

Does the Mass ID Enrolment Exercise Guarantee an accurate voters' register?

**A REPORT FROM THE OBSERVATION SURVEY OF THE
NATIONAL ID REGISTRATION EXERCISE
AUGUST 2014**

The Background To The Survey

- On April 14th, 2014, the government of Uganda commenced the National Security Information Systems (NSIS) registration exercise which is also popularly known as the National Identification registration.
- During this first phase of the National Identification registration exercise which was conducted for four months (April - August, 2014), government registered Ugandan citizens aged 16 years and above.
- The registration exercise which happened at each of the 8,000 parishes in Uganda will result into a national ID database from which the electoral commission will extract the voter register in preparation for the 2016 general elections.
- It was envisaged that the registration exercise would:
 1. Guarantee the right to vote especially for Ugandans who turn 18 in the month of the general election;
 2. Enhance prospects of clamping down on 'improper' voter registration and 'improper' voting;
 3. Ensure availability of comprehensive voters' contact information which has not been available in the previous voter registers

Background

4. Provide for citizenship verification hence leading to a voter register which will exclusively carry voters who have met certain stringent citizenship qualifications and eliminate any gaps for voting by non-citizens
- 🌐 At the registration centers, functional registration kits, enrollment officers, verification, security and supervision teams adhering to set parameters were to be present. This was to ensure Ugandan citizens aged 16+ years were registered and not rejected.
 - 🌐 CCEDU whose programmatic focus areas have been particularly observing and commenting on electoral processes therefore set out to observe what was happening at selected registration centers.
 - 🌐 This was done well aware that there is a contested legal framework under which the registration was done.
 - 🌐 As such, the observation did not intend to evaluate the legality of the National Security Information Systems (NSIS) exercise but we focused on specific areas of administration, technical aspects and occurrence of incidents during the exercise.

The Background

Precisely the following hypotheses were tested; that only Ugandan citizens were being registered, only citizens of the age 16+ were being registered, that all eligible candidates were being registered, no rejections at the registration centers were being made and ascertaining whether the set parameters were being adhered to.

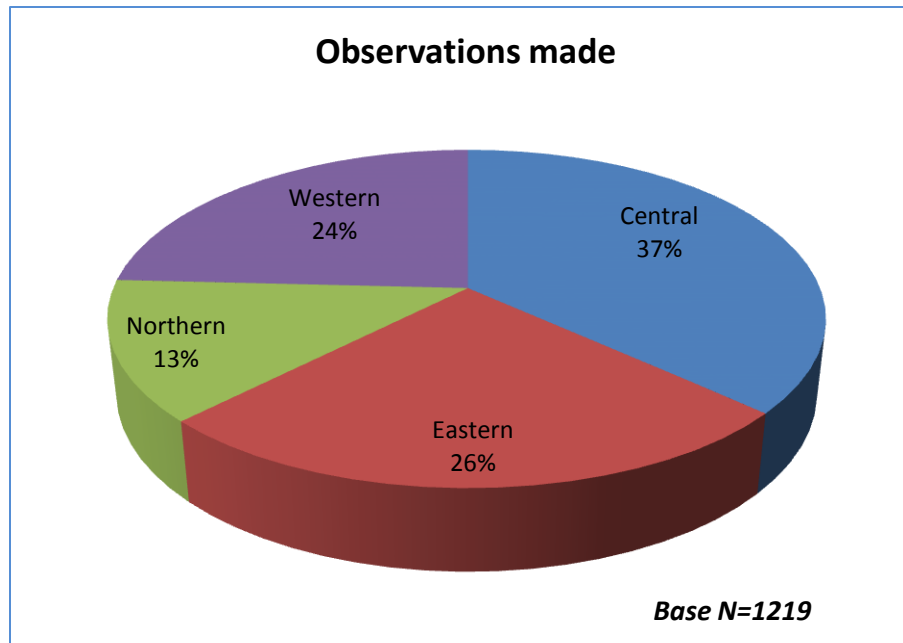
The primary key expected output of the observation exercise was:-

- 🌐 To raise evidence-based recommendations to the Electoral Commission and other stakeholders on the component of the National Voters Register for the 2016 elections part of which data is to be extracted from the general National Information Security Information Systems data collected in this exercise
- 🌐 However, it was also to raise evidence-based recommendations that the Ministry of Internal Affairs (which spear-headed the exercise) can consider for improvements in the ongoing second phase of the enrollment exercise and
- 🌐 To build CCEDU's capacity in monitoring similar events

Methodological Approach

- CCEDU partnered with RWI to conduct a week-long dipstick observation survey on the mass enrollment exercise
- The survey happened at the end-point of the four months first phase enrollment exercise which ran from April through August 2014
- Both quantitative and qualitative study approaches were used with observations and key informant interviews as the techniques
- For the quantitative arm, a reviewed electronic tool was uploaded on the phone ODK platform while for qualitative, an interview guide was used
- The target areas were 360 parishes in 30 purposively selected districts across the country. Actually 358 parishes in 29 districts were observed.
- The total sample size was 1219 observations and 8 KIIs
- Data collection was done between 07th & 13th August 2014
- The analysis in this report is descriptive
- This report is given by general and region considerations.

Observation Spread



- Central region comprised the biggest (37%) proportion of the observed enrollment centers while Northern region comprised the smallest (13%) proportion

Regions & Districts covered

- 🌐 The following were the regions and their respective districts covered
 - ✓ **Northern region** - Adjuman, Koboko, Arua, Kitgum, Gulu, Amuru
 - ✓ **Western region** - Kasese, Kabarole, Kamwenge, Kabale, Kisoro, Masindi, Ntungamo, Isingiro
 - ✓ **Eastern region** – Kamuli, Busia, Mbale, Serere, Kapchorwa, Mayuge, Pallisa
 - ✓ **Central region** – Kayunga, Wakiso, Rakai, Kampala, Kalangala, Kiboga, Masaka, Luwero

Execution strategy

- Parishes were the entry points for the observation exercise
- The deployed observers were identified by CCEDU's institutional members in the sampled districts
- 8 - 12 observers were deployed per district whereby there was 1 observer per enrolment centre/parish. This varied from region to region
- The developed tool was pre-tested at 2 levels (at a number of enrollment centers around Kampala for purposes of checking its applicability by the coordination team and during the training of the core observer group)
- In preparation for the deployment, regional observers were trained for 2 days by the core team headed by RWI personnel
- Quality control measures included; ToT, 2 days regional trainings for observers, electronic data collection and supervision & spot checks done by the core teams that comprised of CCEDU and RWI personnel

Summary findings

- 🌐 There were efforts to ensure that only Ugandan Citizens were registered although not all people were verified . For example; *46% of the total registrations were verified. Of the entire verification team, 53% were present throughout the day and from the rating of enrolment officers, it was reported that 4% asked for money from applicants.*
- 🌐 This report also notes that almost only citizens of the age 16+ were being registered although *verification teams sent away 27% of people they claimed were less than 16 years but up to 61% of the registered people had their age verified through submission of documents and 57% had their age verified through qualification by the verification committee*
- 🌐 There were rejections made at the registration centers for some eligible citizens *7% of eligible persons were turned away although reasons were varied.*

Summary findings

- 🌐 Some set parameters were not being adhered to during the registration exercise e.g. start and closure times, delivering the kits, presence of verification, security and supervision teams→ *15% of the enrollment centers started before 8am, 11% started between 10am & 12pm, 6% of enrollment kits were delivered to the centers between 10am & 12pm, overall 5% of enrollment centers closed after 7pm, 23% of the members of the verification teams were not present at 7am when observers arrived and 53% of them were present throughout the day. Also 11% of police officers were present at the enrollment centers throughout the day*

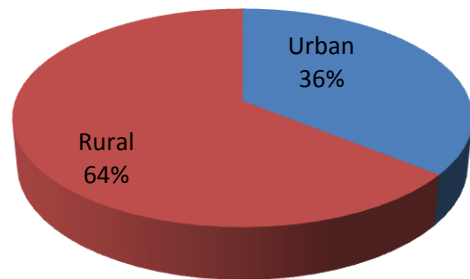


Core findings

Administration and Logistics

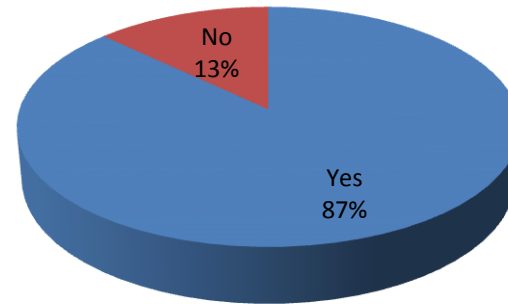
Location of enrollment centre

Urban – Rural Split



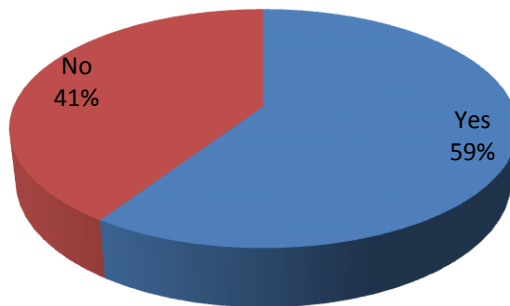
Base N =1219

Easy to find?



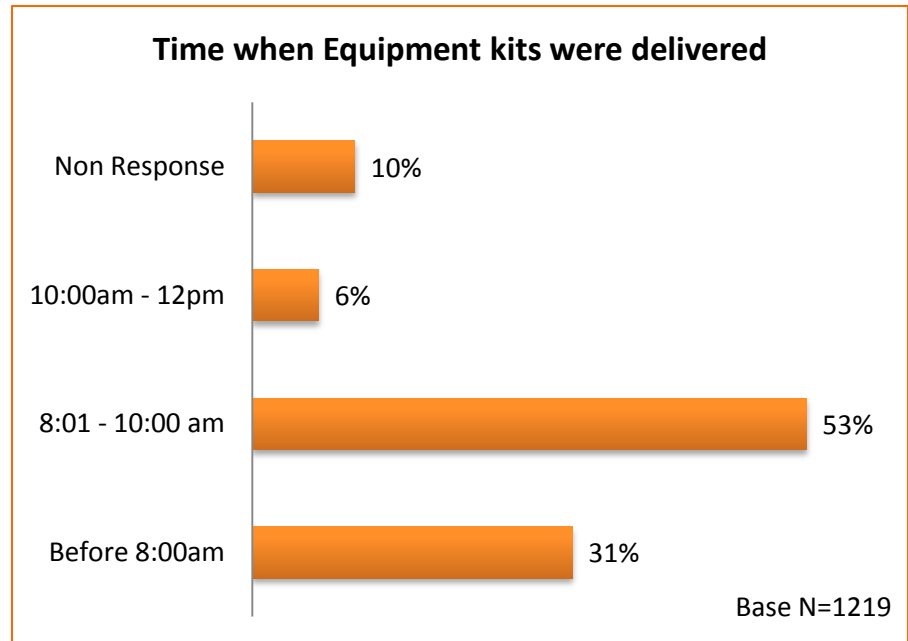
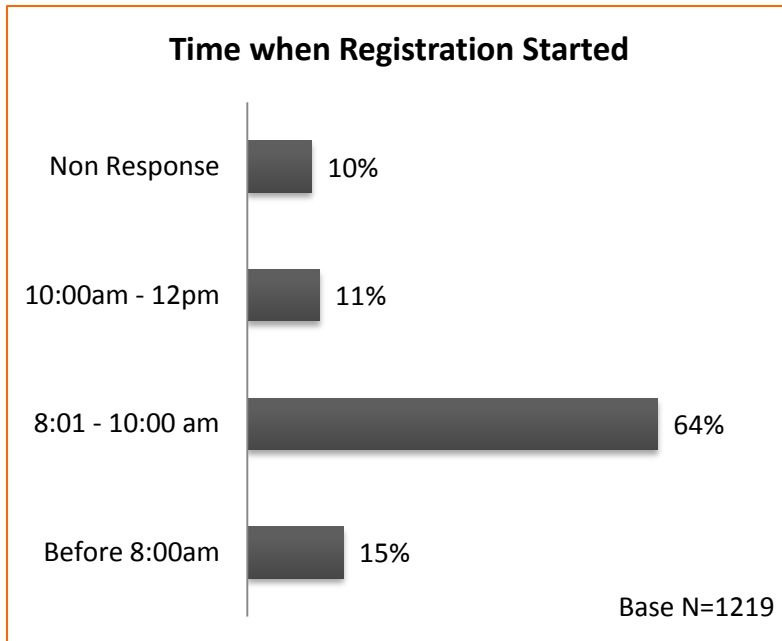
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Enrollment center had ID signage?



