

DETERMINANTS OF EFFECTIVE CIVIC REGISTRATION IN KENYA

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©2019

International Academic Journal of Law and Society (IAJLS) | ISSN 2519-772X

Received: 4th July 2019

Accepted: 10th July 2019

Full Length Research

Available Online at:

http://www.iajournals.org/articles/iajls_v1_i2_121_137.pdf

Citation: Jimale, F. M. & Minja, D. (2019). Determinants of effective civic registration in Kenya. *International Academic Journal of Law and Society*, 1(2), 121-137

ABSTRACT

Registration of people is nationally acknowledged procedure for promoting security, economic and political advancements advancing security, monetary and political. The delay in registration of persons denies Kenyans services which they are supposed to receive from the government offices. The study aims at establishing the determinants of effective civic registration in the National Registration Bureau. The study was guided by the following objectives; to determine the extent to which ID processing affect issuance of national identity cards, to examine the extent to which resources affect production and issuance of National ID cards in Kenya, to establish the extent to which technical capabilities affect production and issuance of National ID cards process and establish how approaches to the production and issuance of National ID cards affect the effectiveness of the process. The study employed descriptive survey design. The study targeted the 1150 National Registration Bureau staff in working in the production and issuance section and ID applicants. Stratified sampling technique was used to select 120 staffs an equivalent to 10.4% of the total population. Also the purposive sampling technique was used to select 10 ID applicants. The study use primary data which was obtained from questionnaires to

INTRODUCTION

Registration of people is nationally acknowledged procedure for promoting security, economic and political advancements advancing security monetary and political (Farivar, 2012). Persons registered are issued with identification cards to accomplish the development agenda. If issued in the form of a small, mostly standardized card, it is usually called identity card (ID). Countries

the managers and interview schedules to the ID applicants. The collected data was analyzed quantitatively and qualitatively with aid of Statistical Package for Social Sciences (SPSS version 21). The analyzed data was presented using frequencies tables, pie charts and bar graphs. The results revealed that delays of registration and issuance of National ID card is due to insufficient resources. These involved lack of infrastructure, human resource and general capacity development of the department. Also, delay and insufficient of budget allocated to the civic registration could result in delay of issuance of National ID card. Centralized registration system is security friendly and therefore should only be improved. The study concluded that there are insufficient resources. Limited budgetary allocations hindered National Registration Bureau's ability to meet public expectations at district and divisional levels. The shortage in the supply and availability of necessary materials for Identity card production resulted in delays in the registration process. The study recommended that the Ministry of Finance increases the budgetary allocation to the National Registration Bureau at the national. Priority should be given to development of physical infrastructure at the district level, personnel recruitment and installation of production machines.

Key Words: *civic registration, Kenya*

which don't have formal personality records may require informal documents. Without a formal personality document, driving licenses can be utilized as a part in numerous nations as a technique for proof of identity, though a few nations do not acknowledge driving permit license for identification proof, often because in those nations they do not expire as documents and can be old and easily forged. However, most countries acknowledge passports as a form of identification.

According to Iwacu (2012) in many countries the rule is that foreign citizens need to have their passports or occasionally a national identity card from their country accessible at any time if they do not have residence permit in the country. Data present in the document or in a supporting database may incorporate the bear's full name a picture photograph, age birth date, address, an identification number, profession or rank, religion, ethnic or racial, restrictions and citizenship status. New technologies could allow identity cards to contain biometric information, such as photographs, face, hand or iris measurements, or fingerprints. The electronic identity cards or e-IDs are as of now accessible in countries, for example, Hong Kong, Malaysia, Estonia, Finland, Belgium, Guatemala, Portugal, Morocco and Spain (Farivar, 2012). The model of passport invented by King Henry of England is considered by some to be the earliest identity document. Photos started to be attached to passports and other photos IDs in the early decades of the twentieth century after photography became widespread. Before World War I many people did not have or need identity documents.

