THE UNITED REPUBLIC OF TANZANIA

NATIONAL AUDIT OFFICE

PERFORMANCE AUDIT REPORT ON REGISTRATION AND ISSUANCE OF NATIONAL IDENTIFICATION CARDS AS PERFORMED BY NIDA

REPORT OF THE CONTROLLER AND AUDITOR GENERAL
OF THE UNITED REPUBLIC OF TANZANIA
MARCH, 2021

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NATIONAL AUDIT OFFICE**

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PREFACE

The Public Audit Act No. 11 of 2008, Section 28, authorizes the Controller and Auditor General to carry out Performance Audit (Value for-Money Audit) for the purpose of establishing economy, efficiency and effectiveness of any expenditure or use of resources in the Ministries, Departments and Agencies (MDAs), Local Government Authorities (LGAs) and Public Authorities and other Bodies. The Performance Audit involves enquiring, examining, investigating and reporting on the use of public resources, as deemed necessary under the prevailing circumstances.

I have the honor to submit to Her Excellency, the President of the United Republic of Tanzania, Hon. Samia Suluhu Hassan and through her to the Parliament, a Performance Audit Report on Registration and Issuance of National Identification Cards to all eligible Citizens.

The report contains findings, conclusions and recommendations that are directed to both the Ministry of Home Affairs and National Identification Authority (NIDA).

The Management of the Ministry of Home Affairs and National Identification Authority (NIDA) were given the opportunity to scrutinize the factual contents and comments in the draft performance audit report. I wish to acknowledge that the discussions with the Ministry of Home Affairs and National Identification Authority (NIDA) were very useful and constructive.
My Office intends to carry-out a follow-up audit at appropriate time with regard to the actions taken by the audited entities in relation to the recommendations provided in this report.

To ensure successful completion of this assignment, my Office subjected the performance audit report to critical reviews of the subject matter experts namely; Dr. Amina Suleiman Msengwa, Lecturer, University of Dar Es Salaam and Dr. Francis A. Mwaijande, Lecturer, Mzumbe University
This report has been prepared by Mr. Elisante E. Mshana – Team Leader and Mr. Gerald A. Nduye – Team Member under the supervision and guidance of Ms. Esnath N. Henry - Chief External Auditor, Mr. George C. Haule – Assistant Auditor General and Mr. Jasper N. Mero – Deputy Auditor General.

I would like to thank my staff for their commitment in the preparation of this report. My thanks should also be extended to the Ministry of Home Affairs and National Identification Authority for their cooperation with my office which facilitated timely completion of this report.

Charles E. Kichere,
Controller and Auditor General,
Dodoma, United Republic of Tanzania,
March, 2021

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ACRONYMS AND ABBREVIATIONS

AfDB - African Development Bank

BVR - Biometric Voters Registration

DC - District Council

DRO - District Registration Officer

FAT - Factory Acceptance Test

GAO - Government Accountability Office

GN - Gazette Note

LGAs - Local Government Authorities

MDAs``- Ministries, Departments and Agencies

MEU - Mobile Enrolment Unit

MoHA - Ministry of Home Affairs

NAOT - National Audit Office of Tanzania

NIDA - National Identification Authority

NIDs - National Identification Cards

NIN - National Identification Number

OC - Other Charges

R.E - Revised Edition

RO - Registration Officer

SAT - Site Acceptance Test

SDGs - Sustainable Development Goals

SIM - Subscriber Identification Module

TCRA - Tanzania Communication Regulatory Authority

WEO - Ward Executive Office

EXECUTIVE SUMMARY

Introduction

Establishment of universal and effective identification system is one of the three pillars of Sustainable Development. Other pillars are such as design of a robust, secure, responsive, and sustainable governance: building trust by protecting privacy and user rights. This is also, important for a country to attain Target Number 16.9 of the United Nations Sustainable Development Goals (SDGs), which aims to "provide legal identity for all" by 2030. Cognizant to SDGs, Tanzania National Five-Year Development Plan (2016/17-2020/21) articulates the country plan to register and issue National Identification Cards to all eligible citizens who have attained above 18 years of age by June 2021. Following this decision, the Tanzania National Identification Authority (NIDA) began registering citizens for the National Identification Cards (NIDs) in February 2012. Despite the noted importance of National Identification Cards, there have been delays in their issuance to citizens.

Since the commencement of National Registration exercise in 2012/13, only 5,621,350 registered citizens out of the 21,692,122 equivalents to 26% had received National Identification Cards by June 2020. This was associated with printing challenges. In addition, as of June 2020, 18,187,698 (84%) out of 21,692,122 Tanzanians had been issued with National Identification Numbers, but had not received the respective National Identification Cards.

The National Identification Card is essential and helpful for achieving many of the goals and targets related to SDG's and helping the eligible citizen to access various services such as financial, health and education services and improving gender equality and empowerment for personal and country development at large.

Audit Objectives

The main objective of the audit was to assess performance of the Ministry of Home Affairs through the National Identification Authority (NIDA) towards the country's goal of ensuring that Tanzanians aged 18 and above are registered and issued with National Identification Cards in order to enhance their access to socio-economic services.

Focus of the Audit

Focus of the audit was on assessing measures taken by the government in ensuring that all eligible Tanzanians aged 18 and above are registered and issued with National Identification Cards. This included assessing coverage of issuance of National Identification Cards; functioning of the processes and procedures for registration and issuance of National Identification Cards; allocation and utilization of resources for National Identification Cards, issuance of National Identification Cards, and adequacy of monitoring and evaluation of the registration process.

Audit Findings

The Audit Team came up with a number of findings in relation to the registration processes and issuance of National Identification Cards as summarised below:

- **Low Pace in the Coverage and Issuance of National Identification Cards**

The Audit Team noted an increase in registration of citizens from 8% in 2013/14 to 75% in 2019/20 as per the National Bureau of Statistics projection. Although NIDA managed to register 75% of citizens, only 19% of these citizens have been issued with the NID Cards. Generally, NIDA has not managed to register all eligible Tanzanians and issue them with ID cards as targeted in the Tanzania National Five-Year Development Plan (2016/17-2020/21).

NIDA was Unable to Meet the Registration Targets

The Audit Team analysed the attainment of registration against yearly targets and noted that NIDA was not able to meet its registration targets in all years covered by this audit. The lowest performance was in year 2016/17 whereby NIDA managed to register only four (4) percent of the targeted population and the highest performance was registered in 2017/18 during which 79% of the targeted citizens were registered.

The Audit Team also identified several reasons that caused variations in the performance of NIDA over the years. In 2013/14, the registration of citizens was conducted in Dar es Salaam, Zanzibar and Pilot in Kilombero. In 2014/15

the registration of Citizens was conducted in Coast, Lindi, Mtwara and Morogoro. In 2015/16, the Government stopped registration activities to allow registration of voters to continue as part of preparation for October 2015 General Elections. In 2016/17 despite the fact NIDA established Regional Offices and received 5000 BVR, the Authority did not conduct country-wide registration due to special audits and fraud investigations that were going-on at NIDA Head Quarters. In 2017/18 there was an increase in registration of citizens as a results of mass registration campaign in 27 regions and operationalization of 150 Districts Offices which coordinated the registration exercise.

- *NIDA was unable to meet Registration Targets in Regions:*
- *The Audit* Team noted that all regions managed to register more than 50% of the targeted citizens of 18 years and above but none of them was able to meet the set citizens registration targets. The Audit Team noted that Mjini Magharibi Region had the highest registration goal attainment, as it managed to register 88% of the targeted citizens, while Kagera Region had the lowest as it managed to register only 68% of the targeted citizens.

- *NIDA was Unable to meet Registration Targets in most of the Visited Districts:* the Audit Team noted that Dodoma Urban where 99 percent of the targeted citizens was registered had the highest registration achievements which could be attributed to an increase of population due to government decision to relocate the capital from Dar es Salaam to Dodoma while Ubungo with 18 percent had the lowest citizens registration achievements of all visited Districts. The other Districts with low citizens' registration achievements include Ngara (63%), Igunga (64%), Magharibi A (64%) and Nzega (63%) while the other districts with high performance were Kilindi (90%), Mjini (88%). The audit noted that the lowest percentage of registration at Ubungo was due to the fact that most of the targeted citizens had already been registered in Kinondoni which was the parent district to Ubungo.

Inadequate Mechanisms for Issuance of National Identification Cards

According to Section 7(1) of the Registration and Identification of Persons Regulations 2014, upon registration of a person under these regulations, the registration officer shall, within six months, issue a National Identification

Card to the applicant. The Audit Team noted a low pace and untimely issuance of National Identification Cards as highlighted below:

Only 19% of Tanzanians has NID Cards at National Level

Initially, NIDA planned to ensure that all targeted 27 million Tanzanians have National Identification cards by June 2021, however, the Authority managed to issue National Identification Cards to only 5,621,350 eligible citizens, equivalent to only 19% of the target.

Similarly, the Audit Team noted that NIDA did not issue NID cards to 16,107,483 citizens equivalent to 74% of the registered 21,728,833 citizens, as of June 2020. It was noted that the rate of issuance of National Identification Cards had decreased from 38.4% to 26% in 2019/20, apparently due to the increase in registration and decrease in production of National Identification Cards.

Untimely Issuance of National Identification Cards

The Audit Team revealed that acquisition of National Identification Card took longer than the stipulated time. The Audit Team noted that it took an average of 563 days (approx.12 months) for the registered citizens to receive their National identification cards, a period which is far beyond the standards required time of 180 days for a person to receive National Identification Card. It was noted that only 22% of the registered citizens received their National Identification Cards within 6 months period (0-180 days) while 78% of the registered citizens received their National Identification Cards after six months.

Moreover, the Audit Team noted that in all visited Districts, citizens had been waiting to receive their National Identification Cards for 765 days as at 11 December 2020.

There were several reasons that led to ineffective and untimely issuance of National Identification Cards to eligible citizens including; low pace in production of National Identification cards due to lack of First-generation Raw Cards for Production of NID cards, Inadequate Maintenance of NID Production Card Machines and Lack of Second-Generation Raw Cards, which consequently made NID Cards Production Machines unutilised.

(i) Low Pace of Issuing National Identification Cards

According to the National five years Development Plan (2016/17 – 2020/21), NIDA is required to issue National Identification Cards to all Tanzanians aged 18 and above by June 2020. However, the following were noted with regards to Issuance of National Identification Cards.

- *Significant Number of citizens in Regions had No NID Cards:* The Audit Team noted that Mjini Magharibi had 82% of registered citizens who had been issued with National Identification Cards. Dar es Salaam Region had 70% of the registered citizens, Kagera had only 3% of the registered citizens who had been issued with NID Card Dodoma had 20%; Tabora had 3%; and Tanga had 43% of the registered citizens who had received the National Identification Cards.