- Majority (64%) of the enrollment centers were located in rural areas
- 87% of the enrollment centers were easy to find and 13% were not
- 59% of all the enrollment centers had ID signage

Hours registration started and when kits were delivered



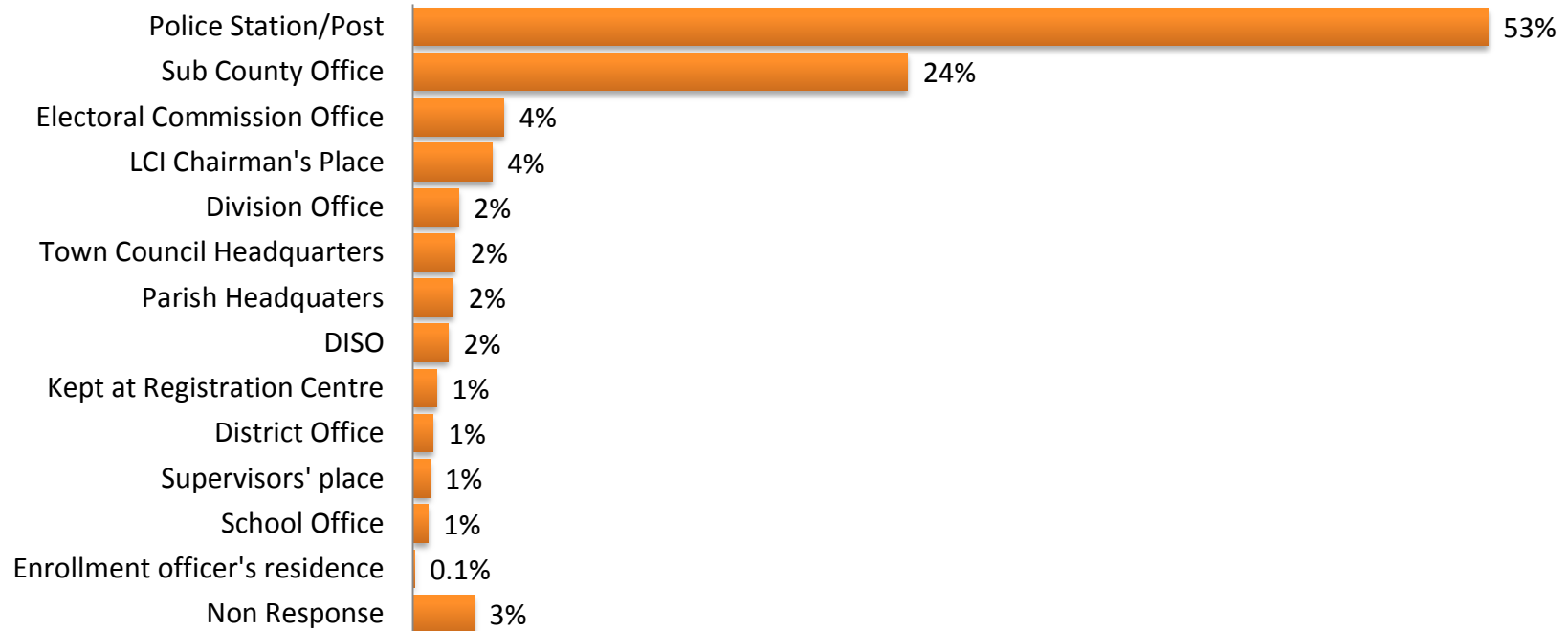
- Most (64%) registrations at the enrollment centers started between 8:01 & 10am and some (11%) registrations started between 10am & 12pm
- Most (53%) enrollment kits were delivered between 8:01 & 10am while 31% were delivered early before 8am

Did the enrollment kit have the following items when ID registration started?

INDICATORS	MEASURES	
	Affirmative	Negative
% of enrollment kits which had the Laptop when ID registration started?	98 %	2 %
% of enrollment kits which had the Document scanner when ID registration started	97 %	3 %
% of enrollment kits which had the Signature Pad Scanner when ID registration started	97 %	3%
% of enrollment kits which had the Fingerprint Scanner when ID registration started	97 %	3 %
% of enrollment kits which had the Camera when ID registration started	97 %	3 %
% of enrollment kits which had the Tripod Stand when ID registration started	92%	8 %
% of enrollment kits which had the USB hub when ID registration started	95%	5 %
% of enrollment kits which had the Table & chairs when ID registration started	90%	10 %
% of enrollment kits which had the Power back up: batteries, generator when ID registration started	87%	13 %
% of enrollment kits which had the laptop, document scanner, signature pad scanner, fingerprint scanner, camera, tripod stand, USB hub, table & chairs, power back up: batteries, generator when ID registration started	94%	6 %
	Base N = 1219	

- The power back up: batteries, generator were the most (13%) items which were lacking at the start of the ID registration followed by tables and chairs (10%) and then the tripod stand at 8%
- Overall, 6% of the enrollment kits did not have all the items when the ID registration started

Where enrollment kits were stored after the registration exercise



Base N=1219

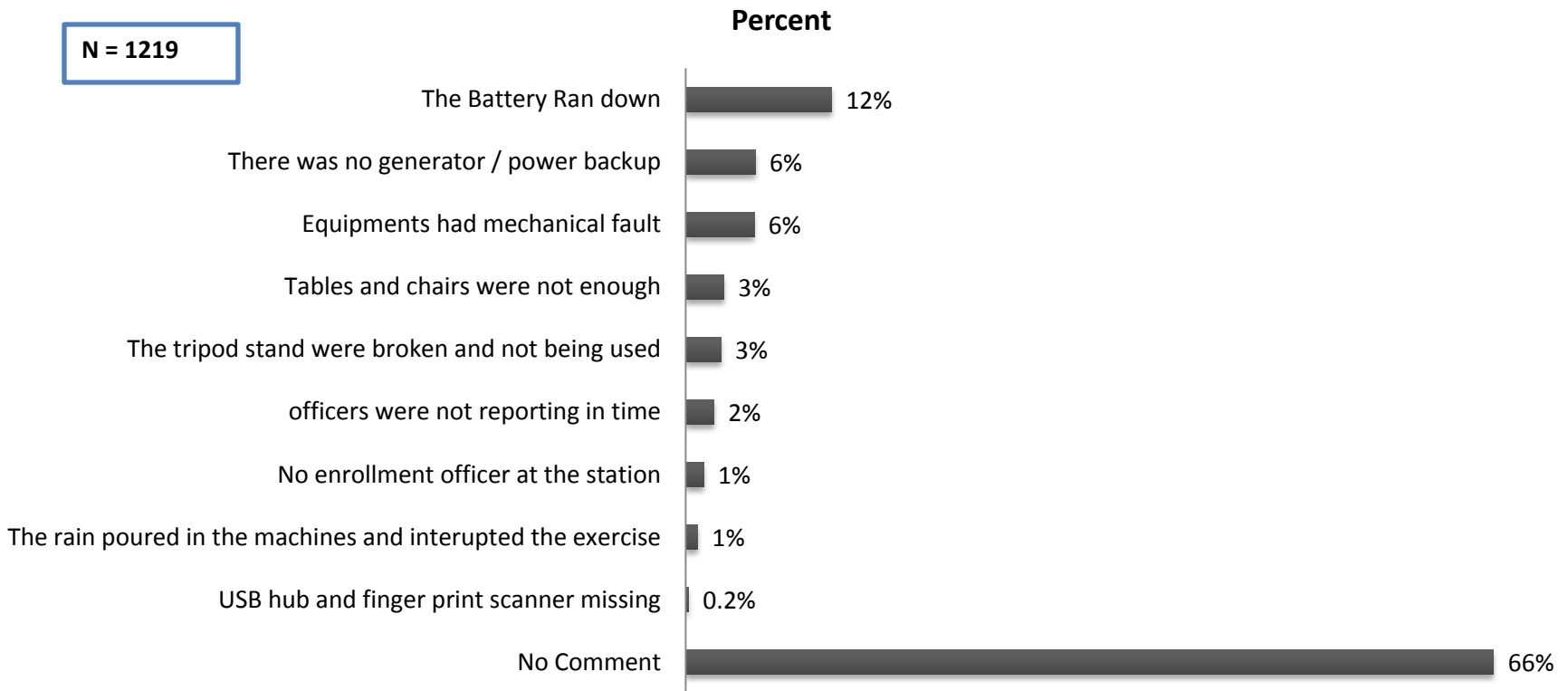
- Over half (53%) of all the enrollment kits were stored at the police stations after the registration exercise.
- Shockingly 0.1% of the enrollment kits were stored at the enrollment officers' residences after the registration exercise

Was the enrollment kit functional/working well throughout the day?