In the Holland, identity card is applied for and issued to a citizen of age 16 years or above at the Municipality where one resides and at a Dutch embassy for citizens living abroad in span of two weeks; the record is utilized when one applies for welfare benefits and to open bank accounts and police officers may request to see it for security support. The National Registration Department of Malaysia (2013) states that citizen of age 12 years are issued with identity cards inside 10 days on production of their birth certificates and parents' or guardians' identity cards.

In Africa a few countries have made identity card compulsory for citizens. For example in Egypt, it is compulsory for all citizens aged 16 or more to possess ID card. It is generally called el-bitega. It is utilized for opening or closing a bank account; registering at a school or university; registering the number of a mobile or landline telephone; passport, any social services or grants, registering to vote and voting in election and registering as a tax (Farivar, 2012).

Kenya National Identity Card is the main and legal identification document recognized in Kenya. You must provide it to open a bank account, register a business, for employment, acquire a driving license, and transact mobile phone banking and many other uses that require proof of identity. The Identity Card has a crucial link to citizenship and nationality in Kenya and is at the core in determining the extent to which an individual enjoys his/her fundamental rights and freedoms within our borders (Maureen & Katherine, 2008). In Kenya, a national Identity card is the hallmark of citizenship. Individuals denied national IDs are reduced to second class status or de facto statelessness.

The Ministry of State for Immigration and Registration of Persons in the Office of the Vice President was created to provide Immigration and National Registration Services by creating and maintaining a comprehensive population database, registration, identification and travel documents. The ministry's Vision is to be a global leader in population registration and migration management. The Mission is to enhance national security and socio-economic development by maintaining a comprehensive population data base, proper migration management and timely registration and issuance of secure identification documents (Mwanatongoni, 2011).

The Ministry contains five departments to be specific Immigration, Refugees Affairs, Civil Registration and National Registration Bureau, Integrated Population Registration Services and National enrollment Bureau. National Registration Bureau (NRB) was built up in 1978. It upholds the Registration of Persons Act (Cap 107), Laws of Kenya, which accommodates the obligatory enrollment and issuance of Identity Cards to all Kenyans who have attained the age of 18 years or more. The Sixth Chapter of the Constitution of Kenya is the standard structure of Kenyan Citizenship, while the Kenya Citizenship Act outline the method of acquiring Kenyan citizenship either by registration or birth .The core functions and operations of the department are ordered through an Act of Parliament: Chapter 107 Laws of Kenya. The capacities include: Identification and registration of every single Kenyan citizen who have attained the age of eighteen (18) years or more, Production and issuance of identification documents, Management of a comprehensive database of every all registered people enrolled individual, Detection and anticipation of illicit registration. National Registration Bureau vision is to be a main supplier of secure Identification Services in the Region. The mission is to contribute to National security, Social monetary and Political Development of the Country by recognizing, registering and issuing Identity Cards to Kenyan residents of age 18 years or more, and to keep up a Comprehensive register for use by authorized agencies (MIRP, 2013).

A study by Kenya National Commission on Human Rights (KNCHR) (2013) on the Issuance of National Identity Cards in Kenya examined the vetting policy and found that the policy of vetting Kenyan-Somalis, Nubians, Kenyan Arabs, Maasais and Tesos is discriminatory and violates the principle of equal treatment. The study also found that the whole process of application and collection of ID cards is impeded by unnecessary delays, demand for documents that are not provided for in law by registration officials to prove citizenship such as land title deeds, grandparents' ID cards and payment of bribes to registration officials (KNCHR, 2013). The purpose of this study is to examine the factors influencing the production and issuance of the National ID cards by the National Registration Bureau in Nairobi with an aim of supplying scholarly literature and evidence for appropriate policy interventions.

According to Ilado (2011) the delay in registration of persons denies Kenyans services which they are supposed to receive from the government offices. Osumba (2011) argued that the delay in the issuance of the National Identity card has been prevalent in Kenya and is expected to cause

some adverse effects on citizens, particularly youths since without the identity cards they are unable to carry out any officials' transactions. Some youths wait for even up to seven months to receive their id cards as opposed official waiting period of 37 days indicated in the service charter of the department of National Registration Bureau. The Kenya Truth, Justice, and Reconciliation Commission report (GOK, 2013) reveals that the delay in issuance of identity cards hinders youths' access to loan for University education in North Eastern region of Kenya. Due to the delay Kenyans are forced to forfeit their University loans, travel documents, employments opportunities, economic and political developments undertakings (Naodo, 2011). The study therefore aimed to establish determinants of effective registration at National Registration Bureau, Kenya.