- *Significant Number of Citizens in Districts had not Received NID cards.* The Audit Team noted that issuance of National Identification Cards differed across districts. For example, in Ngara District only 3 percent of the registered citizens had received National Identification Cards which was the lowest rate of all the visited Districts, while the highest percentage was noted in Mjini Magharibi District where 87% of the citizens had received National Identification Cards. The issuance of National Identification Cards in other districts were; Bukoba 6%; Dodoma Urban 38%; Igunga 7%; Ilala 74%; Kilindi 34%; Kondoa 27%; Magharibi 87%; Ngara 3%; Nzega 3%; Tanga 67%; and Ubungo 23%.

(ii) Inadequate Allocation and Distribution of Resources for processing National Identification Cards

The following weaknesses with regards to distribution and allocation of resources for registration and issuance of National Identification Cards were noted;

- *Inadequate Allocation of Funds to Cater for Registration and Issuance of NID Cards Activities:* The Audit Team noted there was inadequate allocation of funds to cater for registration and issuance of National Identification Cards. The audit further noted that in the last three years NIDA allocated less than 38% of the disbursed amount for registration and issuance of National Identification Cards to Regional and District levels.

- *Uneven Distribution of Staff for Registration and Issuance of NID Cards:* The Audit Team noted that only 38% of 150 districts were equipped with three staff while more than 62% of the districts had one or 2 staffs. Moreover, 10 districts mostly rural districts in 9 regions had only one staff to conduct registration and issuance of National Identification Cards.

- *Considerable workload related to Registration and Issuance of NID Cards in some Regions:* The Audit Team noted there was a varied workload distribution among NIDA officials across regions. For example, NIDA officials in Kagera Region had a huge workload of staff to targeted citizen of 1:96,599 compared to officials in other regions. The Mjini Magharibi Region had the lowest ratio of staff to handle the targeted citizen of 1:33,029. Workload variations was also noted at the district level. The Audit Team noted that Nzega had the highest workload at ratio of 1:290,785 compared to other districts while Mjini District had the lowest workload of staff to targeted citizen which stood at the ratio of 1:40,727.

(iii) Inadequate Monitoring of Registration and Issuance of NID Cards

There was inadequate conduct of physical monitoring at Ministry of Home Affairs (MoHA) and National Identification Authority (NIDA) as indicated below;

- *Inadequate Monitoring and Evaluation Strategy by MoHA*

For a period covered by the audit, it was observed that MoHA managed to prepare Monitoring plan for all institutions under its mandate including NIDA by indicating timelines, estimated cost, responsible personnel and type of physical supervision that could have been conducted in all regions in the county. However, the Ministry, had not conducted any physical monitoring of the activities such as Registration and Issuance of National Identification Cards conducted by NIDA.

It was also noted that the Ministry of Home affairs had not effectively conducted Monitoring and Evaluation of NIDA with regard to activities planned to ensure there is effective and efficient identification, registration and issuance of National Identification Cards. According to interviews held

with officials at NIDA, the Ministry of Home affairs did not conduct any independent evaluation of NIDA's performance with regards to registration and Issuance of National Identification Cards.

- *Inadequate Conduct of Monitoring by NIDA*

We noted a decline in the conduct of physical monitoring activities at NIDA. The Audit Team noted that monitoring and evaluation were not adequately conducted by NIDA to assess attainment of registration and issuance of National Identification Cards. It was further noted that the number of physical monitoring of NIDA activities conducted decreased from 14 in 2014/15 to 4 in 2019/20. Currently, the M&E Unit rely much on quarterly implementation reports from different sections to assess overall performance of the entity.

- *Inadequate Development of Key Performance Indicators*

It was noted that the first NIDA Strategic Plan for the period 2012/13 - 2014/15 did not include Key Performance Indicators (KPIs) to measure the attainment of goals for registration and issuance of National Identification Cards. But the second NIDA Strategic Plan for the period 2019/20 to 2023/24 identified KPIs such as the number of registered individuals, number of NID Cards issued, for measuring progress in registration and issuance of National Identification Cards. The Audit Team noted further that NIDA has not set the clear indicators to measure the required time for registration and issuance process of NID cards to eligible citizens.

Audit Conclusion

NIDA has generally improved the Registration of Citizens in the country and developed a database of citizens who have been issued with National Identification Numbers but still struggles to be issued with National Identification cards. Delays in the Issuance of National Identification Cards has been a long-standing problem due to inefficiencies in all stages from registration to issuance of National Identification Cards.

Failure to issue the National Identification Cards to all eligible citizens is attributed to ineffective procedures and processes for registration and production of National Identification Cards due to inadequate utilization of the production machines, inadequate availability of resources such as tools,

human resources, financial resources and failure of NIDA and MOHA to adequately conduct Monitoring and Evaluation of performance of NIDA with regards to registration and issuance of National Identification Cards.

Audit Recommendations

Recommendations to the Ministry of Home Affairs

The Ministry of Home Affairs should:
  a. Regularly monitor performance progress of NIDA using well defined perfomance indicators with regards to registration and issuance of National identification Cards;

  b. Conduct independent evaluation on the performance of NIDA using well defined perfomance indicators with regards to registration and issuance of National identification Cards; and

  c. Ensure that NIDA has and adequately utilize resources for registration and issuance of National Identification Cards to all eligible citizens.

Recommendations to the National Identification Authority

The National Identification Authority should:
  1. Develop a Plan that will guide its efforts to expeditiously clear the backlog of unproduced National Identification Cards and ensure that all eligible citizens receive them within the stipulated time frame;

  2. Strengthen the Regional and District Offices by equipping them with the required resources in order to enable them conduct Registration and Issuance of NID Cards;

  3. Prepare and implement the Maintenance plan for tools and equipment used for registration and Issuance of National Identification Cards in order to ensure that they adequately function at all times; and

  4. Develop Performance indicators on efficiency and use them to measure and report on matters regarding Registration and Issuance of National Identification Card

CHAPTER ONE

INTRODUCTION

1.1   Background

National Identification Cards are used as proof of identity and empowerment of citizens to access basic rights, services, and benefits such as: bank and credit facilities; right to vote, travel documents (i.e. visa, passports, work permits, immigration status); proof of identity in situations where defence in court is required; health insurance and services; social benefits; government grants and subsidies; education and bursaries; employment, and business opportunities; land and housing titles.

Provision of universal coverage and barrier-free access to the identification system is one of the three pillars of the Principles on Identification.   Other pillars are such as design of a robust, secure, responsive, and sustainable governance: building trust by protecting privacy and user rights. Also, it is important for a country to attain Target Number 16.9 of the United Nations Sustainable Development Goals (SDGs), which aims to "provide legal identity for all" by 2030. Despite their importance, many low and middle-income countries lack effective identification systems with the capacity to deliver basic identity credentials and services to their citizens[1].

The World Bank Group, Identification for Development Global Dataset of 2018, estimated that more than 1 billion people worldwide do not have basic identification documents. Majority of these are found in Sub-Saharan Africa and South Asia. It is further estimated that more than 48% of the Tanzania population is unregistered, which limit their rights to access basic services such as financing. Such individuals are basically marginalized as they cannot be engaged in important economic opportunities, such as formal employment or owning registered businesses.

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[1]   http://documents.worldbank.org/curated/en/156111493234231522/pdf/114628-WP-68p-
TheStateofIdentificationSystemsinAfricaASynthesisofIDDAssessments-PUBLIC.pdf

The Tanzania 2nd National Five-Year Development Plan (2016/17-2020/21) had planned to register and issue National Identification Cards to all eligible citizens above 18 years of age by June 2021. Following that direction, the Tanzania National Identification Authority (NIDA) began registering citizens for the National Identification Cards (NIDs) in February 2012. Despite the noted importance of National Identification Cards, there have been delays in the issuance of NIDs to citizens.

1.2   Motivation of the Audit

This audit was motivated by both the challenges in obtaining the National Identification Cards and the importance of these cards to the socio-economic activities in the country. The motivating factors includes;

(a) Low Pace of Issuing National Identification Cards

According to CAG's Annual General Audit Report on Central Government operations submitted to the President in March 2020, NIDA managed to register 21,692,122 people out of the planned 24,008,729

Furthermore, as of June 2020 only 5,621,350 equivalents to 26% of the registered citizens had received National Identification Cards. The low performance in issuance of the identity cards was due to challenges associated with printing machines. Since the commencement of the National identification exercise in 2012/13, 18,187,698 out of 21,692,122 Tanzanians (equivalent to 84%) were issued with the National Identification Number, but up to June, 2020 had not received the respective National Identification Cards.

(b) Attaining Sustainable Development Goals

The importance of National Identification Cards is attached to Sustainable Development agenda, as stipulated in the Sustainable Development Goal 16.9. The Goal aims at providing legal identity to all by 2030. Thus; failure to address the problems would hamper attainment of several SDG 16.9 targets. Presence of the National Identification program helps the country and its eligible citizens to access various services such as financial services, basic health and education services, and improve gender equality and empowerment, child protection, migration and labour market

opportunities, improve access and quality of social protection. This system also helps the government to establish and maintain effectively the national population database *(details in Appendix 2)*.

1.3   Design of the Audit

1.3.1. Objective

The main objective of the audit was to assess whether the Ministry of Home Affairs (MoHA) through the National Identification Authority (NIDA) has ensured that all Tanzanians aged 18 and above were registered and issued with National Identification Cards in order to enhance their access to socio-economic activities.

Specific Audit Objectives
In order to address the main audit objective, four specific audit objectives were used. These include: To determine whether the National Identification Cards project covers all eligible citizens in the country;
    a) To determine the effectiveness of the processes and procedures for registration and issuance of National Identification Cards
    b) To examine the availability of the required resources for registration and issuance of National Identification Cards; and
    c) To determine whether or not the MoHA monitors and evaluates performance of NIDA with regards to registration and issuance of National Identification Cards.

1.3.2. Audit Scope

The scope of the audit was the National Identification Cards Authority (NIDA) which is responsible for registering and issuing National Identification Cards to eligible citizens in the country. Also, the audit covered the Ministry of Home Affairs (MoHA) which is responsible for overseeing the performance of NIDA with regards to registration and issuance of National Identification Cards.

Specifically, the focus of the audit was on measures taken by the government in ensuring that all eligible Tanzanians aged 18 and above are registered and issued with National Identification Cards. This included assessing coverage of the National Identification Cards project functioning

of the processes and procedures for Registration and Issuance of National Identification Cards, allocation and utilization of resources for National Identification Cards and adequacy of monitoring and evaluation for registration and issuance of National Identification Cards.

With regard to the coverage of the for National Identification Cards Project, the audit covered issues such as attainment of targets for registration and issuance of National Identification Cards, plans for coverage of National Identification Cards and effectiveness of the strategies in ensuring there is adequate coverage of National Identification Cards.