INDICATORS	MEASURES	
	Affirmative	Negative
% of enrollment kits with laptop functional/working well throughout the day	92 %	8%
% of enrollment kits with document scanner functional/working well throughout the day	92 %	8%
% of enrollment kits with signature pad scanner functional/working well throughout the day	93%	7%
% of enrollment kits with fingerprint scanner functional/working well throughout the day	93 %	7%
% of enrollment kits with camera functional/working well throughout the day	90%	10 %
% of enrollment kits with tripod stand functional/working well throughout the day	86 %	14 %
% of enrollment kits with USB hub functional/working well throughout the day	93 %	7 %
% of enrollment kits with table and chairs functional/working well throughout the day	89%	11 %
% of enrollment kits with power back up: batteries, generator functional/working well throughout the day	80%	20 %
% of enrollment kits with laptop, document scanner, signature pad scanner, fingerprint scanner, camera, tripod stand, USB hub, tables and chairs, power back up: batteries, generator functional/working well throughout the day	90%	10 %

- Overall, 90% of all the enrollment kits had everything functioning well throughout the day
- Of all the kit components, a big percentage (20%) of power back up: batteries, generator were not functioning well throughout the day

Reasons of why some kits were not functional throughout the day



- For the enrollment kits that were not functional throughout the day, the biggest (12%) challenge was the batteries running down of which 6% had no generator/power backup
- For some (0.2%) enrollment kits, finger print scanners and the USB hub were missing

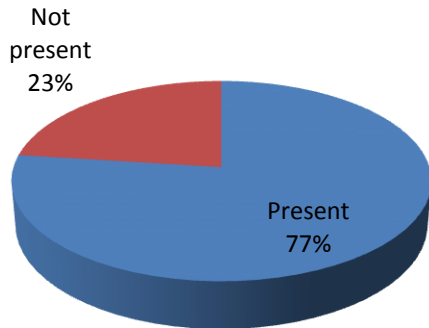
Average of how long it took one person to be registered

Average of how long it took for one person to be registered	≤ 15 Mins	73%
	16 - 30 Mins	22%
	31 - 45 Mins	4%
	>45 Mins	1%

- Majority (73%) took 15 minutes or less to register while only 1% took more than 45 minutes to register
- Average time it took an individual to be registered was 25 minutes

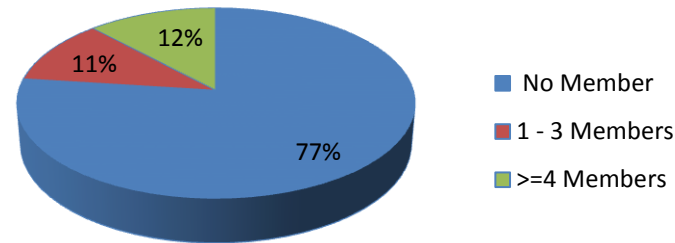
The verification team

Members of the verification team present at the time of arrival



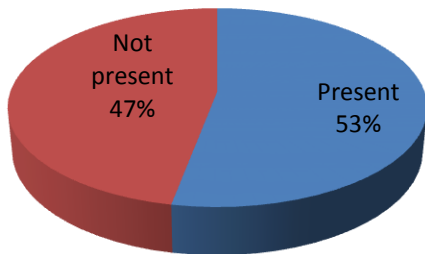
Base N=3080

Members of the verification team who joined the rest of the team later



Base N=3080

Members of the verification team present at the enrollment center throughout the day



Base N=3080

- 77% of the members of the verification team were present at the enrollment center at the time of arrival
- 23% of the members of the verification team joined the rest of the team later in the day
- 53% of the members of the verification team were present at the enrollment center throughout the day

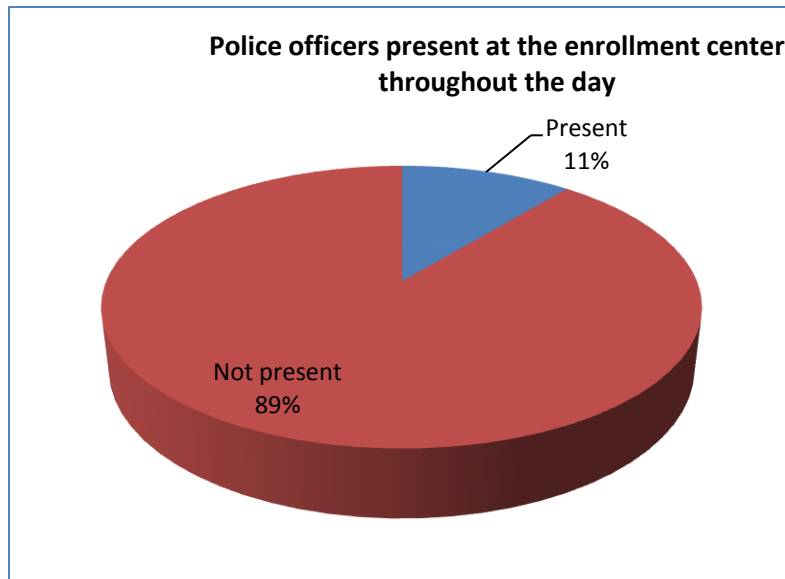
Age verification through:

INDICATORS	MEASURES
% of people who had their age verified through: submission of documents	61%
% of people who had their age verified through: qualification by the verification committee	57%
	Base N =71919

- Of the people registered, 61% had their age verified through submission of documents while 57% had their age verified through qualification by the verification committee

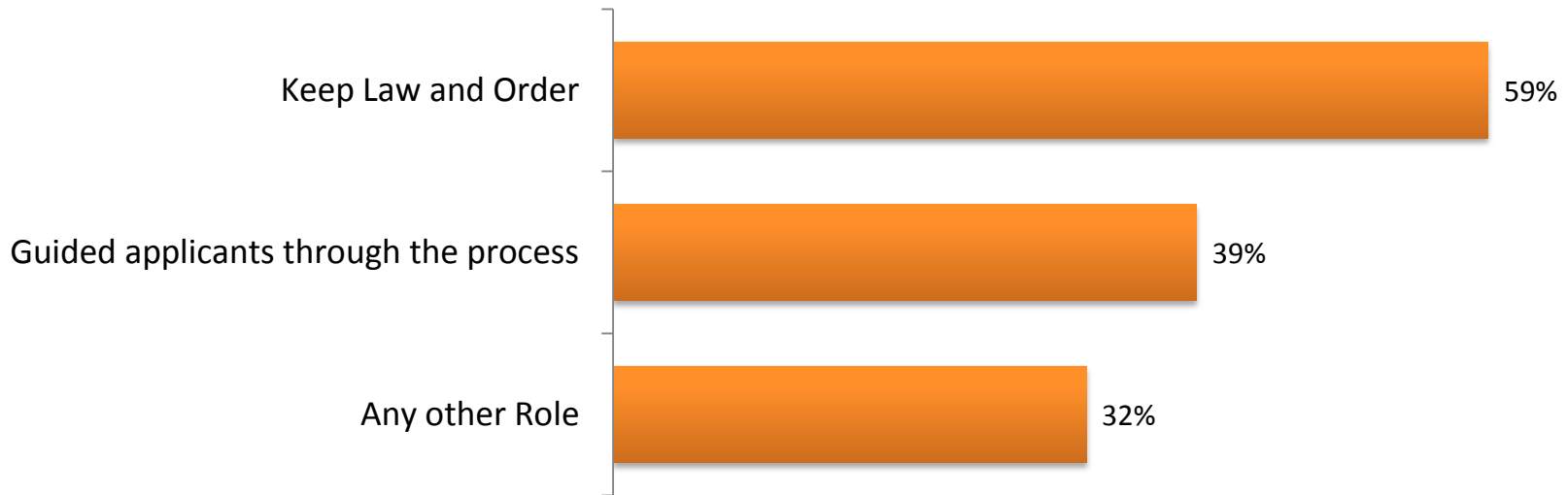
Police officers present at the enrollment center

INDICATORS	MEASURES
Number of police officers who were present at the enrollment center at the start of the enrollment exercise	850



- Of the 850 police officers who were present at the enrollment centers at the start of the enrollment exercise, 11% were present throughout the day

Roles Played by police during the enrollment exercise



- The police officers present at the enrollment centers played several roles.
- 59% kept law and order. 39% guided applicants through the registration process

Any other uniformed security personnel & parish supervisors

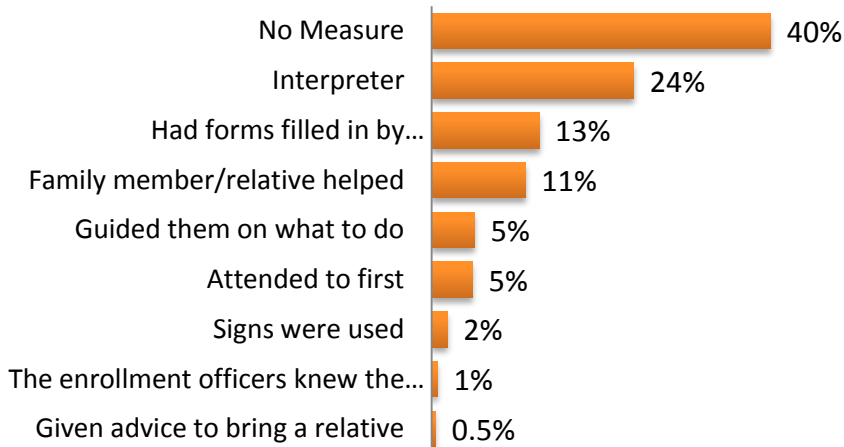
INDICATORS	MEASURES	
	Present	Not present
% of any other uniformed security personnel at the enrollment center	13%	87%
% of parish supervisors present at the enrollment centers	79%	21%

- There were other uniformed security personnel at the enrollment centers. Of the 1219 enrollment centers, 13% had other identified uniformed security personnel
- Of all the enrollment centers, 79% had parish supervisors present

Technical Aspects of the Process

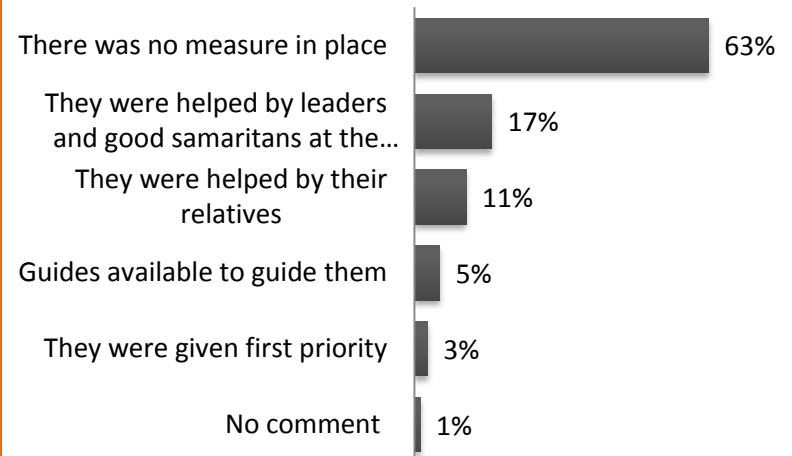
Measures that were put in place to assist people with special language needs and sight impairment

Measures that were put in place to assist people with special language needs



Base N= 872

Measures that were put in place to assist people with sight impairment

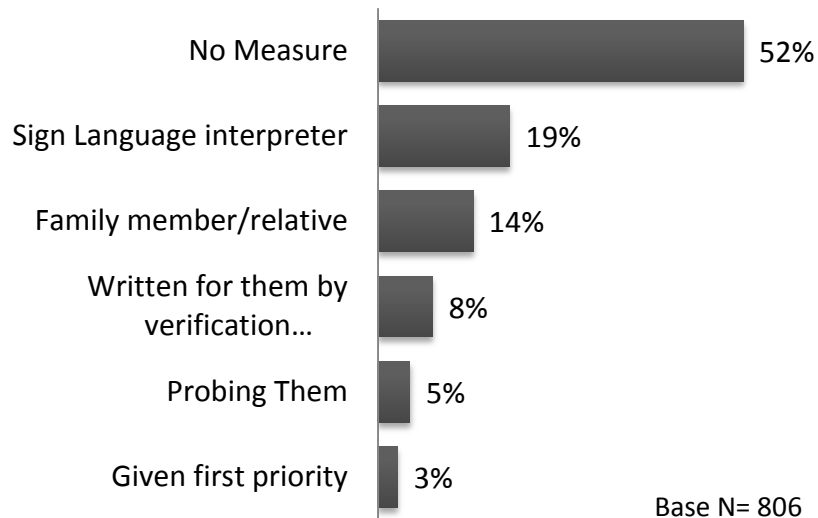


Base N= 1120

- From the observed enrollment centers, there was 40% report of no measures to assist people with special language needs. The main (24%) assistance they had was to go along with their interpreters. The least (0.5%) measure reported was advice to bring relatives
- For sight impairment, there was 63% report of no measures in place to assist. Being helped by leaders and good samaritans at the centers was the main (17%) measure for those who were helped.