National Registration Bureau

National Registration Bureau was established in 1978 to implement and enforce the Registration of Persons Act (Cap 107), Laws of Kenya. The Act provides for compulsory identification, registration and issuance of identity cards to all persons who are citizens of Kenya and who have attained the age of eighteen years and above. National Identity Cards play an important role in the security, social economic and political development of the country through identification of Kenya citizens, facilitating voting process and promoting economic activities.

The entire procedure of application and issuance of personality cards, as indicated by KNHRC (2013) is faced with various complaints from the politicians and citizen lodged at National Registration Bureau (NRB) concerning time taken to produce Identity Card particularly the electioneering period since one needs to have an identity card so that one can register as a voter. According to KNHRC (2013) the whole process of application and collection of Identity Card cards is impeded by unnecessary delays. An Identity Card is a right and there is a need for a paradigm shift from the colonial objectives of identification to new paradigm of seeing identification as a form of enhancing one's opportunities to enjoy human rights and freedoms. Delays in the issuance of ID cards from the time of application to the time of collection were common complaints received across the districts. The official waiting period between the time of application and collection is at least one month according to the new service charter. But this time line was not observed in many cases meaning that most Kenyans in affected areas have lost faith in the system. There is high centralization of the registration process in National Registration Bureau. This means that all applications have to go to the National Registration Bureau in Nairobi for verification and eventual printing of Identity Card. The applications are sent in hard copies by regular mail. Once the identity cards are produced, they are sent back to the respective districts via Electronic Mail Services (EMS) mail. This process, according to the National Registration Bureau, is supposed to take approximately 30 days. As we have a centralized card production facility National Registration Bureau rely on courier companies to deliver cards to the owners (KNHRC, 2013).

However, if the applicants were to quantify the costs occasioned by these productions of Identity Card delays, it is clear that Kenyans are paying dearly for this inefficiency. If one was to ask how much it costs to travel to the district headquarters, it appears that the delay imposes an extra burden especially on poor Kenyans living in marginal areas and they thus have to pay more on account of the longer distances to the headquarters.

STATEMENT OF THE PROBLEM

KNHRC (2007) noted that issuance of the National Identity card is faced by numerous challenges. The delay in registration of persons denies Kenyans services which they are supposed to receive from the government offices (Ilado, 2011). Osumba (2011) argued that the delay in the issuance of the National Identity card has been prevalent in Kenya and is expected to cause some adverse effects on citizens, particularly youths since without the ID cards they are unable to carry out any official transactions. The Kenya Truth, Justice, and Reconciliation Commission report (GOK, 2013) reveals that the delay in issuance of ID cards hinders people from accessing government services such as credit from government parastatals, travel documents, employments opportunities, economic and political developments undertakings among others. The study is therefore aims at establishing the determinants of effective civic registration in the National Registration Bureau.

RESEARCH OBJECTIVES

1. To determine the extent to which ID processing affect issuance of national identity cards
2. To examine the extent to which resources affect production and issuance of National ID cards in Kenya.
3. To establish the extent to which technical capabilities affect production and issuance of National ID cards process.
4. To establish how approaches to the production and issuance of National ID cards affect the effectiveness of the process.

THEORETICAL FRAMEWORK

Open System Theory

The study will be guided by the open system theory of management. The system approach was developed during the late 1950's. The fundamental features of the systems approach are as follows: an organization is a system consisting of many interrelated and interdependent parts or subsystems. These elements are arranged orderly according to some scheme such that the whole is more than the sum of the parts (Nisar, 1997). For example if organization is taken as a system, production, finance and other departments are its subsystems; as a system an organization draws inputs (energy, information, materials) from the environment. It transforms these inputs and returns the output back into the environment in the form of goods and services; every system is a

part of system (environment); organization is an open system and it interacts with its environment. It is also a dynamic system as the equilibrium in it is always changing. An organization operates in a dynamic environment which cannot be predicted with certainty therefore it is probabilistic (McNamara, 2005).