Moreover, with regards to processes and procedures for registration for National Identification, the audit focused on efficiency and effectiveness of the procedures for registration and issuance, processing of applicants' information and verification of applicant's information. Also, timely issuance of National Identification Cards, production capacity of NID Cards, distribution of NID Cards and Coordination in the issuance of NID Cards.

The resource allocation and utilization aspects were also covered in the audit. The focus was on the resources such as human, financial and tools that are used in the registration and issuance of National Identification Cards.

Lastly, the processes for monitoring of NIDA performance with regards to registration and issuance of National Identification Cards as performed by MoHA were also covered in the audit. In addition, issues such as planning for monitoring and evaluation, availability of key performance indicators, reporting on National Identification Cards and implementation of the recommendations issued after monitoring and evaluation were as well covered.

The audit covered a period of six financial years from 2014/15 to 2019/20 mainly because this is the period when the country started embarking on mass registration and issuance of NID Cards. Moreover, the selected period assisted the Audit Team to establish performance trends of NIDA regarding to registration and issuance of NID Cards to the eligible Tanzanians.

1.3.3. Sampling Techniques, Methods for Data Collection and Analysis

The Audit Team used various methods for sampling, data collection and analysis in order to gather reliable and sufficient audit evidence and address audit questions that are in **appendix 3**. These methods are as presented below:

a) Sampling Procedures

The estimated population size of the year 2016 from the 2012 census was used in calculating the population size in each Region and Zone. The reason for using population size as the basis for estimation of the sample size is the fact that targets for NIDA on registration and issuance of National Identification Cards are set based on the population size of a particular Ward, District and Region.

The multi-stage and purposeful sampling methods were used to select Regions and Districts covered in the audit.

In the first stage, regions were stratified into six geographical zones namely; Northern, Eastern, Western, Central, Lake Zones and Zanzibar. Considering the fact that Tanzanians aged 18 and above were eligible for being registered and be issued with NID Cards, Zones were then ranked based on population of Tanzanians aged 18 and above. Moreover, the stratification also included Zanzibar due to the fact that the National Identification Card is a Union Matter. The selected zones include; Northern, Eastern, Central, Western, Lake and Zanzibar.

Second stage involved purposive sampling in which one region with the highest population aged 18 years and above (as per 2020 estimates of the population based on 2012 census) was selected from each from each geographical Zone. These Regions were selected because being the highest populated presented the highest risk with regards to Registration and Issuance of National Identification Cards. The selected regions for the analysis are indicated below **(Table1.1).**

Table 1.1: Selected Regions Covered During the Audit

Zone	Region	Selected region
Northen Zone	Arusha	Tanga
	Kilimanjaro	
	Manyara	
	Tanga	
Eastern Zone	Morogoro	Dar es Salaam
	Pwani	
	Dar es Salaam	
Central Zone	Singida	Dodoma
	Dodoma	
Western Zone	Tabora	Tabora
	Katavi	
	Kigoma	
Lake Zone	Shinyanga	Kagera
	Kagera	
	Mwanza	
	Mara	
	Simiyu	
	Geita	
Zanzibar	Kaskazini Unguja	Mjini Magharibi
	Kusini Unguja	
	Mjini Magharibi	
	Kaskazini Pemba	
	Kusini Pemba	

Source: *Auditors' Analysis of the Statistics from NBS Population Data, 2020.*

In third stage, in each selected region, 2 Districts were purposefully selected based a combination of criteria namely;

(a) Urban or rural setting; and
(b) Distance from the Regional Headquarters.

The intention was to compare the performance on the registration and issuance of National Identification Cards within the region and districts based on the differences in geographical location and conditions.

Therefore, from the above selection criteria, the selected districts covered for data collection were; Tanga Urban, Kilindi, Ilala, Ubungo, Nzega, Igunga, Bukoba and Ngara, Mjini, Magharibi A, Kondoa and Dodoma Urban. Analysis of Districts that were purposeful selected is shown on **Table 1.2** below:

Table 1.2: Selected Districts from Sampled Regions

Region	District	Characteristic	Distance from the Regional Centre (In km)
Tanga	Tanga Urban	Urban	2
	Kilindi	Rural	300
Dar es Salaam	Ilala	Urban	6
	Ubungo	Urban	32
Tabora	Nzega	Urban	117
	Igunga	Rural	200
Kagera	Bukoba	Urban	0
	Ngara	Rural	267
Mjini Magharibi	Magharibi A	Urban	17
	Mjini	Urban	0
Dodoma	Kondoa	Rural	170
	Dodoma Urban	Rural	0

Source: *Auditors' Analysis from 2012 Census Data and TANROADS Distance Chart, 2012.*

In the last stage, two (2) Wards from the selected Districts were chosen subjectively in order to examine performance of NIDA in the registration and issuance of National Identification Cards to Citizens at the grassroots level.

b) Methods Used for Data Collection

The documents reviews and interviews were used as the main techniques for qualitative and quantitative data collection. The audit team gathered reliable and sufficient evidence to address the audit questions that were relevant to achieve the objective of the audit; Data were collected from

MoHA and NIDA Headquarters, NIDA's Data Centre and the Selected Regions and Districts.

Documents Review

The Audit Team reviewed documents from MoHA, NIDA Headquarters, 6 selected Regions and 12 selected Districts in order to obtain information with regards to registration and issuance of National Identification Cards. The reviewed documents from the audited entities were falling within the period under audit from 2014/15 to 2019/20.

These reviewed documents include: planning documents, performance and progress reports, registers, Monitoring and Evaluation reports. **Appendix 4** presents a list of documents that were reviewed and reasons for reviewing them.

Interviews

Structured and semi-structured interviews were used in order to validate information from the reviewed documents. Interviews were conducted with officials from MoHA, NIDA Headquarters, NIDA Regional and District Offices for the purposes of gaining insights and seek clarifications on the information regarding the registration and issuance of National Identification Cards as presented in **Appendix 5**.

c) Data analysis

The collected information was analyzed using both qualitative and quantitative methods in order to obtain facts and sufficient information regarding the overall performance of MoHA and NIDA in ensuring timely registration and issuance of National Identification Cards.

(i) Analysis of Qualitative Data
- Content analysis techniques were used to analyze qualitative data by identifying different concepts and facts originating from interviews or document reviews and categorized them based on their themes.

(ii) Analysis of Quantitative Data

- Quantitative information with multiple occurrences were tabulated in spread sheets to develop point data or time series data and relevant facts were extracted from the figures obtained;
- The tabulated data were summed up, averaged and proportionated to extract relevant information and relationships from the figures;
- The sums, averages or percentages were presented using different types of graphs and charts depending on the nature of data to explain facts; and
- Trends were established for time series data and other quantitative information with single occurrence were presented as they are in the reports by only explaining the asserted facts.

1.4   Assessment criteria

In order to assess the performance of the Ministry of Home Affairs and NIDA in the Registration and Issuance of National Identification Cards, assessment criteria were drawn from different sources. These sources were Policies, Legislations, Guidelines and Strategic Plans from MoHA and NIDA.

These criteria are explained below:

(a) Coverage of Eligible Citizens in National Identification Cards Project

Every person who attains the age of eighteen years, apply to NIDA for registration within ninety (90) days in the manner outlined in NIDA Act and Standard Operating Procedures *(Registration and Identification of Persons Act, Regulations, 2014 section 4(1).*

NIDA planned to ensure that 19 million Tanzanians have National Identification Cards by June 2020 *(NIDA Strategic Plan for the period 2019/20 - 2023/24).*

NIDA planned to increase the number of registered populations from 28 percent in 2017 to 100 percent in 2022 *(NIDA Strategic Plan for the period 2019/20 - 2023/24).*

NIDA also aimed to issue National Identification Cards to all Tanzanians aged 18 and above by June 2020 *(5 Year Development Plan 2016/17- 2020/21)*.

(b) Processes and Procedures for Registration and Issuance of National Identification Cards

The Registration Officer is required, within six months to issue the National Identification Card to applicant *(According to Registration and Identification of Persons Act, Regulations, 2014)*.

NIDA is required to put in place measures to ensure availability and accessibility of secured network for stakeholders and in general to ensure prompt functioning of the registration and issuance of NID Cards *(The Information Communication Technology Policy for National Identification Authority on the Network Management)*.

The List that matches the names and number of applicants is required to be displayed at the Issuance Center either in the District Registration (DRO) Office, Local Government Office and any specified Issuance Center ready for the issuance process. If the exercise is conducted at Issuance Center rather than DRO's Office, DRO/Supervisor is required to hand the List to the Local Government Officer for display and the List will appear on the Notice Board of the District or Ward or Village for 3 days consecutively prior to the issuance date *(According to Standard Operating Procedures Number NID/SOP/008 Version: 1.0.0.0 Page 6 iv)*.

The District Registration Officer is required to issue Special Register Book to be used with the Local Government Officer or any other Issuance Officer for the purpose of issuing the National IDs Cards. The applicants are required to sign in the Register Book after being issued with the National ID Cards. Those who cannot sign are required to stamp one of their fingerprints in the Register Book. The Local Government Officer or any other Issuance Officer will also be handed with the List of Names of the Applicants plus their ID Cards to be issued in villages /streets or wards. *(Standard Operating Procedures Number NID/SOP/008 Version: 1.0.0.0 Page 6 IV)*

District Registration Officer is required to collect the remaining NIDs Cards that have not been collected by the applicants due to reasons such as either applicant has shifted or moved to other locations, then is required to make

necessary arrangements to make sure the IDs are taken to where applicants has moved to. This process is supposed to be coordinated by the Verification & Distribution Unit of NIDA *(National Identification Authority (NIDA) Standard Operating Procedures for NID Card Issuance)*.

On the other hand, DRO is required to update the information of deceased applicants in the Central Database from villages/streets. The National Identification Cards for the deceased have to be collected and destroyed according to the procedures set forth. An Applicant who for one reason or another fail to appear in person to collect his/her NID Cards, is required to inform the Local Government Officer or any other Issuance Officer in writings informing him that he is sending another person to collect his/her ID Card on his/her behalf *(National Identification Authority (NIDA) Standard Operating Procedures for NID Card Issuance)*.

(c) Resources for Registration and Issuance of National Identification Cards

In order for NIDA to execute its mandate of registration and issuance of National Identification Cards, it is supposed to have sufficient and competent members of staff, adequate working tools and needed financial resources *(Objective E: Authority's Management Capacity to carry out its Mandated Functions Enhanced of NIDA's Strategic Plan for the period 2019/20 - 2023/24)*.

(d) Monitoring and Evaluation of Performance of NIDA

NIDA is supposed to develop a monitoring plan that consist of indicators and their descriptions, baseline information or data for each indicator; indicator target values, data collection and methods of analysis, indicator reporting frequency and officers responsible for data collection, analysis and reporting (*NIDA Strategic Plan for the period 2019/20 - 2023/24*).