Measures that were put in place to assist people with hearing impairment and speech impairment

Measures that were put in place to assist people with hearing impairment



Base N= 806

Measures that were put in place to assist people with speech impairment

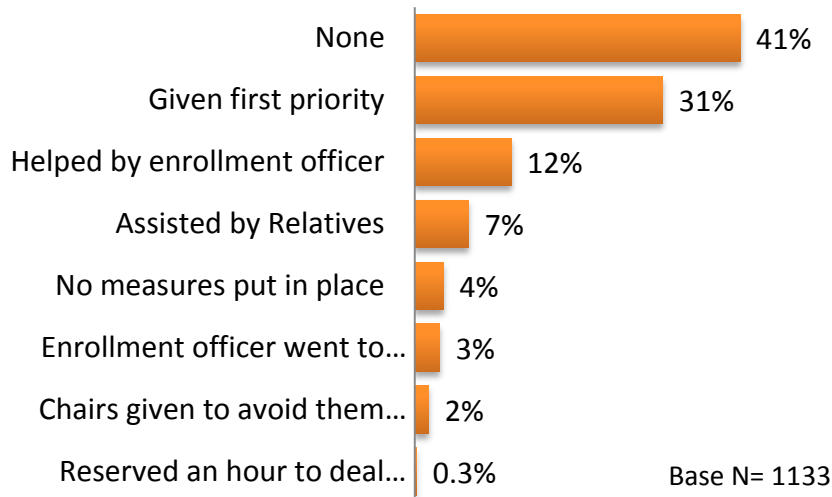


Base N= 1121

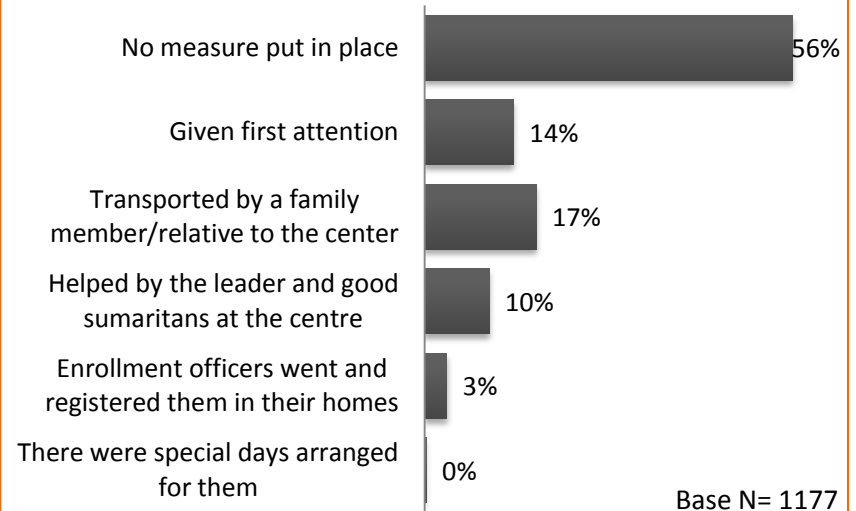
- From the observed enrollment centers, there was 52% report of no measures to assist people with hearing impairment. The main (19%) measure they had was to go along with sign language interpreters. The least (3%) measure reported was giving first priority
- For speech impairment, there was 39% report of no measures in place to assist. Being helped by leaders and good samaritans at the centers was the main (17%) measure for those who were helped

Measures that were put in place to assist the sick and people with difficulty in movement

Measures that were put in place to assist the sick



Measures that were put in place to assist people with difficulty in movement



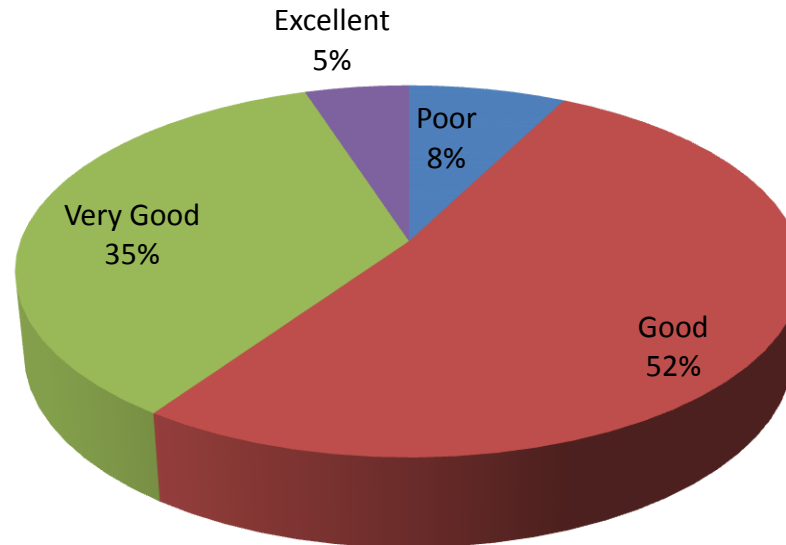
- From the observed enrollment centers, there was 41% report of no measures to assist the sick people. The main (31%) measure they had was to be given first priority. The least (0.3%) measure reported was an hour being reserved to deal with the sick.
- For difficulty in movement, there was 56% report of no measures in place to assist. Being transported by family members to the centers was the main (17%) measure for those who were helped

Technical Aspects of the process

Technical Aspects of the process		
PWDs registered at the parishes	9896	
Elderly persons registered at the parishes	8143	
People who were turned away because the verification team claimed they were non-citizens	566	
% of people who had their citizenship approved by the verification team?	46%	

- Of the overall registrations, 25% comprised the special interest persons
- Overall, 71919 people were registered and of these, 33405 (46%) were verified

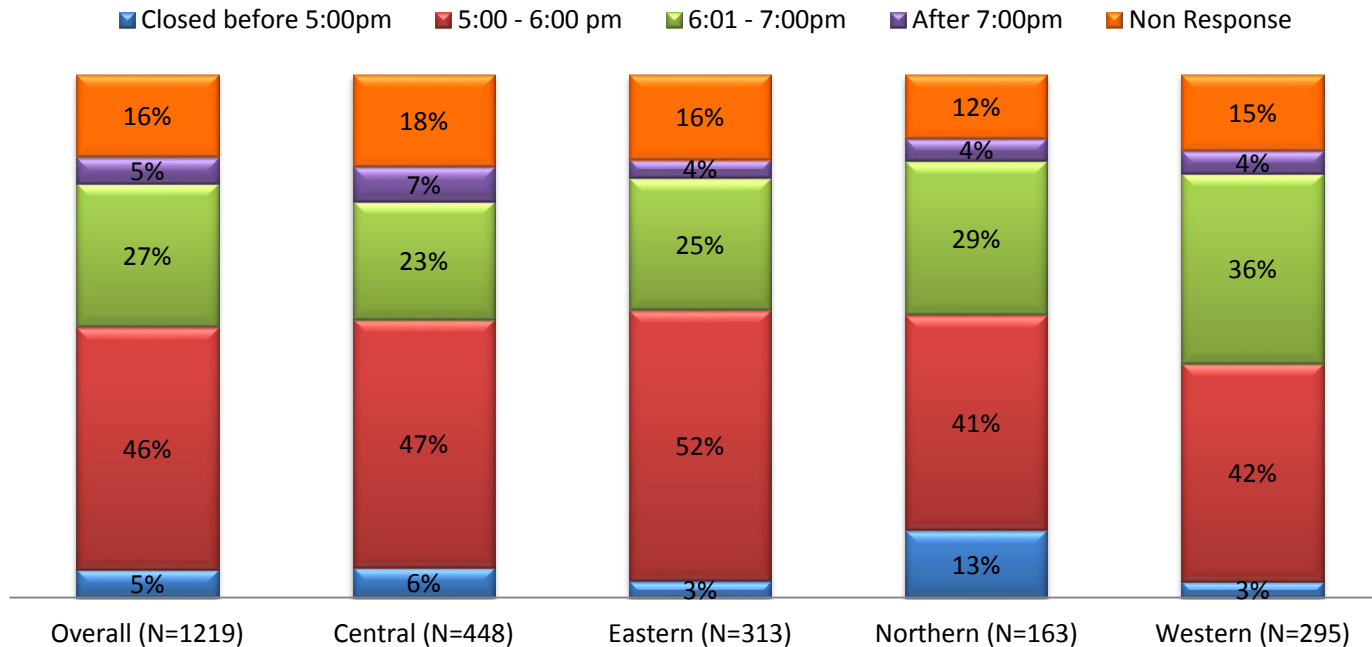
Rating the performance of all the enrollment officers in the Registration Exercise



- The observers rated most (52%) of the enrollment officers in the registration exercise as good while only 5% were rated excellent
- 8% of the observers were rated poor

Closure of the Enrollment Center

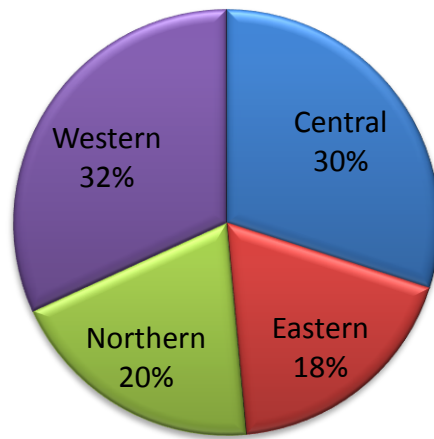
Closure time of the enrollment center by region



- Overall, most (46%) of the enrollment centers closed between 5&6pm
- In central region, a bigger (7%) proportion of enrollment centers closed after 7pm as compared to other regions
- In western region, a bigger (36%) proportion of enrollment centers closed between 6:01 & 7pm as compared to other regions

Number of people in the Queue at time of closure and whether they were allowed/not to register

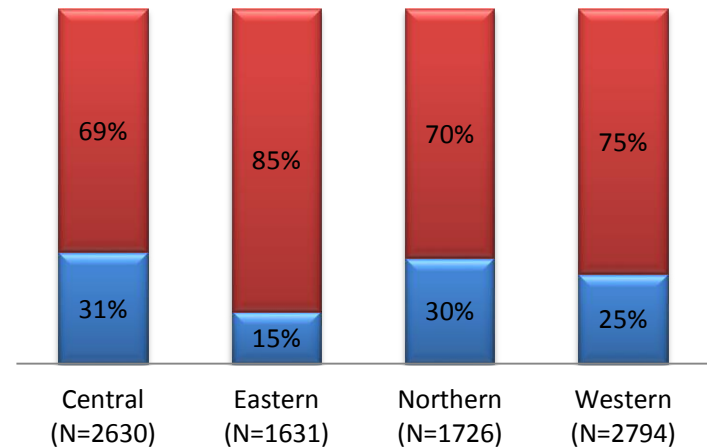
Overall Regional number of People in Queue at time of Closure