Management is expected to regulate and adjust the system to secure better performance. Management involves taking into account many variables which are interrelated and interdependent. This multivariate aspect of management suggests that there is no simple cause and effect relationship. To ensure the survival and growth of an organization management must continually adjust and adapt it to the changing environment (Kauffman 1980).

The system theory, adopted for this study views the department (NRB) as a system consisting of many interrelated and interdependent subsystems working in union to achieve a common goal. The influencing factors were also conceived. Thus each hypothesized element: registration procedures and systems, human resources and finance resources, office facilities and IT competences which can each affect the delivery time of National Identification card. But all of them together they have a whole effect as they are interdependent in the registration process.

Since open system organization (NRB) interacts with the environment, the factors influencing the system are functions of the interaction. The system cannot therefore at all times retain its equilibrium. To regain its equilibrium it must adjust according to the demands from the environment. This therefore means that the Department of National Registration Bureau would only have an acceptable service delivery by positively responding to the societal needs in terms of quick and quality service delivery. Identity card seekers can only meet their obligations when the legal framework is rational and well publicized. They can also obtain satisfaction if services are provided within in good time without straining for it.

Processing of National Identity Cards

Registration of Persons has long been advocated as a means to enhance national security, unmask potential criminals, chiefly terrorists and guard against illegal immigration. To operate within the law and satisfy the customers (ID card seekers) the department of National Registration Bureau has circulated the service charter which indicates the registration requirements, services offered, costs of and timelines within which such services are delivered (GOK, 2011).

Study by Onyango (2014) on factors influencing timely registration of Persons in Kisumu City indicated that delay in the issuance of identity cards to the applicants in Kisumu City during the period between the months of January 2012 and April 2014. The findings also revealed that the number of identity cards received in excess of the number of identity cards expected during the month. This also implies arrears of identity cards which ought to have been received in the previous months. The rejections are taken as deviations from set standards of registration of

persons detected at the Production Center Nairobi. The sum of applications represented in the variance and rejection columns are the number of persons (13,875) whose identity cards could not be delivered in good time during the period which attracted public outcry from time to time (Osumba, 2011).

The delay in registration of persons denies Kenyans services which they are supposed to receive from the government offices (Ilado, 2011). Osumba (2011) argued that the delay in the issuance of the National Identity card has been prevalent in Kenya and is expected to cause some adverse effects on citizens, particularly youths since without the ID cards they are unable to carry out any official's transactions. He further observes that some youths wait for even up to seven months to receive their id cards as opposed official waiting period of 37 days indicated in the service charter of the department of National Registration Bureau (GOK, 2013). The study is therefore aim to establish the determinants of effective civic registration in Kenya at the national registration bureau.

The KNCHR (2007) observes that delays caused thereby are painful and expensive to an applicant (identity card seekers). It therefore recommends that the law that governs the registration of persons in Kenya be amended to address issues such as: to resolve disputes regarding registration, it would be advisable to establish an identity cards tribunal with the requisite legal capacity which will oversee faster resolution of the disputes. In this regard the causes of rejection of issuance of identity card shall be communicated to the registration centre and then to the applicant without any undue delay. Any dispute arising from the registration process should in the first instance be referred to the identity cards tribunal which shall be an expert body to deal with complaints from all stakeholders. The law should also provide for an appeal process for persons not satisfied with the decision of the tribunal by allowing for appeals to the Minister whose decision shall be final in the circumstances.