NIDA is supposed to conduct evaluation of its performance in order to obtain evidence as to whether the interventions and outputs achieved have led to the achievement of the outcomes as envisioned for the Registration and Issuance of National Identification Cards by June 2020 (*NIDA Strategic Plan for the period 2019/20 - 2023/24*).

NIDA is also supposed to periodically report to Ministry of Home Affairs on the execution of activities related to registration and issuance of National Identification Cards by preparing monthly, quarterly and annual performance reports on the implementation of its activities (*NIDA Strategic Plan for the period 2019/20 - 2023/24).*

1.5   Data Validation Process

The Ministry of Home Affairs and National Identification Authority were given the opportunity to go through the draft report. They gave comments on the figures and information being presented. This procedure allowed NIDA and the Ministry to confirm on the accuracy of data and information presented as well as to improve the content of the report and its validity. Furthermore, experts in the field of Statistics and Management were used to cross-check the information presented so as to further ensure validation of the information obtained.

1.6   Standards Used for the Audit

The audit was conducted in accordance with the International Standards for Supreme Audit Institutions (ISSAIs) on performance audit issued by the International Organization of Supreme Audit Institutions (INTOSAI). These standards require that the audit is planned and performed in order to obtain sufficient and appropriate evidence so as to provide a reasonable basis for the audit findings and conclusions based on the audit objectives.

1.7 Structure of the Report

The audit report consists of five chapters whereby the remaining chapters cover the organized as follows:
- Chapter Two provides detailed system for registration and issuance of National Identification Cards in Tanzania. It also covers legal framework and roles and responsibilities of key players and stakeholders.
- Chapter Three presents audit findings on the Registration and Issuance of National Identification Cards in the country;
- Chapter Four present the overall conclusion and specific conclusions of the audit; and

- Chapter Five outlines audit recommendations that need to be implemented by the audited entities in order to improve the current situation on the Registration and Issuance of National Identification Cards in Tanzania.

CHAPTER TWO

SYSTEM FOR REGISTRATION AND ISSUANCE OF NATIONAL IDENTIFICATION CARDS

2.1   Introduction

This chapter presents the system for Registration and Issuance of National Identification Cards in the country. The chapter highlights the legal framework governing the system, key actors and their roles and funding for the planned and activities in registration and issuance of NID cards.

The History of National Identification Authority Operations in Tanzania
The National Identification Authority was established under the (Establishment) Instrument, 2008 GN 122 published on 30th July 2008 with the focus on providing National ID Cards to eligible Tanzanian citizens and foreigners. NIDA piloted registration and issuance of the National ID cards back in 2011/12 by starting with all Government Officials living in Dar es Salaam.

For the year 2013/14, NIDA extended the registration activities to Dar es Salaam Region followed by Pwani, Lindi, Mtwara and Tanga Regions in year 2014/15. During the year 2016/17, NIDA started mass registration in the country by covering the whole 31 regions in the country.

Table 2.1 provides the summary of the timeliness and the region coverage by NIDA.

Table 2.1: Timeliness on the Regional Coverage by NIDA from 2011/12 to 2019/20

FINANCIAL YEAR	DESCRIPTION OF EVENTS AND TIMELINESS
2011/2012	• Signing Contract with M/s IRIS Corporation Berhad • Registration for Public servants in Dar es Salaam
2013/2014	Registration in Dar Es Salaam, Zanzibar and Pilot in Kilombero(Morogoro)
2014/2015	Registration in Coast, Lindi, Mtwara, Tanga and Morogoro
2015/2016	The Government stopped registration activities to allow registration of voters to continue as the preparation for 2015 General Election
2016/2017	Establishment of NIDA District Offices NIDA Received 5,000 BVR from NEC Government ordered Encoding of the Applicant signature on the chip
2017/2018	*Mass Registration in* : Arusha, Dodoma, Iringa, Katavi, Kilimanjaro, Manyara, Mbeya, Njombe, Rukwa, Ruvuma, Singida, Songwe, Tabora, Mjini Magharibi, Kusini Pemba, Kaskazini, Kusini, Pemba Kaskazini, Shinyanga, Simiyu, Mara, Mwanza, Geita, Lindi, Mtwara, Tanga and Morogoro
2018/2019	Registration in: Kagera, Kigoma Commencement of Data processing (Doc-scanning, Ro-Approval and Central Approval)
2019/2020	NIDA procured new personalization machine to speed up ID production
2020/2021	Data Clearance for 43 districts to ensure all eligible citizens are cleared and issued with NINs especially for bordering regions (Kigoma, Kagera). Production commenced 15/01/2021.

Source: *Data provided by NIDA, 2021*

Implementation of the Pillars for Principles of Identification for Sustainable development by NIDA

According to sustainable development the pillars for sustainable development are inclusion (universal coverage and accessibility), design of the robust, secure, responsive and sustainable system and governance building trust by protecting the privacy and users right. NIDA succeeded to

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start registration and issue National Identification Numbers, and National Identification Cards to Tanzanian Citizens. Appendix 6 describes the implementation of those principle by NIDA.

2.2 Laws and Strategies Governing Registration and Issuance of National Identification Cards

2.2.1 Legislations

Registration and Issuance of National Identification Cards is guided by the following legislations

(a) The Registration and Identification of Persons Act, 1986

The process for application, registration and issuance of National Identification Cards is governed by the Registration and Identification of Persons Act, 1986. The Act requires that every person of or above the age of eighteen years who, on or after the commencement of this Act, is or resides in the United Republic to make an application for registration. This Act further states that every applicant is required to furnish in writing particulars necessary for registration such as full personal name and surname, business and residential address, place of birth, age and sex, marital status, profession, occupation and nationality.

The Act also describes Registration and types of National Identification Cards that were issued to citizens, refugees and foreign residents eligible to stay in Tanzania.

(b) Registration and Identification of Persons Regulations 2014

The Regulations describe in details the procedures for registration and issuance of Identity cards, cessation of the identity cards, change of particulars, refusal of application, and procedures to take for the lost or damaged ID Card. Regulations also cover duties to Regional Commissioners (RCs), District Commissioners (DCs), District Executive Directors (DED), Ward Executive Officers (WEOs), Sheha and Village Executive Officers (VEOs) in relation to registration and issuance of NID cards.

(c) The Tanzania Citizenship Act (Principal Legislation) R.E 2002

The Act describes how a person can attain citizenship of Tanzania (i.e. acquisition of citizenship by naturalization) and renunciation and deprivation of citizenship. It further describes the manner to apply for citizenship in the United Republic of Tanzania.

(d) The Immigration Act (Principal Legislation) Revised Edition of 2016

The responsibilities of the Heads of Immigration in each Region, Districts and entry or exit point office in relation to registration and issuance of Cards are to: co-ordinate and manage all immigration matters; and facilitate and control immigration activities within their areas of jurisdiction. This include verification of citizenship status of individual applicants for registration within their area of jurisdiction.

(e) The Births and Death Registration Act, R.E 2002

With respect to birth, the Act describes mode of registration, duty of registration, change of name, late registration of birth and compulsory registration of births. The Act describes the duties, powers and appointment of the Registrar General. The Act requires every person registering the birth of a child to provide the particulars which are certified correct based on the best of his/her knowledge and ability. The certified information provided during the registration of birth provides proof of the age during the registration for citizenship when attaining the age of 18 years.

2.2.2. Strategies

(a) MoHA's Strategic Plan

MoHA Strategic Plan aims to ensure that the national identification and registration system are well maintained. Through NIDA, MoHA aimed to ensure effective recognition of people in terms of who are they, where are they, what are they doing and what do they own, in one database, intended to have a single NID cards which can be used for implementing various national development programmes.

To achieve the above objective MoHA established the following targets to be met before the end of the Strategic plan which was implemented from 2016/17 to 2020/21;

  (i) Thirty (30) regions and 150 districts registration centers established and operationalized by June 2021;
  (ii) National Data centre and two disaster recovery sites finalized and operationalized by June 2021;
  (iii) Twenty-Five million (25,000,000) people registered in the National ID system by June 2021; and
  (iv) Database system for refugees established and operationalized by June 2021.

(b) NIDA's Strategic Plan

The Strategic Plan of NIDA aims at managing the provision of individual identify information register, information sharing and secure National ID register to Tanzanian citizens and eligible residents who are non-citizens in order to enhance peace and socio-economic development of the country.

Furthermore, NIDA had an objective of improving targeted registration and issuance plans for the period from 2014/15 to 2019/20. The following are the summary of objectives and strategies in the Strategic Plans of NIDA for the period of 2012/13-2014/15 to 2019/20-2023/24.

Table 2.2: Summary of Objectives and Strategy of NIDA for the period 2012/13 - 2014/15

Strategic Objectives	Strategy	
	Strategy 1	Strategy 2
Improving registration and identification services	To design, Implement and Maintain a National Identification database by March 2013	To establish a well-organized operations system which will roll out to all district by constructing and or lenting offices in all Districts by December 2013
Strengthen management information to	To establish and implement reliable IT support services by design, Install ID software,	To create a reliable and secure Infrastructure by

| support service delivery | Hardware and operationalize the National ID system by December 2012 | establishing data centre and recovery centre. |
| Improve issuance of NID cards | To establish effective system for distribution and issuance of identity cards by June 2013 | Sorting of the NID cards per district and distribution channel by designing proper distribution system |

Source: *NIDA's Strategic Plans of 2012/13 - 2014/15*

For the period between 2012/13 and 2014/15 NIDA managed to establish and implement its Strategic Plan that aimed to ensure availability of established institutional framework and designing a system that would be used to register and issue NID Cards.

For the period of 4 financial years from 2015/16 to 2018/19, NIDA was operating without having approved strategic plan. For that period NIDA managed to prepare Strategic Plan but was unapproved.

Table 2.3: Summary of NIDA Objectives and Strategies (2019/20 - 2023/24)

Strategic Objectives	Strategy	
	Strategy 1	Strategy 2
Improving registration and identification services	To Facilitate data processing centres by June 2020	26.5 Million people registered in the National ID system by June 2024
Strengthen management information to support service delivery	To improving system network infrastructure and connectivity by December 2020.	Disaster Recovery Site (DR) operationalized by June 2020
Improve issuance of NID cards	NID Card Distribution Plan Operationalized by June 2020	The new machines operate at full capacity.

Source: *NIDA's Strategic Plans of 2019/20 - 2023/24*

After the establishment of strong system for registration and issuance of NID Cards that ensure proper management of national database, NIDA managed

to set and achieve a number of targets as established in NIDA's strategic plan of 2019/20 – 2023/24.