Base N=8781

Regional number of people allowed/not allowed to register at time of closure

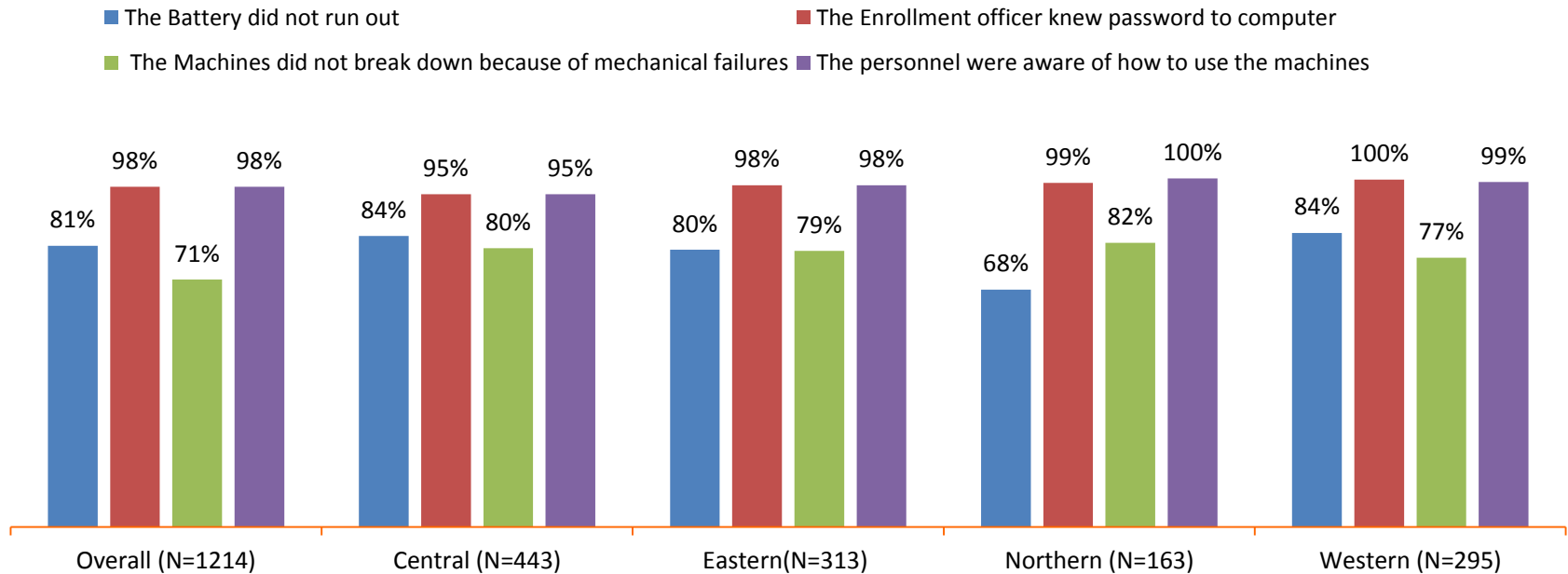
■ No. of people registered ■ No. of people turned Away



- Majority (32%) of the people in the queue at the time of closure were in western region while Eastern region had the least (18%)
- Of those in the queue at the time of closure, the biggest (31%) proportion allowed to register was from central region and Eastern had the biggest (85%) proportion of people turned away

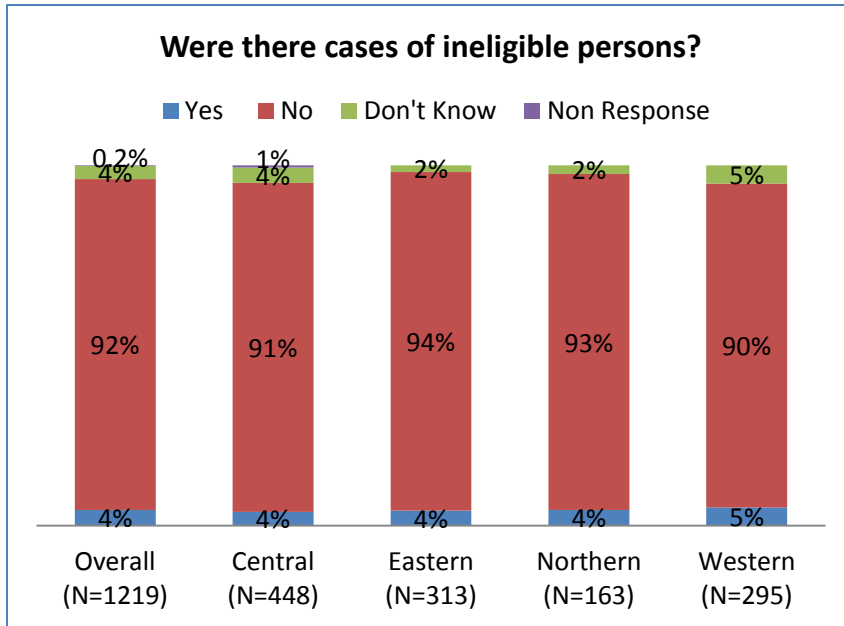
Incidents Report by Region

Registration kits functioning throughout the day



- Overall, majority (98%) of the enrollment officers knew the passwords to the computers and the majority (98%) of the personnel were aware of how to use the machines
- In all regions, the registration kits that were not functioning throughout the day had common challenges of the batteries running out and the machines breaking down because of mechanical failures. The magnitude of the batteries running out was biggest (32%) in Northern region while the magnitude of the machines breaking down because of mechanical failures was biggest (23%) in western region

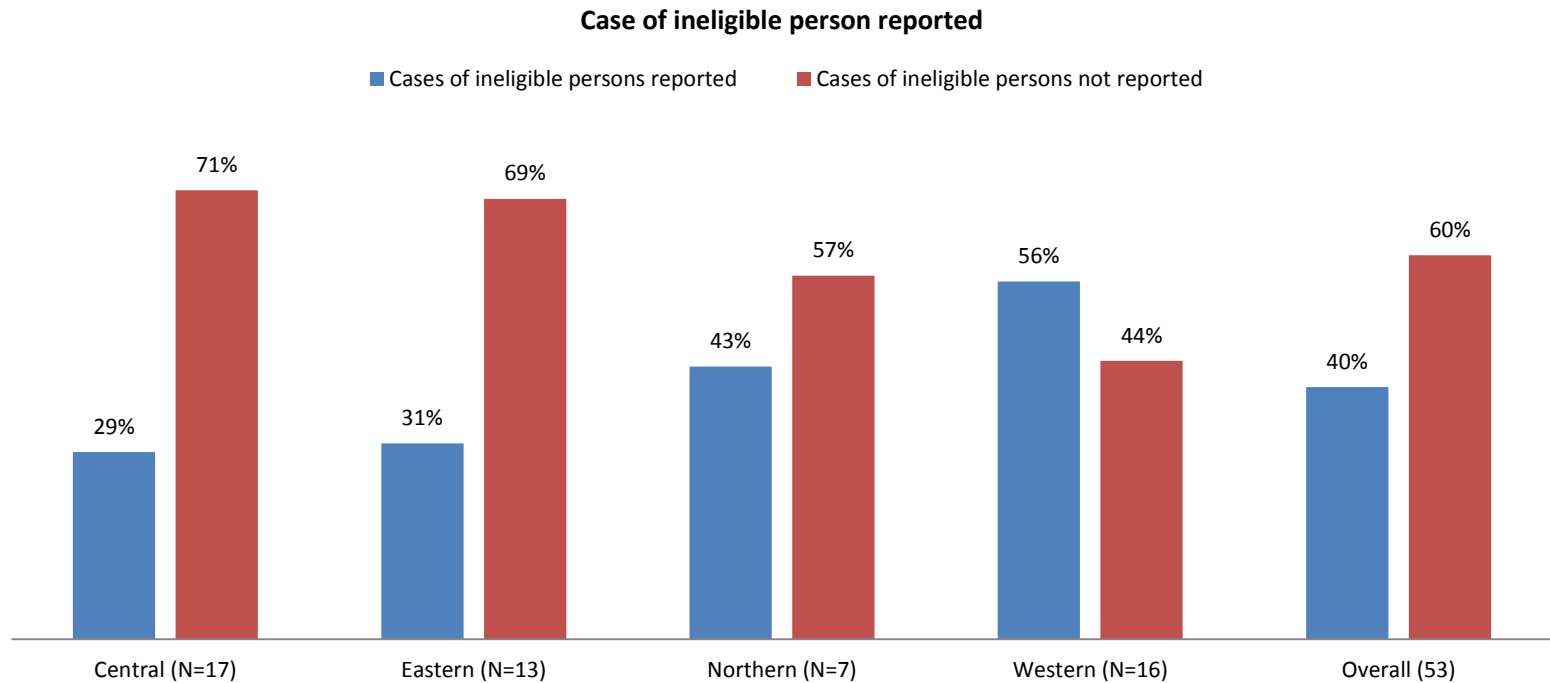
Were there cases of enrollment of ineligible persons? And how many?



	No of ineligible Persons
Central	17
Eastern	13
Northern	7
Western	16
Overall	53

- Western region reported the highest (5%) presence of cases of ineligible persons than any other region
- There were 16 ineligible persons in western region and only 7 ineligible persons in northern region

Cases of ineligible persons reported

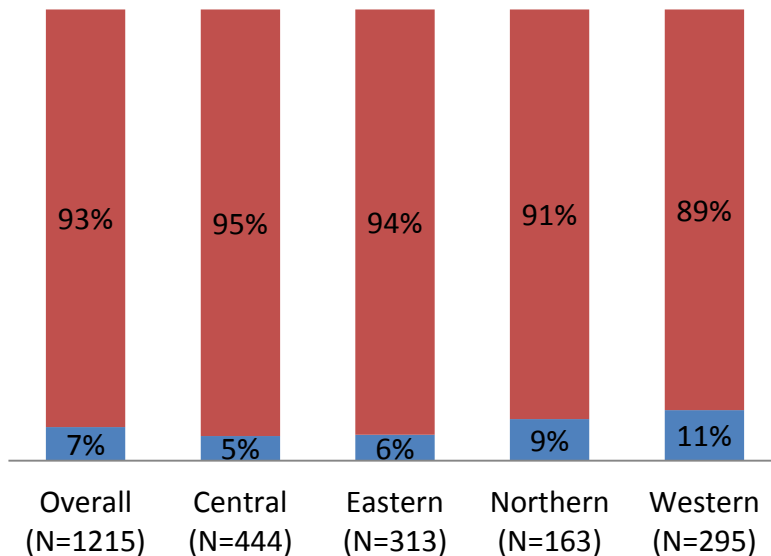


- Overall, 40% of cases of ineligible persons were reported
- The biggest (56%) proportion of the reported cases were in western region

Cases of eligible persons turned away/denied registration. And how many by region?