Initial registration requires proof of citizenship and age before one is registered (section 8 of registration of persons Act, chapter 107, Kenya Laws). The age documents namely birth certificates or school leaving certificate or notification of birth certificates or age assessment certificate signed by a qualified medical officer of health or baptismal card signed by a minister of a religious organization immediately following ones birth day are documents not easy to obtain. Many people do not have the document because not all are literate to obtain the documents hence producing them during the registration process becomes costly to low income identity card seekers as they walk up and down visiting various offices to acquire the documents to enhance their registration process. Many people lose their parents at a tender age and therefore cannot produce their parents identity cards to ascertain their citizenship; getting a letter from their respective chiefs confirming lack of their parents' identity cards is cumbersome as tracing the chiefs for such letters means spending money for transport and un official payments to the chief dishonest registration officials. The Kenya Truth, Justice and Reconciliation Commission

report, (GOK, 2013) indicates that it is difficult to get identification certificates for registration from the chiefs.

The registration procedures create unnecessary costs and delay in delivery of identification cards to the identity card seekers. Application for duplicate identification card in case of loss of an identity card requires police abstract and photocopy of the lost identification card. It is easy for the registration officials to demand production of the documents but it is a big task for the applicants to produce them. The process of obtaining is too long (KNCHR, 2012). Sometimes one goes through the process yet the abstracts cannot be accessed due to shortage of papers to produce them.

Many people lose their identification cards before producing their photocopies. It is not therefore possible that everybody who loses his/her identification card can produce its copy to facilitate application for duplicate card. This becomes a big challenge for many duplicate applicants who cannot produce their identification cards' photocopies (GOK, 2009). Applications for change of particulars may even take a longer period to be processed compared to duplicate application; birth certificate for change of date of birth on identity card, deed poll for change of all names in the identification card; parents' consent for adaptation of one's husband's name and divorce certificates for removal of one's former husband's name and adopting one's father's or husband's name are not obtainable within a short period of time (GOK, 2011).

Influence of resources availability on issuance of National Identity Cards

The Ministry of Finance has a strategic responsibility of the management of revenues, expenditures and borrowing by the government. The Ministry must ensure that it mobilizes adequate resources to support government programmes and activities. According to the minutes tabled in the Parliament of Kenya, a foreign company has been contracted to produce the cards and also purchase the materials needed in their production. The contract for the current company expires at the end of this year and Sh320 million is needed for the production of the new cards. The current company is however owed Sh619 million for the production of identity cards. Of this, Sh119 million is a debt carried forward from the previous financial year while Sh500 million is the cost for production of cards in year 2008/2009, according to the minutes. The budgetary allocation for the last financial year was insufficient and the supplementary allocations in the same year were delayed thus the incurred debt had to be carried forward to this financial year," the committee was told (Nyataya, 2009).

Funding for the department of registration has over the years been inconsistent. There were indications that major funding occurred only when "it is about an electioneering year." Most of this funding is specifically meant to facilitate the registration of new persons to enable them register as voters. The inconsistent funding of the department results in lack of infrastructure, human resource and general capacity development of the department. Limited budgetary allocations hindered National Registration Bureau's ability to meet public expectations at district

and divisional levels. There were several reported cases of shortage in the supply and availability of necessary materials for Identity card production. This resulted in delays in the registration process. There were several reported cases of shortage in the supply and availability of necessary materials for Identity card production. This resulted in delays in the registration process. Crucial materials that were reportedly in short supply included: application forms (computer paper), films at district (application) levels and printing materials (security paper) at headquarters (processing level) (KNHCR, 2012).

Moon (2002) declared that the lack of financial resources is considered as significant obstacle to the civic registration systems in many countries. It is necessary to ensure the availability of the existing and expected budgetary resources in order to achieve the goals. The most serious and significant barrier to the implementation civic registration system at national level is a lack of money; information systems implementation is expensive. Carvin et al., (2004) stated that because of the high cost of implementation and maintenance the computer systems, many countries are in a dilemma of funding e-government programs, even when a government entity has a plan for effective and accessible of registration process.

Influence of technical capabilities on issuance of National Identity Cards

As new technologies are driving and reshaping Governments throughout the world by improving public services delivery and engaging citizens National Registration Bureau is yet to fully utilize Information Communication Technology (ICT) because of poor infrastructure, inadequate human capacity and legal framework. Improving Public Service Delivery and Citizens Engagement through E-Government (Electronic Government) is the current topic under discussion following its recognition in promoting and improving efficiency in public services delivery and strengthening citizen's participation and engagement.