2.3 Key Players in the Registration and Issuance of NID Cards

2.3.1. Ministry of Home Affairs

The Ministry of Home Affairs (MoHA) is responsible for supervising the system for identification, registration and issuance of National Identification Cards to every citizen and foreigner who has attained the age of 18 years and above[2].

To achieve its goals MoHA is responsible for overseeing the performance of the National Identification Authority an entity with the responsibilities to manage the whole process of registration and issuance of NID Cards to citizen. The roles and responsibilities of the two institutions are discussed below;

(a) National Identification Authority (NIDA)

The National Identification Authority (Establishment) Instrument, 2008 stipulates that NIDA is required to create and maintain the National Population Register and issue National Identification Cards to eligible Tanzanian citizens and residents who are non-citizens living in the United Republic of Tanzania. The objectives of NIDA are to:

(i) determine citizenship of individuals and register their identity information;
(ii) provide identification document; and
(iii) Manage and establish an ID database and provide reliable accessible and useful information to selected stakeholders.

To accomplish the above objectives, NIDA has put in place 3 Departments and 1 Unit that directly perform the tasks related to the application and issuance of NID Cards. These 3 Departments and a Unit are described below;

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[2]   http://www.moha.go.tz/sw/services/kujenga-na-kusimamia-mfumo-wa-utambuzi-na-usajili-wa-watu-na-kutoa-vitambulisho-vya-taifa

ID Management Directorate; The Directorate is responsible for ensuring that all eligible Tanzanians and non-Tanzanians are identified, registered and issued with NID cards.

Management Information System Directorate; The Directorate is responsible for designing, installing and managing information system for identification and registration of citizens and other supporting systems. This Directorate manages all NIDA's networks and database, Information sharing and security which ensures consistency of information's at all times.

Planning and Budget Directorate; The Directorate is responsible for planning, budgeting and Estate Management. It is also charged with the responsibility of monitoring and evaluation of the implementation of Authority's activities.

District Coordination Unit; The Unit is responsible for coordinating the Authority's operations in the District Offices both in Tanzania Mainland and Zanzibar.

(b) *The Immigration Services*
Section 12 of the Immigration Act (Principal Legislation) Revised Edition of 2016 provides the general duties and responsibilities of Immigration Officers in relation to application and issuance of NID Cards as follows:

   (i) Facilitate, control and grant citizenship to qualified alien immigrants;
   (ii) Facilitate and assist the issuance of national identity cards through verification of citizenship of the applicant; and
   (iii) Remove all prohibited, unwanted or undesirable immigrants

(c) Citizens

Citizens are the center of identification systems, both as the data subjects of these systems and the end-users who rely on identification to protect and claim their rights to access services.
   (i) An adult above 18 years are qualified to be registered and issued with the National Identification Card. The following are the criteria ought to be met by eligible citizen in order to qualify for the registration and issuance of NID Cards;

-Complete and submit registration forms so as to initiate registration process and taking of Biometric information from them.

-Within six months, receive a National Identification Card from the Authority.

d) Zanzibar Civil Status Registration Agency

Responsible for recording information on vital events, including all births and deaths, issues relevant certificates as proof of such registration, and compiles and disseminates vital statistics, including cause of death information (and where migration data is also available can produce population

e) Regional Secretariats (RS) and Local Government Authorities (LGAs)

Section 14 of the Registration and Identification of Persons Regulations of 2014 requires Regional Commissioners, District Commissioners, District Executive Officers, Ward Executive Officers, Sheha and Village Executive Officers to ensure that all persons eligible for registration under their areas of jurisdictions are registered.

To meet those obligations, the Guidelines and Standard Operating Procedures for Application and Issuance of NID Cards require the following to be performed by Local Government Authorities;

(i) Coordinate with NIDA during registration process and ensure proper form filling by applicant and required documents are attached;

(ii) Arrange an area near citizens to allow eligible persons' participation during registration process;

(iii) Facilitate proper handling of objections raised at Village or Ward level; and

(iv) Ensure distribution and issuance of NID Cards to registered applicants localized in their districts/wards/villages.

2.3.2. Other Key Stakeholders

Interactions between NIDA and Other Stakeholders

During the provision of services there are interactions between NIDA and other key stakeholders in order to ensure the registration and issuance of NID cards are completed as planned.

NIDA works with both public and private stakeholders within the country. There are inflow and outflow of inputs from stakeholders that are involved during the identification and registration of eligible citizen and accessing individuals' information's from the database that have been established by NIDA. These stakeholders are from Financial Sectors and Regulatory Bodies and they include:

Users of NIDA Registration Information

There are multiple users of NIDA Registration and Issuance information.
These users are; institutions from sectors such as Financial and Telecommunication sectors, Regulatory Bodies and Department of Immigration Services. These users of information from NIDA are discussed hereunder;

(i) Financial Sector

It is the requirement of the country that in order to access Financial Services such as Opening a Bank Account that every adult Tanzanian should use National Identification Cards as a proof of residential status, citizenship, birth and other personal information.

(ii) Telecommunication Companies

The Electronic and Postal Communications (SIM Card Registration) Regulations (the SCR Regulations) of 2020 make it mandatory for all SIM card users in the country to register their SIM cards biometrically. The biometric registration of SIM card requires individual to be registered by NIDA. Tanzania has a total of 7 mobile companies with an estimated 43,497,261 subscribers.

(iii) The Immigration Services Department

The National Identification Cards is one of the key requirements during the application for Passport. The Immigration Services Department issue four types of passports to citizens namely Ordinary; Service; Diplomatic and Emergency Travel Passports. Therefore, citizens are required to show proof of citizenship during the application for any of the four types of passports.

(iv) Education

National Identification card is used during application of loans, university and Secondary and primary schools

(v) Regulatory Bodies

The following are some of the sector Regulatory Bodies which require National Identification Cards for registrations.

The *Business Registrations and Licensing Agency (BRELA)*

In order to register for business, individuals are required to have National Identification Number.

The Tanzania Communications Regulatory Authority (TCRA)

TCRA uses information from the National Identification Cards during SIM Card registration, and registration of telecommunication and postal service providers.

2.3.3. The Process for Registration and Issuance of National Identification Cards (NID Cards)

The Registration and Identification of Persons Act, 1986 and its Regulations, 2014 describe the process of registration and issuance of NID Cards to citizens. The following is the process for registration of persons and issuance of National Identification Cards in the country;

a) Process for Identification and Registration of an individual

The following activities are supposed to be covered during the registration of the citizen for National Identification Cards.

Form Filling
At this stage, the applicant is required to fill the forms (i.e. use FORM 1A (for citizen) and FORM2A (for Legal residents and Refugees) provided by NIDA. Then, the applicant is supposed to attach all necessary documents for proof of residence, age and citizenship. Lastly, the Immigration Officers sign the duly filled form to prove the citizenship status of an individual.

Biometric Capturing
This stage involves capturing of applicant biometric information through taking applicant's finger print, signature and photo. There are two ways of capturing this information which is either by visiting applicant to their residential places (offline capturing) or at the office of NIDA (online capturing). NIDA uses Mobile Enrolment Unit (MEU) and Biometric Voters Registration (BVR) Kits to capture information from applicants.

Objection Handling
The process involves posting the names and photos of all applicants in the District, Ward and Villages offices. NIDA expect to receive objections for applicant who are not citizens of Tanzania. The compiled objections are submitted to NIDA by the Village Security Committee or individuals who can secretly or openly submit objection(s). Shehia or Village Security Committee and NIDA have the responsibility of ensuring conduct of objection handling at the ward or village level.

Document Scanning
This is the process in which officials from NIDA verify the information that has been filled by the applicant through assessing its completeness and reviewing of the supporting attachments from the applicant and scan all submitted documents.

Registration Officer (RO) Approval
District Registration Officer (DRO) assesses the completeness of the attachment and filled forms from individual applicants and issue his approval once satisfied. After the approval of the form, RO submits the

forms to Data Centre ready for the final approval, production and issuance of NID Cards.

b) Process for Production and Issuance of NID cards

The following activities are supposed to be covered during the production and issuance of NID Cards to citizens;

Final Approval at Data Centre

The received forms are assessed to ensure that every applicant acquire single National Identification Number and NID Card. Data Centre uses an Automated Fingerprint Integrated System (AFIS) to assess duplications of finger prints from applicants, quality of the pictures and completeness of attached information from the applicant. After completion of the assessment, the Data Centre issues the final approval whereby the national Identification Number (NIN) is immediately generated from the system.

NID Production

This is the stage at which the individual applicant card is printed. After the production, the Quality Control Section assesses the quality of the NID Cards and normally reject the NID Cards with poor quality for reprinting.

Distribution of National Identification Cards

NID Cards are distributed from the Data Centre to the applicant through NIDA District Offices. In Tanzania Mainland, NIDA is responsible to ensure that NID Cards reach individuals at their Ward/Village Executive Offices through NIDA District Registration Officers (DRO). In Zanzibar, an individual applicant is required to collect NID Cards at NIDA District Registration Offices.

Figure 2.1 Registration and Issuance of National Identification Cards Process

Stage	Description
Form Filling	• Applicant fill the forms • Confirmation of Residence, age and Residence by LGAs, RITA and Immigration Department respectively
Biometric Capturing	• Capturing of biometric informations such as Fingerprint, Signature and Photo of an applicant
Objection Handling	• Receive , compile and handle the objections related to residential status within a village/ward/Shehia
Document Scanning	• The filled forms with attachments are assessed if proper attachment are used then scanning was conducte
District Registration Officer Approval	• After completeness of the attachment District Registration Officer Approval the forms and submit them to Data Center for further processes
Final Approval at Data Center	• Before Initializing the printing of NID cards Data Center conduct final appval that aimed to assess completeness of Individual Information related to residence, age and citizenship status
NID Cards Production	• The Process of NID cards was done with a schedule that consider Regions and Districts in the country. Production also intend to assess the quality of the NID Cards and reject the NID Cards with less quality
Distributing NID Cards	• In Tanzania Mainland: Through Bulk Issuance, NID Cards are collected in Ward/Village level through NIDA's District Offices • In Zanzibar Cards are collected in NIDA'S District Offices

Source: *Auditors' Analysis from NIDA's Standard Operating Procedures, 2020*

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Table 2.4 provides a summary of the main and sub activities per registration and issuance of the National Identification Cards.

