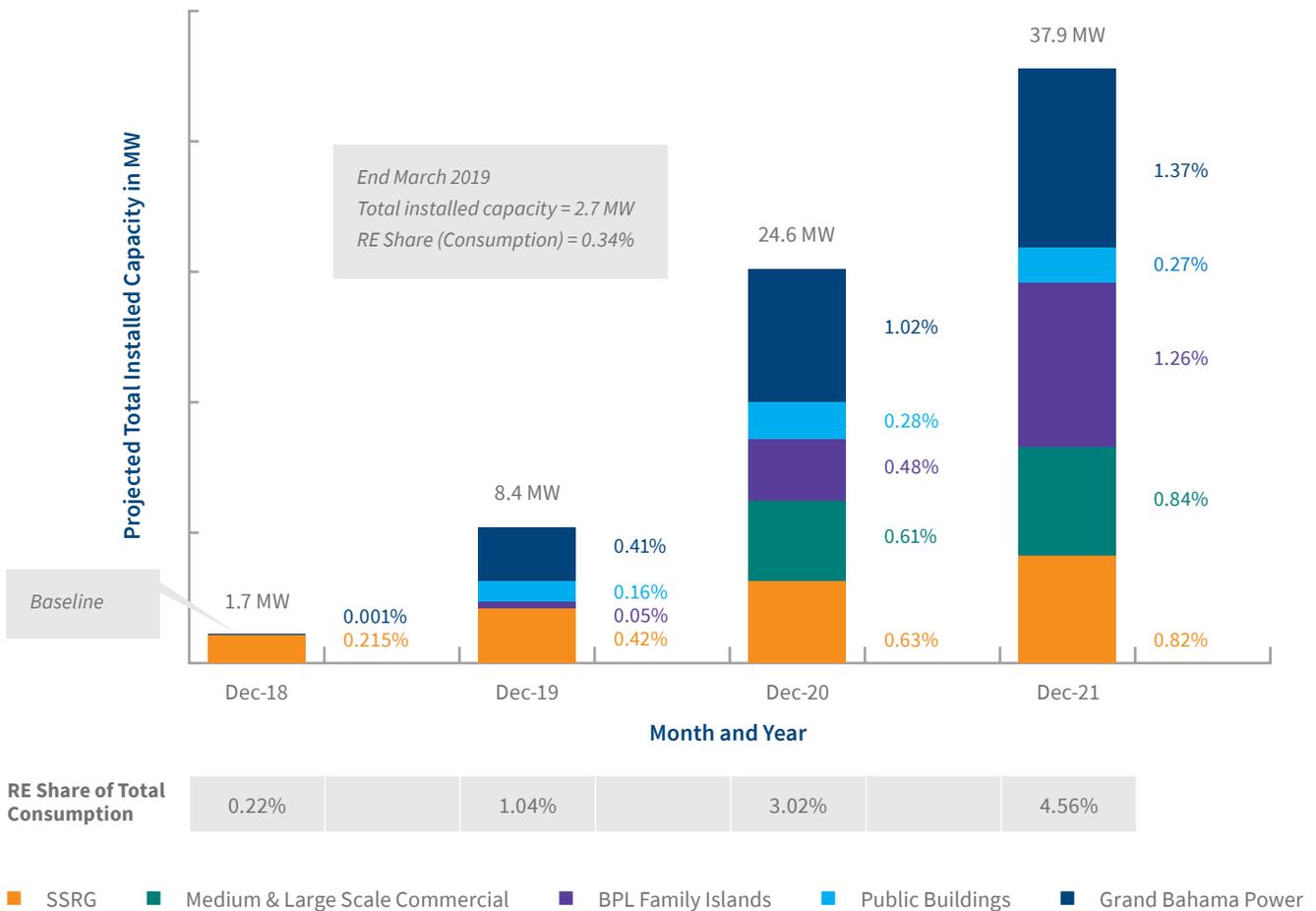
Moving forward, focus will also be given to assessing and identifying any additional investments or strategies that would be needed to facilitate an increase in the rate of renewable energy penetration in The Bahamas. Strategies currently being considered include:

- Working with direct investors of major project developments to have a minimum of energy generated from RE sources; and
- Facilitating the creation of financing opportunities for residential and small commercial customers who wish to participate in existing renewable energy programs.