The governments in Africa should migrate from manual tasks to automated processes in order to minimize corruption and increase efficiency and productivity. The issue of performing manual tasks at government institutions is counterproductive, inefficient, and a recipe for dishonest public servants to steal public funds without trace; thereby, making more people desiring to do the same despite of knowing that is wrong consciously. Public funds belong to the country and need to be used for the greater good of everyone through infrastructure, social, and economic developments. So, the Government of Liberia needs to do everything in its power to prevent some of its employees from stealing public funds with impunity or paying some of its employees' wages for performing inefficient tasks and delivering spaghetti deliverables with PRIDE like in the case of the Tax Collectors from the Ministry of Finance until they were caught (Mandeh, 2012).

According to Kenya National Commission on Human Rights (2006) study recommendations the Government of Kenya should ensure full computerization to enable the provincial centers to access data with ease. It will enable the NRB to monitor the work of the District Registrars

through the central register and would only require soft copies of registration forms. The National Commission recommends that: The Ministry of Immigration in conjunction with others should fast-track formulation and implementation of the proposed Integrated Population Registration System (IPRS) – bio-metric system of registration. The targeted period of completion should not be later than 2012.¹⁸

According to Al-Khouri, (2006), the national ID system incorporates the latest technological advances. The system guarantees secured communication throughout the system's national network structure by using Virtual Private Network (VPN) technology and an associated technical Public Key Infrastructure (PKI). The fingerprint-based biometry provides the means to ensure a single identity for each applicant and to authenticate the identity of the Identity card bearer. In principle, the national Identity system is designed to provide three primary operations, Population Register and Document Imaging Management (PRDI). The National Identity system maintains the Population Register that records information about every United Arab Emirates (UAE) citizen and legal resident registered on the system and assigns a unique. Identification Number (IDN) to each person. The system is currently sized to manage five million records. It provides the means to record events such as births, marriages, divorces and deaths, as well as the updating variable (constantly of changing) information such as address, education, employer, etc. The National Identity system also stores images of the official support documents presented during the application for an Identity card or on events declaration on the Population Register.

The National identification system includes a process for the enrollment, processing, production and delivery of identification card. This process is adapted for the first application for an identification card including the renewal of an expired Identity card or placement of a damaged, lost or stolen Identity card. The Identity card produced by the national Identification system includes biometric fingerprint-based authentication capabilities and uses a public key infrastructure (PKI) that is adapted for future e-government and e-commerce usage. Monica Yanez-Pagans et al carried a study on Information technologies and provision of national identification cards by the Bolivian Police. He investigated the potential of information technologies to improve public service delivery and empower citizens in the context of two unusual randomized natural experiments occurring within one particular bureaucratic process: the renewal of a national identification card by the Bolivian Police. The first natural experiment arises from the random assignment of both police officers and applicants to a manual or digital renewal process, which is identical in all aspects except that the digital process makes use of information technologies as part of the renewal process that introduce efficiencies within the process.

Approaches used in issuance of National Identity Cards

Decentralization is the transfer of authority and responsibility for public functions from the central government to subordinate or quasi-independent government organizations and/or the private sector is a complex multifaceted concept (Litvack and Seddon 2000). In a world where

most governments have experienced the pitfalls of centralized public service provision, mainly: opaque decision-making, administrative and fiscal inefficiency, and poor quality and access to services, the theoretical advantages of decentralization have become extremely appealing. In general, the process of decentralization can substantially improve efficiency, transparency, accountability, and responsiveness of service provision compared with centralized systems. Decentralized public service provision promises to be more efficient, better reflect local priorities, encourage participation, and, eventually, improve coverage and quality. In particular, governments with severe fiscal constraints are enticed by the potential of decentralization to increase efficiency. Beneficiary cost recovery schemes such as community financing have emerged as means for central governments to off-load some of the fiscal burden of education service provision (World Bank, 2013).