Table 2.4: Summary of Main Activities for Registration and Issuance of NID Cards

Main activity	Sub activities	Input needed	Responsible actor(s)	Output
Registration	Form Filling	Form 1a and 2a	NIDA and Immigration Services Department Citizens	Filled Form
	Biometric Capturing	Mobile Enrollment Unit (MEU) Biometric Voters Registration (BVR) Cars Human resources	NIDA	Photos, Fingerprint, Signature from Applicant and Enrolment/Entry Registration Number (ERN)
	Objection Handling	Objections from Citizens Human Resources	Districts-Village Security Committee) and NIDA	Objection Letter from the committee that limit NIDA to proceed with registration for an individual
	Document scanning	Scanners, attachment from applicant	NIDA	Scanned Form
	Registration Officer (RO) Approval	Scanner Human resource	NIDA	Submitted applicant Information to Data Center
	Assessment of the Submitted the	Automated Finger Print System (AFIS) Computer	NIDA	National Identification Number (NIN)

Main activity	Sub activities	Input needed	Responsible actor(s)	Output
NID production and distribution	Approved Form to Data Center	Human resource		
	NID Production	Raw Cards Technicians	NIDA	NID Cards
	ID Distribution and Issuance	Card Reader Cars Financial resources	NIDA and Districts Registration Office, Ward/Village Executive Office	NID Cards

Source: *Auditors' Analysis from NIDA Standard Operating Procedures of 2020*

2.3.4. Resources for Registration and Issuance of NID Cards

In order to ensure smooth implementation of registration activities, NIDA uses both human and financial resources in its disposal. The following are resources available to ensure proper execution of the planned activities of NIDA.

(a) Financial Resources

NIDA prepares and submits annual budget to the Ministry of Home Affairs for approval**. Table 2.5 below** indicates financial resources allocated to NIDA for registration and Issuance of National Identification Cards in the last six years.

Table 2.5: Budgeted and Disbursed Funds 2014/15 to 2019/20

Financial year	Budgeted amount Billion (TZS)	Disbursed amount Billion (Tzs)	% of amount Disbursed
2014/15	214.40	63.40	30
2015/16	59.10	13.20	22
2016/17	42.00	12.80	30
2017/18	31.70	34.70	110
2018/19	26.10	76.00	291
2019/20	31.70	12.10	38

Source: *Medium Term Expenditure Framework for the period between 2014/15 to 2019/20*

As indicated on **Table 2.5** there is a difference between the amounts budgeted and allocated for the last six years ranged between 30 to 291 percent. In year 2018/19 NIDA received the high amount than budgeted from the Government so to ensure payment were made to the contractors who were unpaid for the services provided to NIDA.

(b) Human Resource Status at NIDA

NIDA has Offices all over the country and its staff are distributed in all Districts in the country. **Table 2.6** shows the number of officials at various offices at NIDA in the country:

Table 2.6: Distribution of NIDA's Officials as of June, 2020

S/No	Description of Officials' Station	Number of Officials
1	NIDA Headquarters	80
2	Data Center	84
3	Data and Disaster Recovery Center –	2
4	NIDA District Offices - Tanzania Mainland	439
6	NIDA District Offices – Zanzibar	57
Total		**662**

Source: *District Coordination Unit, June 2020*

Table 2.6 indicates that NIDA has a total of 662 officials who are distributed across various Units and Districts in which NIDA has Offices.

CHAPTER THREE

FINDINGS

3.1 Introduction

This chapter presents findings from the audit basing on its objectives. In particular, the chapter presents findings regarding. Specifically, the chapter presents findings in relation to registration and issuance of National Identification Cards, coverage of the National Identification Cards to all eligible Citizens, efficiency and effectiveness of Registration and Issuance of National Identification Cards and monitoring and evaluation of the NIDA's Performance on the Registration and Issuance of National Identification Cards. Generally, the audit revealed a number of issues that are discussed below:

3.2 NIDA was Unable to Register all Citizens aged 18 and above

Sections 1 and 2 of the Registration and Identification of Persons Regulation of 2014 provides that NIDA is supposed to ensure that all Tanzanian aged 18 and above are registered. The audit team noted through the comparison of the statistics of registered citizens with the NBS Projection of people with 18 years and above that NIDA indicates that NIDA were unable to register all citizens aged 18 and above. According to interviews with officials at NIDA the audit noted that despite the fact that there was an increase of registered citizens from 2012/13 to 2013/14 not all citizens were registered.

Figure 3.1 shows the comparison of registered citizens with NBS Projections. The audit noted that there was an increase of registered citizens from 8% in 2012/13 to 75% in 2019/20.

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Figure 3.1: Comparisons of Registered Citizens with NBS Projections
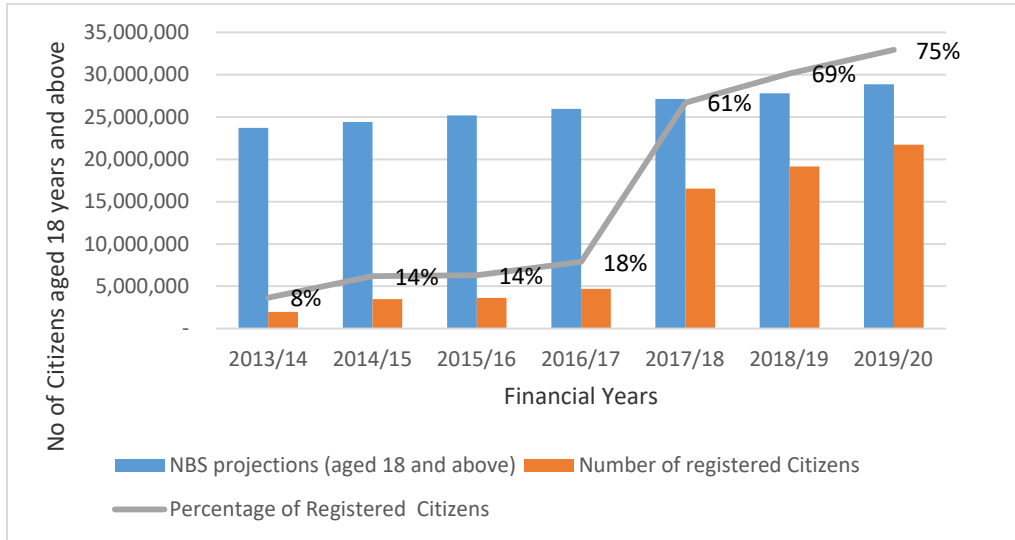
Source: *Auditors' Analysis from NBS Statistics and NIDA Registration Data*

From **Figure 3.1** it can be deduced that NIDA managed to increase the number of registered citizens from 8% in 2013/14 to 75% in 2019/20.

The audit team noted that several interventions made by NIDA contributed to the increase in the number of registered eligible citizens. Some of the interventions includes; development of registration and identification system, operationalization of the districts offices and improvement in physical and network infrastructure to facilitate identification and registration and the setting up of the national data centre and disaster recovery Centre.

3.2.1 NIDA was Unable to Meet the Target for Registration in all Years Under Audit

The audit analysed the attainment of registration against yearly targets and the results indicated on **Table 3.1** revealed that NIDA was not able to meet its registration targets in all years under this audit. The lowest performance was in year 2016/17 at which NIDA managed to register only 4 percent of the targeted population and highest was in 2017/18 in which 79 percent of the targeted citizens were registered.

Table 3.1: Comparison of Yearly Target Set with the Registered Citizens

Financial year	Registration target of Citizens	Registered Citizens	Percentage attainment of Targets
2014/15	10,000,000	1,485,380	15
2015/16	No target set	163,814	N/A
2016/17	23,700,000	1,048,039	4
2017/18	15,000,000	11,874,409	79
2018/19	9,000,000	2,602,509	29
2019/20	5,237,000	2,580,504	49

Source: *Auditors' Analysis from NIDA Annual Plans and Implementation Reports for the Period from 2014/15 to 2019/20*

Interviews with the officials at NIDA indicated that there were several reasons that caused variations in the performance of NIDA over the years. In 2013/14 the registration of citizens was conducted in Dar es Salaam, Zanzibar and Pilot in Kilombero. In 2014/15, the registration of Citizens was conducted in Coast, Lindi, Mtwara and Morogoro Regions.

In 2015/16, the Government stopped registration activities to allow registration of voters to continue as the preparation of October 2015 General Election. Despite the fact that in 2016/17 NIDA established regional offices and received 5000 BVR it didn't conduct country wide registration due to special audits and fraud investigation that were ongoing at NIDA Headquarters. In 2017/18 there was an increase in registration of citizens as a result of mass registration in 27 regions and the operationalization of 150 districts offices which coordinated the registration exercises.

NIDA Was Unable to Meet Registration Targets in the Visited Regions

Table 3.2 shows the comparison between the targeted and the registered citizens in the visited regions. The audit noted that all regions managed to register more than 50% of the projected citizens of 18 years and above but none of the regions managed to meet the set targets for registration of citizens. The audit noted that Mjini Magharibi had the highest attainment of the registration targets as it managed to register 88% of the projected citizens, while Kagera Region had the lowest performance by registering only 68% of the targeted number of the citizens

Table 3. 2: Comparison between the targeted and Registered Citizens of above 18 years in the Visited Regions

Name of the Region	Targets for Registration of Citizens	Total Registered Citizens	Percentage registered
Mjini Magharibi	396,353	349,027	88
Dodoma	1,239,763	1,072,045	86
Tanga	1,279,907	998,787	78
Tabora	1,323,129	987,641	75
Dar es Salaam	3,145,733	2,309,097	73
Kagera	1,448,978	980,155	68

Source: *Auditors' Analysis from Registration Data, 2020*

From **Table 3.2** it can be noted that NIDA did not manage to register the targets that were set within the Authority.

NIDA was Unable to Meet Registration Targets in the Districts

The audit further analysed the registration of citizens in the visited districts. **Table 3.3** below shows the Performance of NIDA on Registered Citizens in the visited districts. The audit noted that Dodoma Urban managed to register 99% of the projected citizens which was the highest compared to other Districts. The higher registration rates in Dodoma could be attributed to an increase of population due to government decision to move the capital from Dar es Salaam to Dodoma while Ubungo with 18% had the lowest attainment of the registration targets for registrations of all visited districts.

Table 3.3: Percentage of Registered   Citizens in the Visited Districts as at June 2020

Name of the district	Settings	Target for Registration of Citizens	Number of Registered Citizens	Percentage of Registered Citizens
Dodoma	Urban	292,452	290,657	99
Kilindi	Rural	133,950	120,170	90
Mjini	Urban	162,906	143,123	88
Bukoba	Urban	205,892	171,749	83
Ilala	Urban	872,592	719,125	82
Tanga	Urban	268,241	213,000	79
Kondoa	Rural	146,543	114,250	78
Nzega	Urban	290,785	194,588	67
Magharibi A	Urban	233,447	149,875	64
Igunga	Rural	229,608	147,690	64
Ngara	Rural	177,898	112,420	63
Ubungo	Urban	618,353	112558	18

Source: *Auditors' Analysis of the Registration and Annual Plans Targets, 2020*

From Table 3.3 it can be deduced that the lowest performing districts were such as Ngara (63%), Igunga (64%), Magharibi A (64%) and Nzega (63%) while the other high performing regions were such as Kilindi (90%), Mjini (88%) According to interviews with officials at NIDA lowest percentage of registration at Ubungo was due to the fact that most of the targeted citizens were already registered in Kinondoni which was the parent district to Ubungo. NIDA is yet to conduct data migration of citizens who were registered in Kinondoni District but now are residing at newly established Ubungo District (which was previously part of Kinondoni District).