Finally, additional targets are being assessed in respect of achieving energy efficiency objectives.

**Figure 27. Renewable Energy Penetration Forecasts**

Baseline and Trajectory based on most recent strategies and data



Source: Strategies and Action Plans proposed by all stakeholders (March 2019) Analysis: PMDU



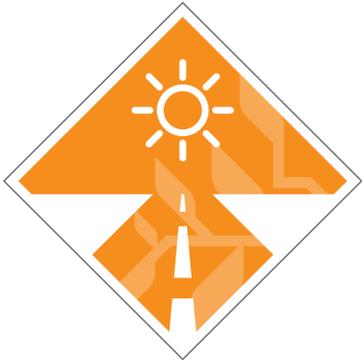
**Figure 28. Ribbon cutting ceremony for the Solar PV Car Park Canopy at the National Stadium (March 2019)**

Left to Right: H.E. Tony Joudi, The Bahamas Non-Resident Ambassador to the United Arab Emirates; Hon. Darren Henfield, M.P., Minister of Foreign Affairs; H.E. Bader Abdallah Al Matrooshi, United Arab Emirates; Dr. Rhianna M. Neely-Murphy, Senior Environmental Officer; Permanent Secretary Janice Miller; Hon. Romauld Ferreira, M.P., Minister of the Environment and Housing, and The Most Honourable Dr. Hubert Minnis, Prime Minister. (Photo credit: Eric Rose, Bahamas Information Services).



**Figure 29. Solar Car Park at National Stadium**

Left to Right: Hon. Romauld Ferreira, M.P., Minister of the Environment and Housing; H.E. Bader Abdallah Al Matrooshi, United Arab Emirates; The Most Honourable Dr. Hubert Minnis, Prime Minister; and Dr. Rhianna M. Neely-Murphy, Senior Environmental Officer. (Photo credit: Eric Rose, Bahamas Information Services).



# Infrastructure

## Overview

An appropriately maintained and managed land transportation network is crucial for economic viability, social activity and public safety. Through the establishment of a modern Road Management and Maintenance System (“RMMS”), the Ministry of Public Works is seeking to minimise the extent to which individuals in The Bahamas are adversely affected by inadequate road infrastructure and faulty traffic lights. RMMS ensures that routine and periodic maintenance of the road network and road assets is carried out in a more cost effective and timely fashion.

Additionally, to address the issue of congestion and road safety, the Ministry is also seeking to establish an urban Traffic Management Centre (“TMC”) that will provide the tools needed for road maintenance personnel to identify and to prioritise bottlenecks and to rationalise maintenance and management of the road infrastructure in real time.

While the RMMS and TMC are being developed, the Ministry has been focusing on improving its response times for repairing potholes and faulty traffic signals. All of these objectives complement the Ministry’s on-going extensive roadworks programs.



*Accountable Leader*

The Hon. Desmond Bannister, M.P.  
Minister of Public Works





## Key Performance Indicators, Baselines and Targets

Table 13 summarises the key performance indicators and targets set for this Priority.

**Table 13. Key Performance Indicators, Baselines and Targets for the Infrastructure Priority**

Key Performance Indicators	2018 Baseline	Jul 2021 Target
% reported potholes repaired within 48 hours (Arterial Roads)	51	90
% reported potholes repaired within 72 hours (Collector Roads)	82	90
% reported potholes repaired within 5 days (Local Roads)	70	80
% of signalised traffic intersections[4] working 100% of the time/month	96	99



## Strategies

The delivery plan for this Priority contains six (6) main strategies as summarised in Table 14 below.

**Table 14. Infrastructure Strategies**

<b>Pothole Backlog</b>	Conduct blitz to assess the true extent of the backlog for potholes reported prior to November 2018
<b>Compliance by Road Maintenance Contractors</b>	Update minimum standards, performance criteria, equipment requirements and termination conditions in contracts
	Update criteria and processes for prequalification of contractors
	Establish training program for inspectors on operational health and safety standard operating procedures and compliance monitoring
<b>Internal Resources, Systems and Processes</b>	Identify and fill human resource gaps
	Develop new and update existing standard operating procedures and implement technology upgrades
	Refine processes and upgrade facilities (as needed) for timely asphalt distribution to road maintenance crews
	Engage other stakeholders as appropriate (e.g. Police Traffic Department, utility companies) for data sharing and incident reporting
<b>Road Maintenance and Management</b>	Establish Road Maintenance Management and GIS Units (including tools, equipment and vehicles)
	Develop and implement road management and maintenance systems, and engage the relevant agencies to develop a proper GIS system for the road network
	Install signs and markings at all intersections
<b>Traffic Signal Upgrades</b>	Install Uninterrupted Power Supplies (UPS) in 29 selected signalised intersections
	Complete technology upgrades at remaining 40 signalised intersections
	Establish Traffic Management Centre
<b>Communications and Awareness</b>	Develop and implement a communication plan to advise public of road maintenance schedules and about channels for reporting road issues