According to, KNCHR (2006), high centralization of the registration process in Nairobi, means that all applications have to go to the National Registration Bureau in Nairobi for verification and eventual printing of identity cards. The applications are sent in hard copies by regular mail. Once the ID cards are produced, they are sent back to the respective districts via regular mail. This process, according to the NRB, is supposed to take approximately 30 days. But residents from the sample districts (with the exception of Nairobi) reported that in reality the feedback process could take as long as 2 years.

The Emirates Identity Authority in 2011 announced that it has printed 1,151,593 ID cards in its Emirates Smart Card Factory since the factory was inaugurated in mid-December 2011. The Population Register Department now wants to carry out a decentralized printing project, which provides the service of printing identity cards inside registration centers for registration, renewal and replacement transactions. The first phase of the project, installed decentralized Identity card printing machines in four registration centers; namely, Musaffah and Al Wahda centers in Abu Dhabi, Al Barsha Center in Dubai and Sharjah Center. (Abdul, 2012)

RESEARCH METHODOLOGY

Research Design

The study employed descriptive survey design. A research design is a programme to guide the researcher in collecting, analyzing and interpreting observed facts (Orodho, 2003). Orodho (2003) goes ahead to define descriptive survey method of collecting information by interviewing or administering a questionnaire to a sample of individuals. This is because the descriptive design provides factual and accurate systematic data as confirmed by Mugenda and Mugenda (2003). Also survey has the advantage of having the potential to provide a lot of information from a quite large sample of individuals. Mugenda and Mugenda (2003) points out that descriptive studies are not only restricted to fact finding but may often result in formulation of important principles of knowledge and solution to significant problems. The design is

appropriate in gathering information from National Registration Bureau (NRB) staff, the public about the knowledge on the determinants of effective civic registration in Nairobi, Kenya.

Target Population

The study targeted the National Registration Bureau staff in working in the production and issuance section and also the ID applicants. Hence, the study targeted about 1150 workers since these are the key people who are the beneficiaries and who work and know the system they can therefore easily identify with the production and issuance process.

Sampling Techniques and Sampling Size

Kothari (2004) highlighted that time and resources allow a researcher to take a big sample as possible. However, sample size depends on factors such as number of variables in the study, type of design, methods of data analysis and size of accessible population. Mugenda and Mugenda (2003) stated that in stratified random sampling where population within each stratum is known, a sample of 10% - 30% is adequate representation of data collection. Also, the purposive sampling technique was used to select 10 ID applicants. The study employed simple random sampling techniques as per Kothari (2004) noted that simple random sampling is a probabilistic sampling technique which ensures each subject, object or respondents to have an equal chance of representation. The list which contains the names of all the staff at the production and issuance section was used as a sampling frame for the study. Using this technique, 120 respondents were selected; this is equivalent to 10.4% of the total population. Since this is a descriptive study, according to Mugenda and Mugenda, (2003) and Gay, (1981) 10 percent of the accessible population is considered adequate for descriptive study.

Research Instrument

This study depends on primary data which was obtained from questionnaires and interview schedules. According to Orodho (2004), a questionnaire is the most commonly used method when respondents can be reached and are willing to co-operate. Interview schedules helps act as a means of eliciting the feelings, beliefs, experiences, perceptions of attitudes of some sample of individuals. Questionnaires contained structured and unstructured questions and was used to collect data from sampled managers. The questionnaire was divided into five parts where the first part was used to obtain data on the respondents' background information while the other sections were used to obtain data on the research variables.

Data Collection Procedures

Data was collected from sampled population of 120 staff working in the National Registration Bureau in the production and issuance department. The questionnaires were administered by researcher assistant and the questions were structured and unstructured. The structured questions were used to measure subjective responses. The researcher was available to clarify on any

questions that might be unclear to the respondents. Questionnaires had introductory part briefly explaining the purposes of the study, how confidentiality will be maintained and precise instructions on how to respond to the items.