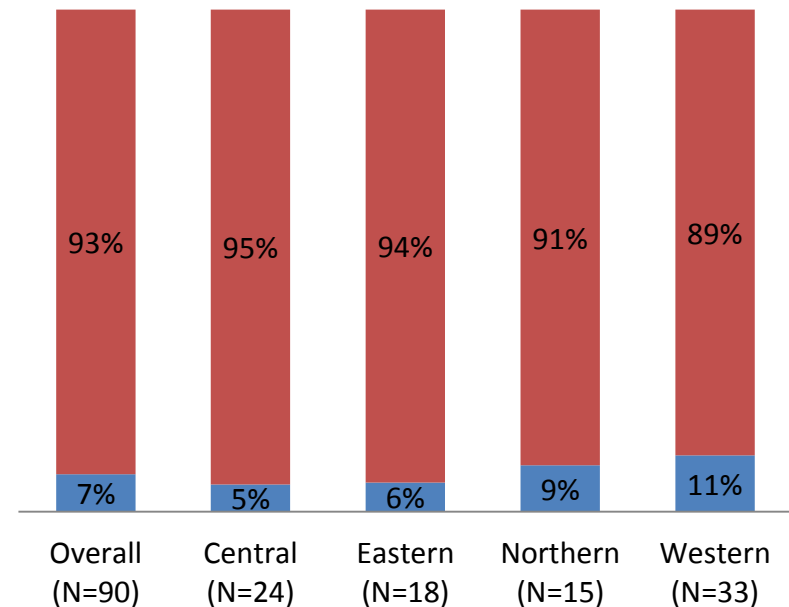
Were there cases of eligible persons turned away or denied registration

- No Cases of eligible person turned away
- Cases of eligible persons turned way



Number of eligible persons denied Registration

- Yes
- No

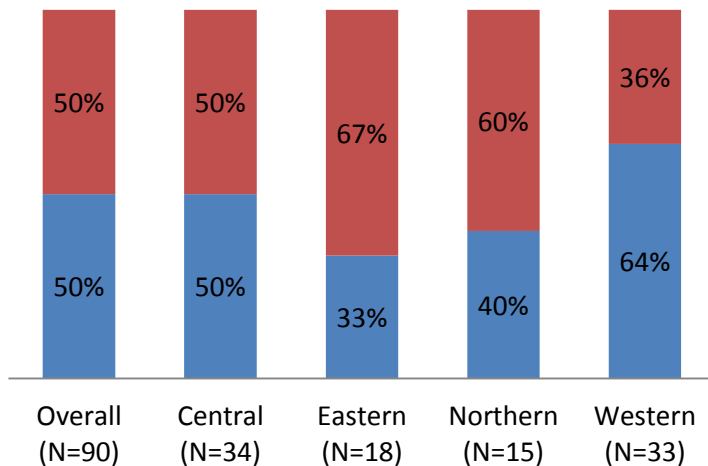


- Overall, 7% of cases of eligible persons were turned away
- Of the cases of eligible persons turned away, the biggest (11%) proportion was from western region and the least (5%) was from central region

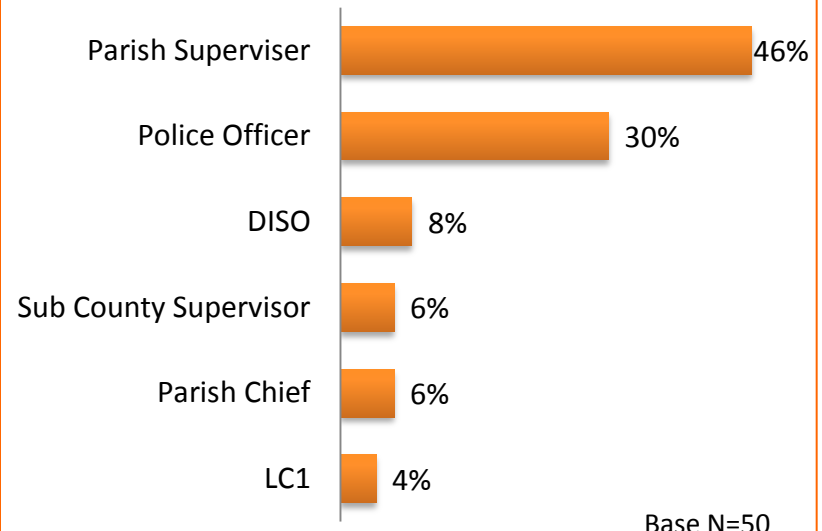
Were the cases of turning away eligible persons reported and to who?

Whether cases of eligible persons turned away were reported

■ Reported Cases ■ Cases not reported

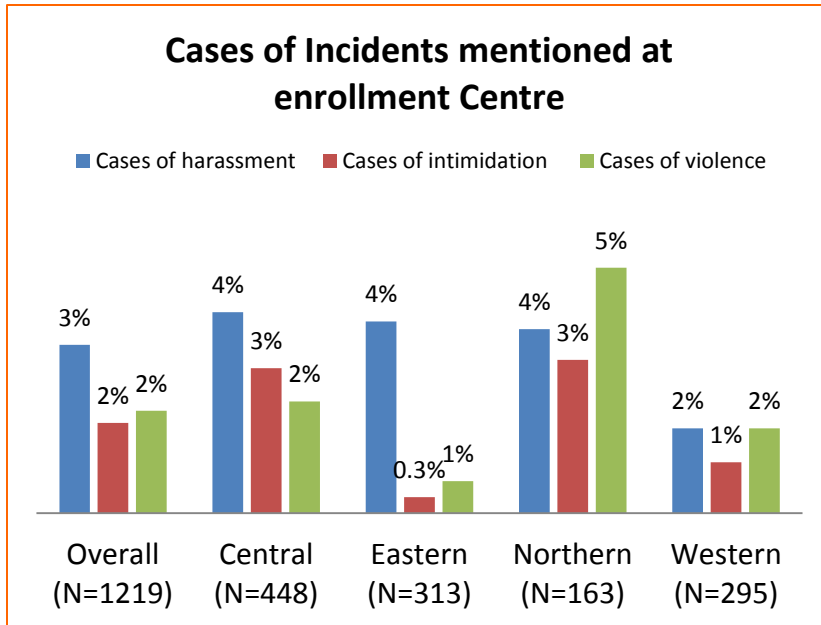


Where the cases of turning away eligible persons were reported



- Overall, 50% of cases of eligible persons turned away were reported
- Eastern region had the least (33%) cases of eligible persons turned away reported
- Of the reported cases, majority (46%) were reported to the parish supervisors, 30% to the police officers then 4% to the LC1s

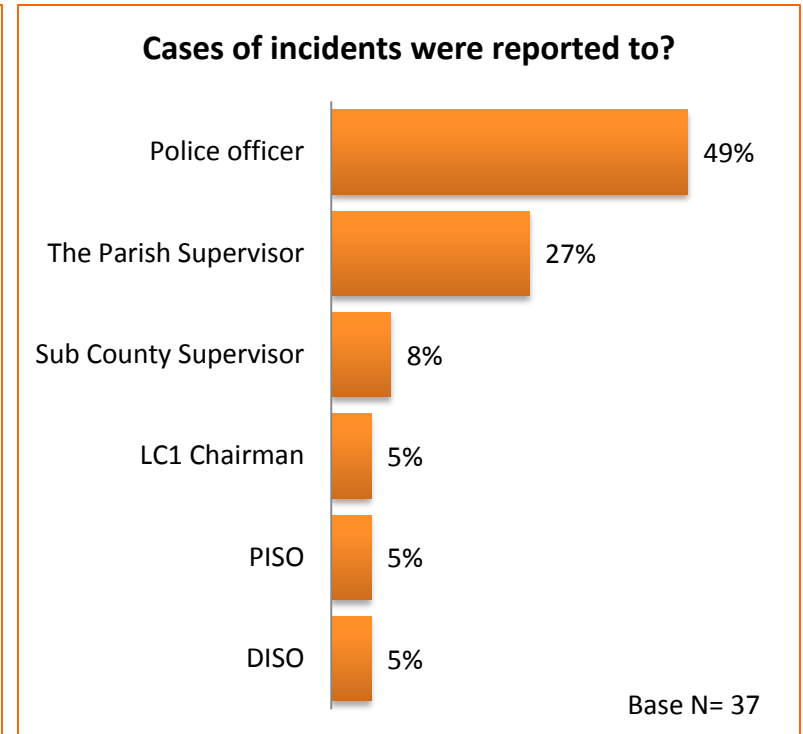
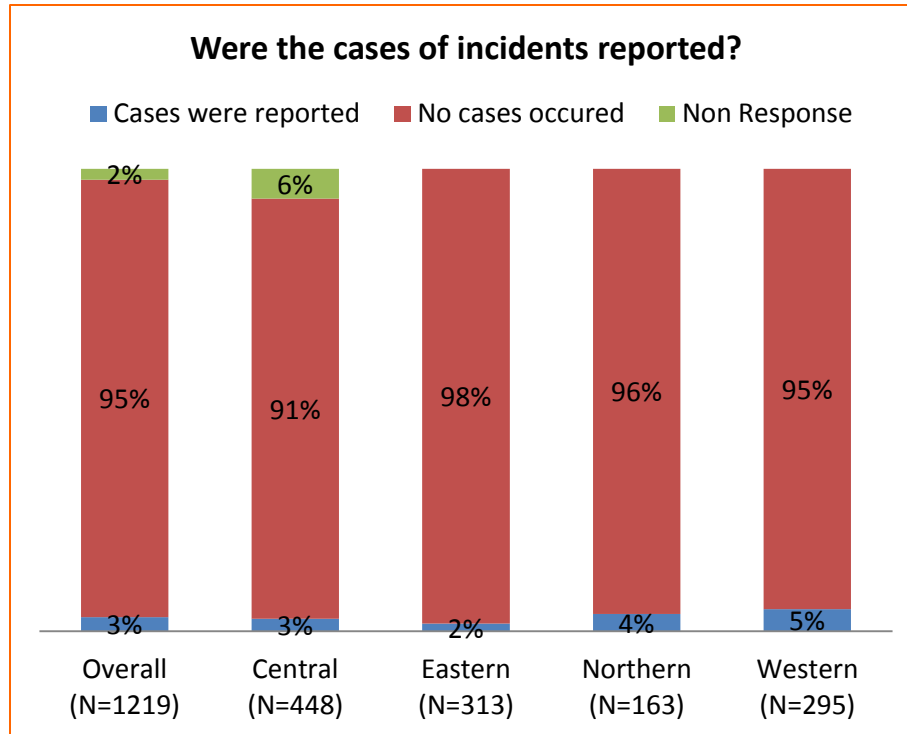
Cases of the incidents of harassment, intimidation and violence listed at enrollment centre and how many?



Regions	Actual number of mentioned cases		
	No. of cases of Harassment	No. of cases of Intimidation	No. of cases of Violence
Central	32	29	16
Eastern	20	1	4
Northern	12	7	12
Western	15	9	23
Total	79	46	55