## Highlighting Performance to Date

The key steps taken by the Ministry of Public Works are noted in Box 7 below.

### Box 7: Progress on Infrastructure Priority

#### Ministry of Public Works and their stakeholders have:

cleared 100% of the 2018 pothole backlog of 329 potholes (see Figure 30 with road repair crew);

revised and enhanced road maintenance contracts to ensure compliance and improve performance quality;

improved the frequency of asphalt supply in the first quarter of 2019, resulting in no related complaints by road maintenance crews;

hired new staff to address human resource constraints;

procured new vehicles/equipment;

upgraded technology at 2 of the 40 remaining signalised intersections, and ordered the UPS equipment for 29 critical intersections; and

started an IDB Technical Cooperation consultancy to conduct a needs and scope assessment for the Traffic Management Centre.



**Figure 30. Ministry of Public Works Road Repair Crew**

Team from Ministry of Public Works repairing pothole. (Photo credit: Ministry of Public Works).

## Looking Ahead

The Ministry of Public Works will continue to implement their identified strategies to achieve the set targets. In addition, the Ministry has identified potential impact indicators that may be used to determine the effect of achieving the KPI targets on issues that matter to road users and taxpayers, including:

- % of accidents occurring at faulty traffic intersections; and
- % reduction in Government annual expenditure on settling vehicular maintenance claims.

The Ministry is actively working towards streamlining internal processes and collaborating with other agencies (e.g. the Police Traffic Department) to be in a position to estimate a baseline and establish targets for the impact indicators.



# Modernisation

## Overview

The Public Sector Modernisation and Digitisation Priority was initiated in the third quarter of the Delivery Unit reporting period. The Modernisation Unit was established in the Office of the Prime Minister, and is developing a “Modernisation Strategy” that encompasses the following four (4) pillars:

- Digitisation – To improve significantly the efficiency and effectiveness of Government service delivery with technology;
- Citizen Engagement - To improve significantly the level of customer satisfaction with the delivery of Government services;
- Innovation – To reward innovations that significantly improve the delivery of Government services; and
- Employee Empowerment – To improve the delivery of Government services by improving the performance of public sector employees.

The Digitisation pillar of this initiative has been prioritised in the timeline for execution. This was done because of the impact that such an initiative would have on the efficiency of public sector service delivery. To assist with this effort, the Government has partnered with the Inter-American Development Bank to provide financing in the amount of \$30 million over six (6) years, through a loan facility executed on 8th April 2019 (see Figure 31).

Foundational work (i.e. capacity assessments, determining KPIs and setting targets and strategies) in respect of the other three (3) pillars of the Modernisation Priority will soon be carried out.



### *Accountable Leaders (l-r)*

**Sen. The Hon. Kwasi Thompson, M.P.,  
Minister of State, Grand Bahama  
Office of the Prime Minister**

**Ms. Elise Delancy, Permanent Secretary,  
Modernisation Unit  
Office of the Prime Minister**





## Key Performance Indicator, Baseline and Target for Digitisation

The key performance indicators that will be used for monitoring progress with the Digitisation component is provided in Table 15, alongside the baseline and the target established for this Priority.

**Table 15. Key Performance Indicator, baseline and target in respect of Digitisation**

Key Performance Indicator	2018 Baseline	Jul 2021 Target
% of Government services online (end-to-end)	3.5%	17.5%

The Modernisation Unit is currently undertaking a cataloguing of all of Government services offered online. As this cataloguing progresses, the baseline and target presented in Table 15 are likely to be adjusted upward, because the stated percentages only represent services on the Government’s central portal, and do not yet reflect services provided on independent portals.

Additionally, the Modernisation Unit is assessing use of a KPI related to the percentage of transactions with Government that can be executed online.