Data Analysis Techniques

After the data collection, data was cleaned by checking for any missing or inaccurate data. The collected data was then analyzed quantitatively and qualitatively with aid of Statistical Package for Social Sciences (SPSS version 21). Quantitative data was analyzed using descriptive statistics such as frequency and percentages and presented using tables. Qualitative analysis involves grouping all data that was similar in content. It was organized in the relation to the research objectives and then analyzed by cross referencing and establishing thematic categories in the data.

RESEARCH RESULTS

The results revealed that delays of registration and issuance of National ID card is due to insufficient resources. These involved lack of infrastructure, human resource and general capacity development of the department. Some of the ID card production equipment in place was nearly obsolete, it has too many mechanical parts and requires a lot of supervision which makes the registration long and labour intensive.

There were several reported cases of shortage in the supply and availability of necessary materials for Identity card production. This resulted in delays in the registration process. Crucial materials that were reportedly in short supply included: application forms (computer paper), films at district (application) levels and printing materials (security paper) at headquarters (processing level). The availability of finance resources enhance the department to purchase the require resources in processing of Identity Card.

The finding revealed that majority 64.1% agreed that the managers are skilled with new technology while only 35.9% of the staffs were unskilled. Even though the managers are skilled with the new technology, registration and issuance of National ID card still take time. This show that there are other factors hindering the processing and issuance of national ID card. These factors could be inadequate staffing, insufficient funding, insufficient production materials among others.

Lastly, the results revealed that majority 96.3% of the respondents suggested that the production of national identity cards is centralized that. Centralized registration system is security friendly and therefore should only be improved. However, depending upon the information provided by the applicant, additional time can be devoted to communicating with the issuers of the documents or with other government agencies as needed.

CONCLUSIONS

From the study findings it can be concluded that:

There are insufficient resources. Crucial materials that were reportedly in short supply included: Application forms (computer paper), films at regional (application) levels and printing materials (security paper) at headquarters (processing level). The inconsistent funding of the department results in lack of infrastructure, human resource and general capacity development of the department. Limited budgetary allocations hindered National Registration Bureau's ability to meet public expectations at district and divisional levels. The shortage in the supply and availability of necessary materials for Identity card production resulted in delays in the registration process.

Technology has not been fully implemented in application of Nation identity card. However the study revealed that the system is been used to a small extent to register Kenyans. For full benefits of the electronic NPR to be accrued the system needs to be fully implemented. Most of registration works in at the headquarters were done manually. The study also noted that registration equipments breakdown frequently and that the National Registration Bureau lacked adequate resources to facilitate fast and efficiency processing of National identity card. This lack of the infrastructure contributed to the delay in process of issuance of identity cards. The centralization of database at national registration bureau will enhance fast verification of applicant details, processing and issuance of identity card.

A national ID system is a centralized system. There are a variety of fiscal arrangements to fund identity systems, although in most cases they are funded as line items in the national budget. On the whole, identity systems are underfunded and under-resourced. The lack of ICT infrastructure, including internet and power, is a major barrier for the extension and utility of identity ecosystems in the county.

RECOMMENDATIONS

Based on the findings of the study the following recommendations were made:

1. To improve the success of National Population Register implementation in Kenya, the study recommends; collaboration among the stakeholders implementing the system, improving planning and coordination during implementation, prudent use of financial resources allocated for the systems, setting of clear guidelines to facilitate sharing and protection of individual's data, sufficient installation of ICT infrastructure to support implementation process.
2. The Ministry of Finance increases the budgetary allocation to the National Registration Bureau at the national. Priority should be given to development of physical infrastructure at the district level, personnel recruitment and installation of production machines.

3. All regional Registrars should be allocated computer facilities to be able to create records, which then can be sent to national office as soft copies. Computerization will improve efficiency in the registration process significantly and reduce delays.
4. Harmonization with Independent Electoral and Boundaries Commission to avoid duplication needs to be considered as a matter of priority.
5. Training of employees should be emphasizes. This will advance knowledge and skills in processing of identity cards.
6. All relevant information regarding registration should be placed on notice boards and at public places to ensure accessibility.

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