Similarly, the audit comparison of the registration status between the Urban and Rural districts revealed that districts with rural settings had registered 72% of the targeted population, while registration in urban districts was 68%. The results indicate that rural districts had outperformed the urban districts in meeting the registration targets.

3.2.2 Delays during Registration Process

The performance audit found out that the registration processing takes longer time at different points. The audit found a number of shortfalls in the NIDA registration process in all stages of registrations as explained below:

Significant Delays in Scanning Documents after Registration of Citizens

The audit comparison of the application date to the date of scanning the submitted documents in a sample of 1,852,100 of registered citizens revealed that on average it took 205 days for the submitted documents to be scanned.

Table 3.4 stipulates average time taken for documents to be scanned after registration of citizens. The audit noted that Citizens in Kilindi District spent an average of 632 days to scan the documents after registration, while in Ilala and Ubungo Districts the process took an average of 22 days which was the shortest.

Table 3.4: Average Time Taken from Registration to Scanning of Documents at District level

Districts	Number of Registered Citizens	Average Time Taken (In days)
Kilindi	85,121	632
Tanga	137,960	475
Magharibi A	143,123	259
Kondoa	115,761	217
Bukoba	168,277	213
Nzega	179,056	211
Ngara	105,157	197
Igunga	141,148	155
Dodoma	290,657	154
Ilala	235,335	22
Ubungo	111,753	22
Mjini	138,752	218
Grand Total	1,852, 100	**205**

Source: *Auditors' Analysis from Registration Data, 2020*

From **Table 3.4,** the average time spent to scan documents after registration in Kilindi was 632 days, Tanga was 475 days, Magharibi A was 259 days, while Nzega took 211 days, Ngara District took 197 days while scanning of documents took less time in Ilala and Ubungo Districts took 22 days.

According to NIDA delays in scanning was due to the fact that the registration activities involved several processes that were executed in a sequential manner and this contributed to delays of the later stages. Similarly, according to NIDA delays in scanning of documents were mainly due to delays to complete registration. For instance, it took up to 10 months for Bukoba and Ngara Districts, while Igunga took 6 months, 9 months for Nzega, 5 months for Dodoma, and over one year for Kondoa and Kilindi Districts to complete registration of citizens.

The audit further analysed the time taken for approval by the Registration Officer after scanning of the documents and noted that on average it took 37 days for 1,852, 100 citizens to receive approval by the registration officer after scanning of their documents. **Table 3.5** indicates the time taken for approval of registered citizens after their documents had been scanned. The audit noted that it took an average of 37 days for an approval to be granted after initial scanning of the documents in our sample of 1,852,100 citizens.

Table 3.5: Average Time Taken for Approval by District Registration Officers

District	Total Number of registered Citizens	Average Time Taken (in days)
Ngara	105,157	197
Kilindi	85,121	84
Bukoba	168,277	78
Igunga	141,148	47
Tanga	137,960	44
Nzega	179,056	33
Dodoma	290,657	19
Kondoa	115,761	10
Ubungo	111,753	10
Ilala	235,335	7
Magharibi A	143,123	6
Mjini	138752	5
Total	**1,852, 100**	**37**

Source: *Auditors' Analysis from Registration Data, 2020*

From **Table 3.5,** the delays in granting approval differed across visited districts in which citizens in Ngara District on average spent 197 days, Kilindi spent on average of 84 days, Bukoba District took an average of 78 days to approve the applications and Magharibi A District spent an average of 6 days to approve citizens' registration applications.

According to NIDA officials the main reason for the delays in approving the applicants' documents was lack of connectivity to process the forms while performing registration and processing activities at district level. Starting with Ngara, Document scanning and Ro-Approval was at first performed in an offline mode due to lack of connectivity and later the server was sent to the network (fibre) at TRA Office located at Kabanga (Boarder). The second reason was the longest distance (approximately thirty-five (35) kilometers) from the District Office to Kabanga boarder is, round trip is 70 km and the server remained there for a week for uploading data to the Central server. Thus, all operations were suspended during that period waiting for the server to finish uploading the data.

Likewise, speed for processing the applications at Kilindi District was impaired by the fact that processing center was in Handeni. The Kilindi District had to wait for the time table as each district had forms to process. Unreliable electricity was the main challenge that might have contributed to the low processing of applications forms in Bukoba as network and connectivity was not a case.

Additionally, Districts such as Dodoma Urban, Nzega, Kilindi and Igunga had to take registrations forms to NIDA Region office or any other office nearby for processing. Taking an example of Dodoma forms were to be sent to Bahi NIDA Office for processing, Nzega and Igunga sent forms to Tabora NIDA Region Office, while Kilindi sent forms to Handeni NIDA Office as processing centers.

3.2.3. Reasons that Impacted NIDA in Attaining Registration Targets

The following were the reasons for not attaining registration targets:

(a) Inadequate Citizen's Awareness about NIDA Registration Process

According to the Guidelines to Training of Trainers for mass registration of NIDA, trainers are supposed to consider the targeted groups, place for registration, and norms and traditions of such locale. During the training, trainers were supposed to use time to elaborate with vivid examples, through the available tools so as every citizen understand the process before the start of any registration process.

The performance audit noted through the review of NIDA Monitoring and Evaluation Reports from 2014/15 to 2019/20, there was inadequate provision of awareness to citizens prior to registrations. The audit team noted through the interviews with Regional and Districts Registration Officers that none of the visited districts that awareness and training campaigns were not adequately conducted

As the interviews with NIDA officials revealed, the main reasons for the failure to conduct awareness campaigns and training was lack of budget for public awareness campaigns activities at regional and district levels.

Similarly, the audit noted that NIDA prepared an action plan for information, Education and Communication Unit for the financial year 2018/19 aimed at sensitizing citizens through TV and Radio Programs, local newspapers, social media, and press conferences, meetings and joint campaigns with TCRA namely 'Mnada kwa Mnada' in some Regions and Districts and through airing a number of adverts in TV and Radio stations with regards to registration and issuance of National identification Cards but there were no reports to ascertain the extent of its implementation so as to measure the impact it had with regards to registration and Issuance of National Identification Cards.

(b) Inadequate Transportation Tools in Districts to Aid in Registration of Citizens

Through the review of NIDA annual implementation reports the audit noted that NIDA districts offices had no cars to aid them during registration and

issuance of National Identification Cards. The Audit analysis of the asset register indicated that only 67% of NIDA district offices out of 150 had vehicles to aid them in registration and issuance of National Identification Card process. Similarly, the audit noted that out of available 49 vehicles that were allocated in the Districts Offices, 25 vehicles were grounded due to lack of spares parts.

Similarly, the audit noted in the visited districts that only 5 districts out of the 12 had cars for transportation during the registration and Issuance of National Identification Cards. These districts were Kinondoni, Ngara, Kilindi, Tanga CBD and Magharibi A. The audit Team further noted that the cars in Kilindi and Ngara were grounded. Lack of reliable transportation facilities impaired the registration of citizens due to long distance between wards, villages and registration offices especially in rural areas. NIDA was supposed to bring the registration services closer to the citizens, but the longest distance accompanied by bad road conditions made the offices inaccessible to the citizens.

(c) Presence of Non-functioning Registration Tools

NIDA uses Mobile Enrolment Units and Biometric Voters registration for registration of citizens. In 2015/16 NIDA acquired 5,000 BVR from the National Electoral Commission and distributed them to all district offices in the country.

The audit noted through observation of the usage of the tools for registration in the visited districts that a number of BVR and MEUs were non-functioning. Out of the total 377 registration tools available, about 166 (equivalent to 44%) were not functioning as intended. Moreover, the audit analysed the functionality of the BVR in the visited districts.

Figure 3.2 shows the functionality of the BVR in the visited districts. The audit noted that out of the available 269 BVR only 127 (equivalent to 47%) were not functioning.

Figure 3.2: Functionality of BVR[3] in the Visited Districts

From **Figure 3.2**, some percentages of BVR functionality are indicated as follows: Ilala (11%), Bukoba (48%), Ngara (56%), Nzega (48%), Igunga (54%) and all BVR in Dodoma were not functioning.

Figure 3.3 below, stipulates the functionality of the MEU in the visited districts. The results indicate that 36% of the available 108 MEU were not functioning as intended

Figure 3. 3: Functionality of MEU in the Visited Districts
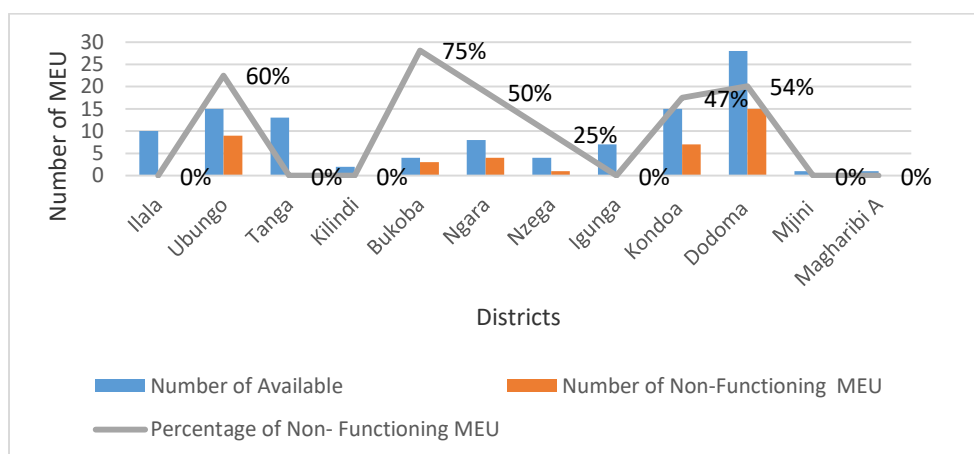
Source: *Auditors' Analysis from physical verification, 2020*

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[3] **Mjini and Magharibi A had no BVR's**

From **Figure 3.3,** the following was the situation of non- functioning MEU in the visited districts Ubungo had 60%, Ngara had 50%, Nzega had 25% while in Ilala, Nzega, Kilindi and Tanga all MEUs were functioning.

The main reason for non-functioning of the registration tools was inadequate maintenance. Interviews with officials in the visited District, revealed that the availability of impaired registration tools negatively impacted registration processes.

(d) Inadequate Maintenance of Tools

NIDA Regional Computer System Analysts (RCSA) are required to conduct regular maintenance of tools used for registration and issuance of NID cards to ensure assessment and operational status of these tools and equipment. Interviews with Regional Computer System Analysts (RCSA) from the visited regions, revealed that there were inadequate maintenance of tools and equipment in all visited districts.