## Strategies in relation to Digitisation Pillar of Modernisation

**Table 16. Digitisation Strategies**

<b>Digitisation of Priority Services</b>	Complete digitisation of services at Department of Immigration (e-Permits), Ministry of Foreign Affairs (e-Visas, e-Passports), Road Traffic Department (drivers' licence renewal), and Ministry of Public Works (e-PRIS)
	Identify and digitise other high volume services (e.g. at Registrar's General Department)
<b>National Digital ID</b>	Create legislation to support implementation of digital ID
	Develop and implement public awareness strategy and design pilot digital ID
	Design and implement phased roll-out of full digital ID system
<b>Interoperability</b>	Set up interoperability platform and add agencies based on priorities established
	Design and implement Government cloud computing service
	Design and implement new Government portal
<b>Policy and Regulatory Framework</b>	Develop and implement a national ICT strategic plan and digital agenda
	Review and amend legislation (data protection, electronic transactions, computer misuse)
	Review and amend existing legislation for all Government services to be impacted
	Create legislation (e.g. cyber-security, electronic IDs, interoperability platform)
<b>Change Management</b>	Complete assessment to identify challenges and risks
	Develop and implement an effective public awareness and education plan
	Develop and implement capacity building strategy for DIT and the rest of the public service
<b>Data Collection and Monitoring</b>	Complete survey to improve baseline data and inform priorities for implementation
	Design and implement an initial customer satisfaction survey
	Design and implement online customer satisfaction surveys to provide immediate feedback for Government services
<b>Digitisation Pilot</b>	Six (6) months pilot of three (3) Government agencies
	Lay the foundation for e-Government in The Bahamas
	Digitise: passport renewals; verification of birth/marriage; and driver's licence renewal



**Figure 31. Execution of IDB loan facility for technology competitiveness**

From left to right in the foreground: President of the Inter-American Development Bank, Luis Alberto Moreno, and Hon. K. Peter Turnquest, Deputy Prime Minister and Minister of Finance. From left to right in the background: Hon. Kwasi Thompson, Minister of State for Grand Bahama in the OPM, with responsibility for Digitization, and the Most Hon. Dr. Hubert Minnis, Prime Minister

## Highlighting Performance to Date

Progress Box 8 highlights the main achievements of the Priority for the current reporting period.

### Box 8: Progress on Modernisation and Digitisation Priority

#### Modernisation Unit and its Stakeholders have:

partnered with the Inter-American Development Bank to provide financing in the amount of \$30 million over 6 years to strengthen competitiveness using technology (see Figure 31);

selected and began the preparatory work for three (3) Government agencies to be part of a priority digitisation pilot exercise, to take place over six months, including:

- Registrar General's Department
- Road Traffic Department (renewal of driver's licence)
- Passport (renewal of passports);

commenced the pre-pilot exercise at the Passport Office for the renewal of passports; and

established a roundtable for ICT (see Figure 32).



**Figure 32. Prime Minister's Roundtable for Information and Communications Technology**

*From Left to Right Standing: Steven Bereaux, CEO, URCA; Gowon Bowe, Chair of BICA, Chair of Clearing Banks Association; Paul Maynard, President, BEWU; Jeffrey Beckles, CEO, BCCEC; Michael Wright, Data Protection Commissioner; Brenda Colebrooke, Director Local Government; Shane Miller, Acting Registrar General; Dr. Donovan Moxey, Chairman, BPL; Elise Delancy, Permanent Secretary, Modernisation Unit, OPM; Elgin Smith, UB; Viana Gardiner, COO, PMDU; John Rolle, Governor, The Central Bank of the Bahamas; Seated, Left to right: Marlon Johnson, Financial Secretary, Ministry of Finance; Minister of State for Grand Bahama, OPM, Hon Kwasi Thompson; The Most Honourable Dr. Hubert Minnis, Prime Minister; and Camille Johnson, Secretary to the Cabinet. (Photo credit: BIS)*

## Looking Ahead

Modernisation Stakeholders will continue to implement their identified strategies to achieve the set target. During the next reporting period, the Delivery Unit would have completed with the Modernisation Unit the groundwork for the three (3) other components of the Modernisation Priority, specifically in respect of citizen engagement; innovation; and employee empowerment. The Modernisation Unit will place considerable efforts on completing its pilot project, as well as facilitating, where applicable, the various Government agencies which have been working aggressively toward providing end-to-end Government services online, inclusive of:

- The Department of Inland Revenue (Trade Name Reservation, Business Licence Applications etc.);
- Customs Department (Electronic Single for Trade (BESW))
- Ministry of Foreign Affairs (e-Visa & e-Passport services)
- Ministry of Public Works (Electronic Plan Review and Inspection Service (e-PRIS))

## Top Takeaways

The Delivery Unit is motivated by the progress stakeholders have achieved during the past reporting period. The year 2019/2020 will provide the first full year of use of the delivery methodology for each of the Priorities. Strategies are either in place or being refined to tackle the Priorities and achieve or exceed the identified targets. Going forward, these strategies will be influenced by the following top takeaways from the last reporting period:

1. The most important asset in the delivery process is our human resources. Committed and consistent Accountable Leaders provided the internal thrust required to keep the delivery teams and targets on track. An honest assessment of whether stakeholders had the capacity to execute the identified targets was essential. This led to the reassignment of some existing personnel and recruitment of additional personnel, particularly where specialized qualifications were required, as in the case of the Land Reform Priority.
2. Ingenuity and commitment provides a balance to limited financial resources in many instances. In an era of fiscal responsibility, financial resources were indeed limited. Also, even though weight was given to the eight (8) Priorities in preparation for the 2019/2020 Budget Exercise, there are other Government projects and priorities requiring significant resources. Consequently, stakeholders were required to, and did so, design resourceful strategies to meet their targets, in particular in the case of the Education and Over-the Hill Priorities.
3. To continue the momentum of delivery, the Delivery Unit and Public Sector stakeholders will continue to benefit from external stakeholders, and broadening the parties already consulted to include representatives of academia and civil society. The Bahamas has a wealth of talent and capacity willing to contribute in bettering our Bahamaland. The Delivery Unit proposes to tap into these, particularly in analyses of causality as data results become available and consistent.

## Annex A: List Of Stakeholders Engaged

### Education

Ministry of Education Leadership  
Deputy and Asst. Deputy Directors  
Education Officers  
District Superintendents  
Principals and Vice Principals  
School Board Representatives  
Teacher's Union Leadership  
Teachers Focus Group  
Students Focus Group

### Over-the-Hill

Department of Environmental Health Services  
Bahamas Public Parks & Public Beaches Authority  
Royal Bahamas Police Force  
Ministry of Social Services and Urban Development  
National Insurance Board  
Department of Inland Revenue  
Ministry of Finance  
Department of Labour  
Ministry of Public Works  
Ministry of Youth, Sports and Culture  
Department of Statistics

### Land Reform

Office of the Prime Minister  
Department of Land & Surveys

### Land Unit

Office of the Attorney General  
Department of Information Technology  
Bahamas Association of Land Surveyors  
Ministry of Environment & Housing  
Registrar General's Department  
Department of Inland Revenue

### Energy

Ministry of Environment & Housing  
Bahamas Power & Light  
Ministry of Finance  
Ministry of Public Works  
Utilities Regulation & Competition Authority  
Bahamas Bureau of Standards and Quality  
Grand Bahama Power Company  
National Airport Development Company  
National Sports Authority  
Solar Installation Companies Focus Group  
Bahamas Chamber of Commerce and Employers Federation

### Infrastructure

Ministry of Public Works  
Bahamix  
Traffic Division, Royal Bahamas Police Force  
Utility Companies (BPL, Cable Bahamas, BTC, W&S)  
Road Traffic Division  
Contractors

### Ministry of Transport & Local Government

### Modernisation and Digitisation

Department of Information Technology  
Registrar General's Department  
Passport Office  
Ministry of Foreign Affairs  
National Insurance Board  
Customs Department  
Road Traffic Department  
Members of the Prime Minister's ICT Roundtable

### Ease of Doing Business

Ministry of Finance  
Securities Commission of The Bahamas  
Central Bank of The Bahamas  
Ministry of Public Works  
Registrar General's Department  
Department of Inland Revenue  
Bahamas Investment Authority  
National Ease of Doing Business Committee

### Safety & Security

Ministry of National Security  
Royal Bahamas Police Force  
Royal Bahamas Defence Force  
Bahamas Department of Correctional Services  
Trafficking in Persons Department