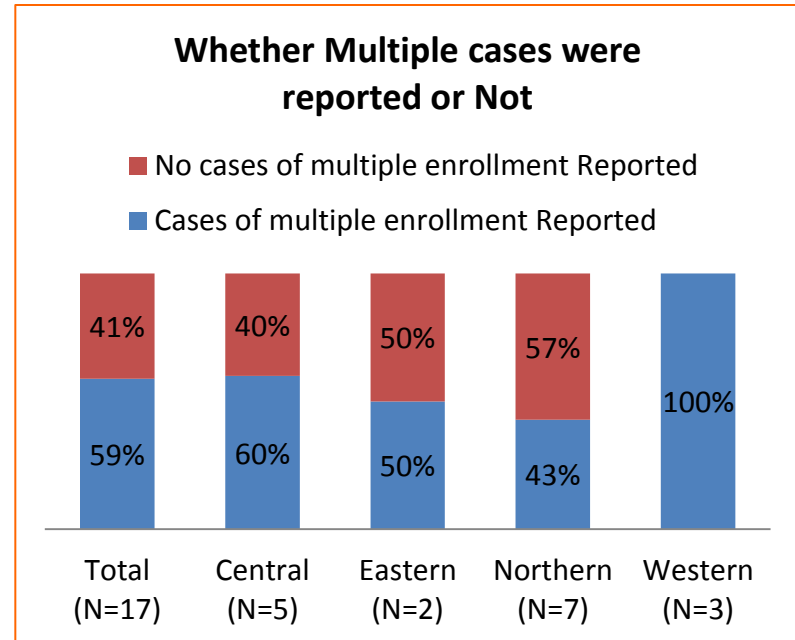
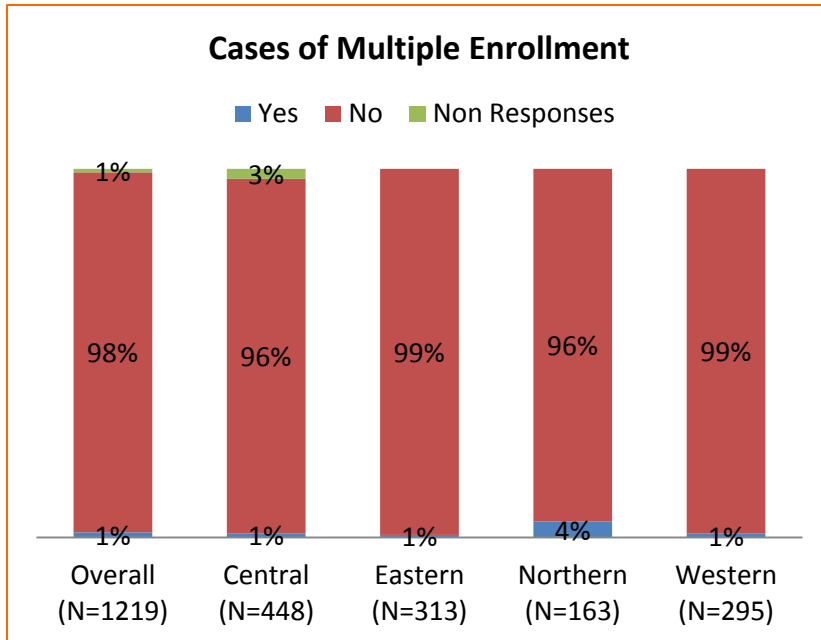
- Overall, the incidents most (3%) mentioned at the enrollment centers were those of harassment
- Northern region differed from the rest. The most (5%) incidents mentioned at the enrollment centers were those of violence
- Precisely, there were 79 cases of harassment, 46 cases of intimidation and 55 cases of violence

Were the cases of incidents reported and if yes, to who?



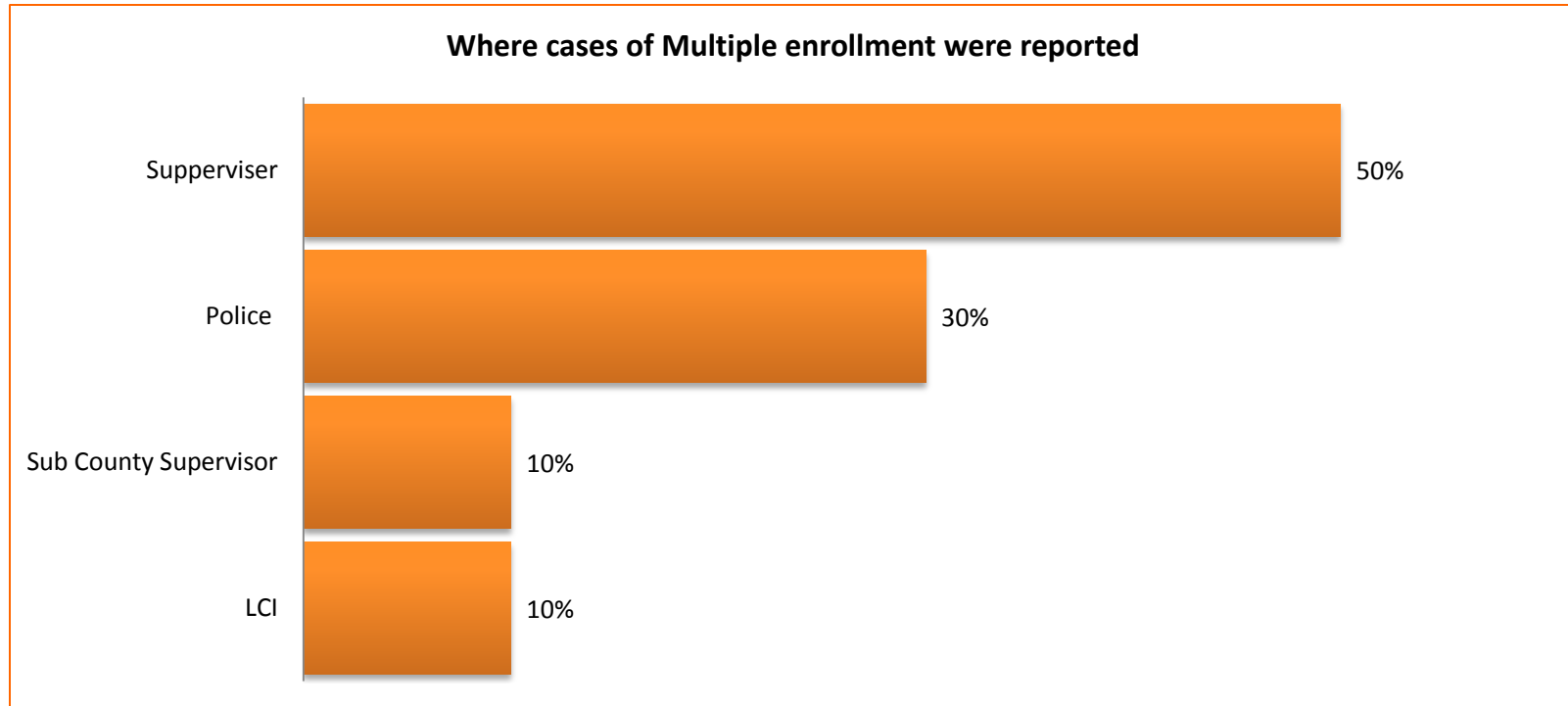
- Overall, 3% of the cases of incidents were reported. Of these, majority (5%) cases of incidents were reported in western region
- Majority (49%) of the cases were reported to police officers, 27% were reported to the parish supervisors while others were reported to the sub-county supervisors, LC1 chairmen, PISOs and DISOs

Were there cases of multiple enrollment and reported?



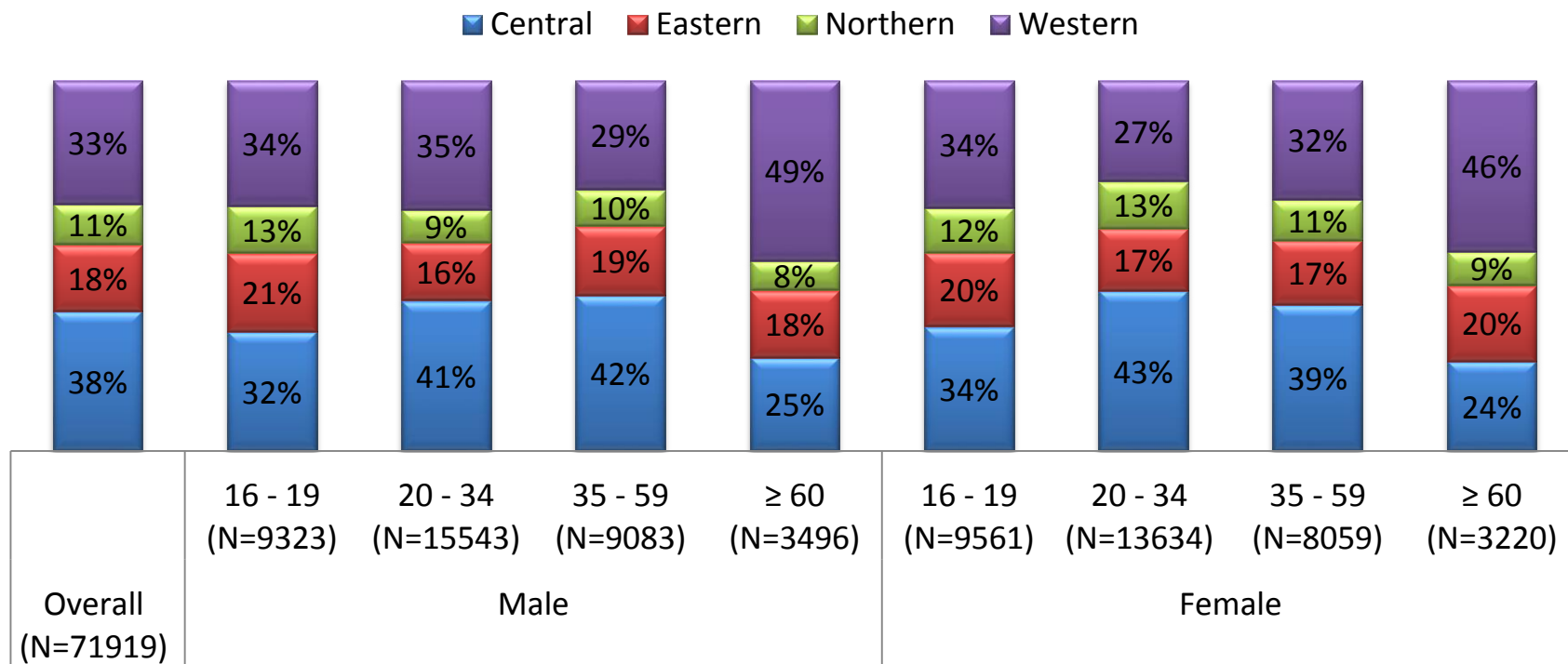
- Overall, there was only 1% presence of multiple enrollment
- Of the 1%, all the western multiple enrollment cases were reported while only 43% were reported in northern region

To whom were the cases of multiple enrollment reported?



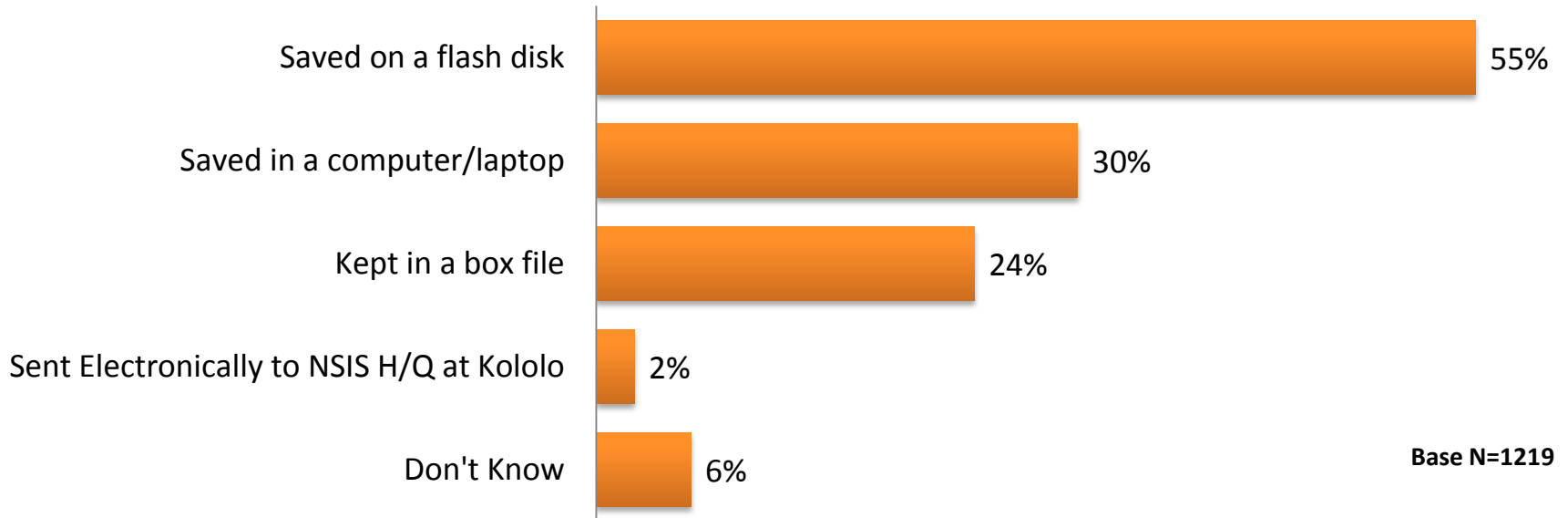
- Majority (50%) of the cases of multiple enrollment were reported to the supervisors, 30% to the police and others to the sub-county supervisors and LC1s

People of different age groups registered at the parish



- Overall, 71919 people were registered at the parishes.
- Among the males, the majority (15543) were aged 20-34. The biggest (41%) proportion of these was from central region and only 9% from northern region
- Among the females, the majority (13634) were still aged 20-34. The biggest (43%) proportion of these was from central region and only 13% from northern region

Various ways in which the collected information was stored/managed



- From most (55%) of the enrollment centers, it was reported that collected information was stored on flash disks. 2% reported that the data was being sent electronically to NSIS headquarters

Estimation of people registered country-wide

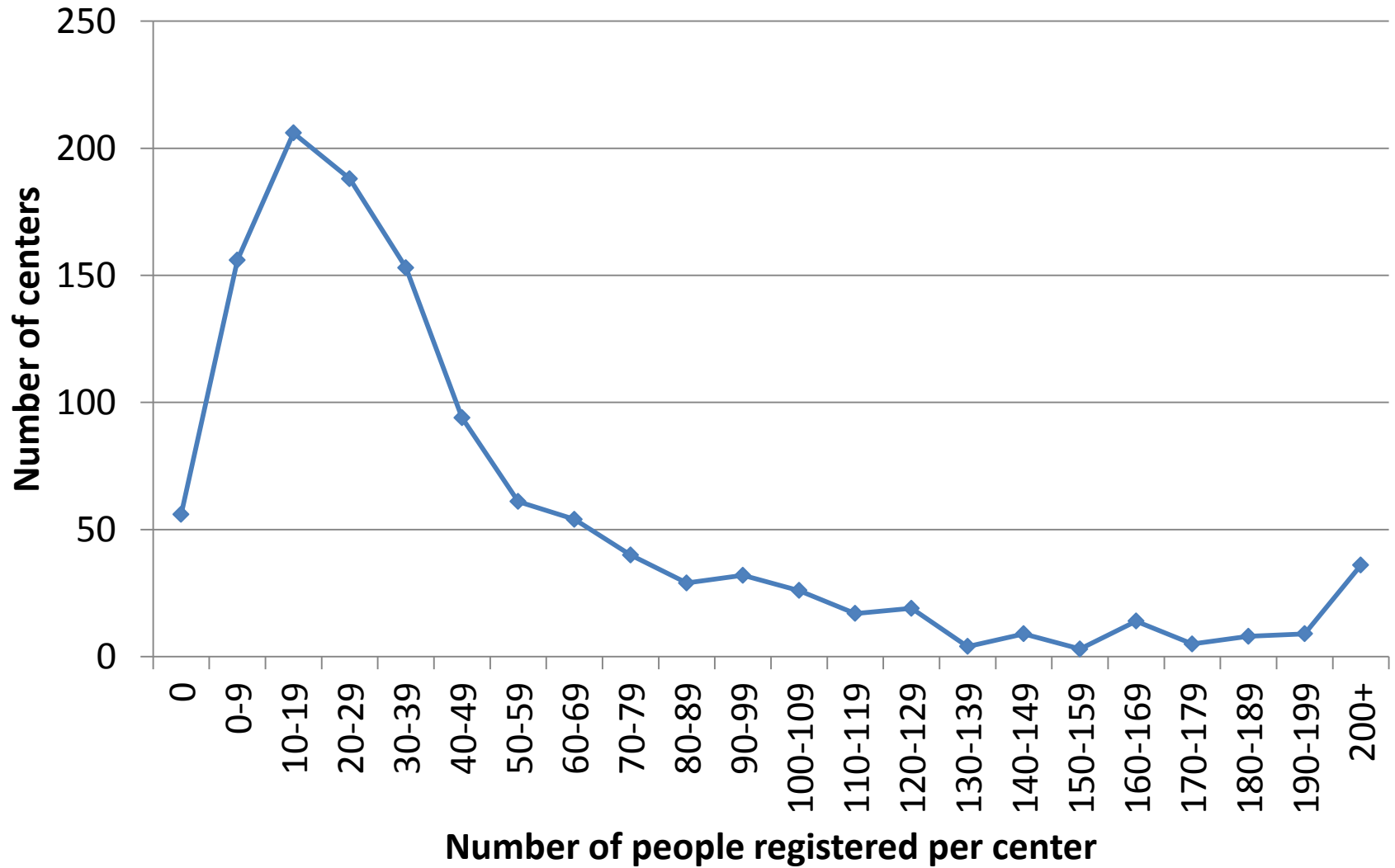
🌐 Assumptions

- ✓ All registration centers opened for 101 days (April-14days, May 25days, June 24days, July 27days, August 11 days)
- ✓ All the equipment did not fail throughout the entire period
- ✓ Stations were opened from 8.00 AM to 5.00 PM
- ✓ All verification officers were present throughout the entire period everyday
- ✓ All registering officers were available throughout the entire period everyday
- ✓ The turn-up in the last 7 days was similar to the turnup throughout the entire period (Based on the above, our data being skewed we used the mode as the best estimate of average)

Estimation of expected coverage

- 🌐 If all those are true, then it would have been possible to register $101 * 8000 * 17.35 = 14,018,800$ people
- 🌐 where
 - ✓ 101 is the time period when the centers were open
 - ✓ 8000 the total number of registration centers
 - ✓ 17.35 the average number of people registered per day (mode)
- 🌐 Explanation of the 14,018,800
- 🌐 This would be true if all the assumptions hold and would be the maximum number of registered citizens within the first phase of registration.
- 🌐 However, the figure was much less than what we estimated after factoring in the equipment component
- 🌐 Using functioning equipment as a measure of success at 64.32%, the above estimate reduces from 14,018,800 to 9,016,892
- 🌐 This implies that the minimum number of registered people is 9,016,892

Distribution of number of people registered per center in last 7 days



Identification and formula for estimation of the mode

- From the plot, it can be observed that the registration was right skewed. This implies that the best measure for average is the mode . Since the data is grouped we have used the formula below for estimating the mode

$$\text{Estimated Mode} = L + \frac{f_m - f_{m-1}}{(f_m - f_{m-1}) + (f_m - f_{m+1})} \times w$$

where:

- L is the lower class boundary of the modal group
- f_{m-1} is the frequency of the group before the modal group
- f_m is the frequency of the modal group
- f_{m+1} is the frequency of the group after the modal group
- w is the group width

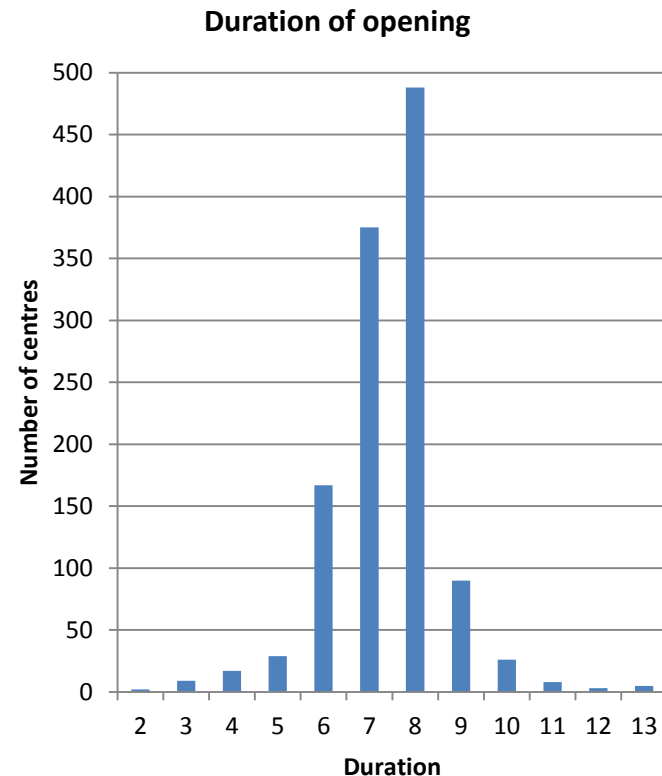
Where $L=10$, $f_{m-1} =156$, $f_m=206$, $f_{m+1}=188$, $w=10$

Substituting in the above formula we get the mode= 17.35

Measure of success

In order to measure success, we look at the following indicators;

- Time the center opened
- Time the center closed
 - These two provide the period for which the center was opened
 - Average time of opening the centers was 8 hours
 - Minimum hours centers opened were 2 hours
 - Highest time centers opened was 13 hours
 - The earliest time the centers were opened was 7:00 AM
 - The latest closing time was 11:47 PM
 - Proportion of equipment functioning throughout the day 64.32%



Motivators & demotivators for registration

Motivators

- 🌐 Enrollment officers carrying the kits to the homes of the sick
- 🌐 Availability of enrollment kits at the nearest parish
- 🌐 People registering having their needed bio-data/birth certificates/passports
- 🌐 Timely opening and closure of enrollment centers
- 🌐 Presence of the verification and supervising teams

Demotivators

- 🌐 Absence of the verification and supervising teams
- 🌐 Run-out of registration forms before end of day
- 🌐 Inability of the enrollment teams to reach homes of the sick
- 🌐 Corruption and favoritism of some verification members
- 🌐 Shifting of enrollment members & the kits to distant parishes
- 🌐 Late start and early end of registration exercise at some centers

Demotivators.....

- 🌐 Anti-registration crusaders e.g. 666 sect
- 🌐 Some enrollment kit components rejecting to capture images and finger prints of some individuals
- 🌐 Insufficient citizens' sensitization about values of mass enrollment

Recommendations

For the enrollment exercise

- 🌐 The NSIS should clarify and respond to questions around the legality of registration of those under 18, which according to the Uganda Citizenship and Immigration Control Act, 2009 is supposed to be sanctioned by a parent or a guardian
- 🌐 CCEDU also implores the EC to respond to concerns raised by stakeholders including some political parties in respect to the legality of drawing the voter register from the national ID database vis-à-vis the mandate of the EC
- 🌐 There is need to amplify the message to the effect that in order to vote in 2016, one should have been registered under the on-going national ID project

Recommendations

For the enrollment exercise

- 🌐 Since the main challenge with the kits was batteries running low, power back-ups should be enhanced
- 🌐 Sensitization of the masses should be widespread so the people who are against registration can be brought on board e.g. the 666 religious sect in Kamuli
- 🌐 More enrollment kits should be provided in rural areas
- 🌐 Measures to help people with special needs should be a priority
- 🌐 Strict supervision on times of start, closure and presence at the centres should be done by outsiders in addition to the parish/sub-county supervisors
- 🌐 Signage of registration centres should be enhanced to aid visibility