The audit noted that NIDA developed maintenance plan for ICT tools and equipment in the last six years but the plan was not implemented as no funds were allocated for maintenance of tools.

Moreover, the audit noted that there was no maintenance plan for tools and equipment in the visited regions and as a result, maintenance of tools and equipment were not adequately scheduled and were reactive rather than proactive.

Through interviews with Regional Computer System Analysts (RCSA) in the visited regions the Audit Team noticed that maintenance and repairs conducted to the registration tools were reactive and not proactive due to lack of Maintenance Plans for the registration tools and equipment such as scanners and computers.

Limited Regional Coverage During the Early Years of Registration

The registration activities were supposed to cover all regions both in Tanzania Mainland and Zanzibar. The interviews with officials from NIDA,

indicated that from 2012/13 to 2015/16 NIDA managed to cover only 16 % of the regions.

Table 3.6 shows the number of regions that were covered during registrations. The audit noted through the review of NIDA annual plans that in order for NIDA to cover all regions they later on initiated a mass registration process and managed to cover all 31 regions from 2016/17 to 2019/20.

Table 3.6: Number of Regions Covered since 2012/13 to 2019/20

Financial year	Target of Regions to be Covered	Number of Regions covered	Uncovered Regions	Performance rate (%)
2012/13	31	Public servants n Dar	3	-
2013/14	31	1		6
2014/15	31	5	26	16
2015/16	31	5	26	16
2016/17	31	5	26	16
2017/18	31	29	-	93
2018/19	31	31	-	100
2019/20	31	31	-	100

Source: *Auditors' Analysis from NIDA Annual Implementation Reports, 2020*

As indicated on **Table 3.6** above, for the period between 2012/13-2016/17 NIDA managed to register citizens in only 16% of regions. However, from 2017/18 NIDA managed to cover 93-100% which explicitly explains the positive trend in citizens' registration process.

Lack of Network Connections in Some Districts

According to the information Communication Technology Policy for the National Identification Authority on the Network Management, NIDA is required to put measures in place that ensure availability and accessibility of the secured network for stakeholders and NIDA.

Table 3.7 shows the percentage of districts which are not connected to the National Server. The audit noted that in 2017/18, 29% of district offices in

the country were not connected to National server at Data Centre, in 2018/19, 22% of districts and in 2019/20, 15% of NIDA District offices were not connected to the National server.

Table 3.7: District Connectivity to the National Server

Financial Year	Number of Districts	Number of Districts Connected	Not connected to National Server	Percentage not Connected
2017/18	150	106	44	29
2018/19	150	117	33	22
2019/20	150	127	23	15

Source: Auditors Analysis from ICT Unit Summary of District Connected to Server of June 2020.

However, Table **3.7** shows that the percentage of unconnected districts to the national server decreased from 29% in 2016/17 to 15% in 2019/20. Improvement in connection of the districts to the National Server could partly explain the improvement in registration and uploading of applicants documents as discussed in the preceding sections.

Similarly, the audit team observed during the visit to the districts that all districts were connected to National Server as at 31st June 2020. During the interviews with Officials at NIDA the Team learned that inaccessibility of NIDA District Offices to the NIDA national server was caused by lack of connection to the National Optic Fibre and in other districts there were no connection to wide Area Network so as to easy communication and transfer of information from districts to data centre.

It was further noted that, out of 23 districts which were not connected with Data Centre, nine (9) districts were in final stage to be connected with Data Centre. The remaining 14 districts have not been connected due to lack of TTCL communication network in those districts.

Lack of connectivity to national server potentially resulted into the following:

   (i) Untimely processing of registration information's from registered applicant to Data Centre;

(ii) Inability to view the status of registered citizens; and

(iii) Failure to recapture needed attachment of registered applicant such as Photos because the system allows onetime offline capturing of registered applicants information's forms.

3.2.3 Low Pace of Issuance of National Identification Cards

According to the 2nd National Five Years Development Plan (2016/17–2020/21) NIDA is required to issue National Identification Cards to all (100%) Tanzanians aged 18 and above by June, 2020. The audit team noted that NIDA had not managed to issue National Identification Cards to all eligible citizens in the country as targeted.

Figure 3.4 comparers the targeted population of 18 years and above with the number of citizens issued with NID Cards. The audit comparison of the projected population as per NBS with the total number of citizens with National Identification Cards revealed that NIDA only managed to issue NID cards to 19% of the all eligible citizen in the country.

Figure 3.4: Comparison of Issued NID Cards with Projected Citizens aged above 18 years
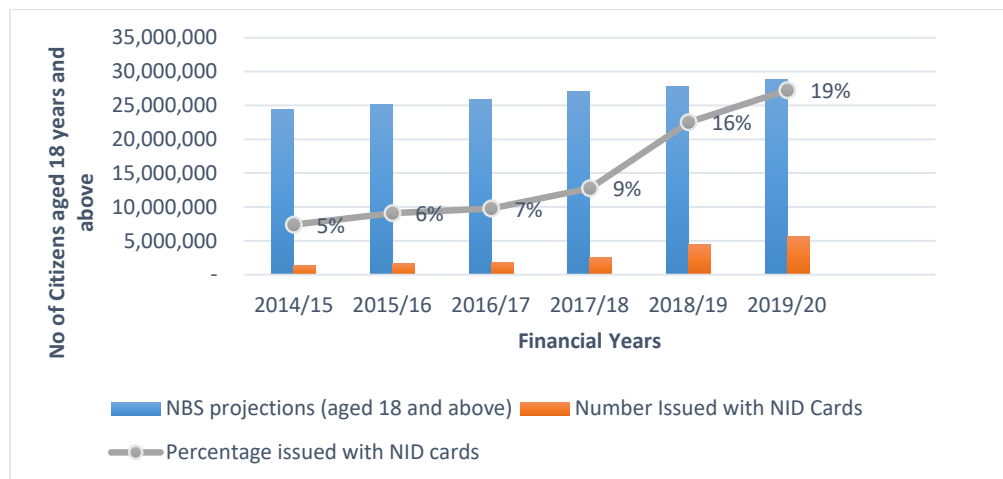
Source: Auditors' analysis from NID Issuance data and NBS projection data, 2020

From **Figure 3.4** it can be realized that in 2014/15, NIDA issued NID cards to 5% of the citizens aged 18 and above, in 2015/16 issued to 6%. In 2016/17 only 7% got NID cards, in 2018/19 only 16% received the NID cards and lastly

in 2019/20 just 19% of all citizens aged 18+ and above received the National Identification Cards. The results indicate a small yearly increase of 2- 3 percentage in the number of issued National Identification Cards.

Not all Registered Citizens were Issued with NID Cards

The audit noted that NIDA didn't to attain the National Five Years Development Plan which required 100% of the eligible citizens to have National Identification Cards by June 2021.

Figure 3.5 below compares the number of cumulative registered citizens with the number of citizens who were issued with NID cards. The results indicate that NIDA did not issue NID cards to 16,107,483 citizens equivalent to 74% of the registered 21,728,833 citizens, as of June 2020.

Figure 3.5: Comparison between the Cumulative Registered Citizens and those Issued with NID Cards

From **Figure 3.5** the audit noted that as of June 2013/14 NIDA issued NID cards to 101,351 of the 1,974,17egistered citizens, while as of 2014/15 there were 1,289,069 issued NID Cards out of 3,459,558. The audit noted that as

of 2019/20 NIDA managed to issue only 5,621,350 out of 21,728,833. NID Cards equivalent to 26 percent of all registered citizens

Interviews with NIDA officials revealed that although the Citizens were not issued with NID Cards, all eligible registered citizens were issued with National Identification Numbers (N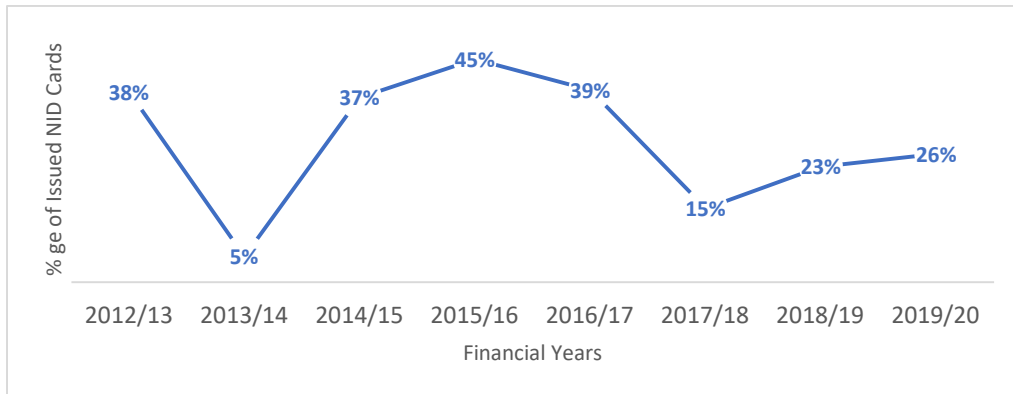INs) which helps to identify the citizens and enable them get all services like those having the NID Cards. To meet its objective of producing the National Identification Cards to the remaining 74%, the authority has started the exercise of data cleaning to deal with the pending applications in 43 districts so as production process can continue. According to NIDA Priority was also given to regions with proximity to the boarder especially, Kagera, Tanga, and Tabora with a number of applications pending due to objection of citizenship cases which totals to 1,470,000.

The audit then analysed the number of registered citizens at various stages of the registration and issuance process of National Identification and found that the 74% of citizens who were yet to receive the National Identification Cards were in various stages of application: 9% were already registered but not approved, 7% were uploaded to Data Centre but had not received the National Identification number. Similarly, , 55% had been approved, issued with NIN but their NIDs were yet to be produced and only 2% had NID produced but not collected. This indicates that the main reasons for not having National Identification Cards were inefficiencies in the production of National Identification Cards.

Trend of Issuance of National Identification Cards

Figure 3.6 compares the trend of issuance of National Identification Cards at National Level. The audit noted that percentage of issued National Identification Cards decreased from 38.42% in 2012/13 to 25% in 2019/20.

Figure 3.6: Trend of Issuance of National Identification Cards from 2012/13 to 2019/20

Figure 3.6 above, indicates that Issuance of National Identification Cards decreased from 38.4% to 26% from 2012/13 to 2019/20. The interviews with the officials at NIDA revealed that the main reason for the delays in issuance of the ID cards was increase in registration of citizens accompanied with the decrease in production of National Identification Cards.

Inadequate Issuance of National Identification Cards at Regional levels

The audit further analysed the issuance of National Identification Cards in the visited regions and found that a significant number of citizens in the visited regions were yet to receive the National Identifications Cards.

Figure 3.7 indicates that Mjini Magharibi had 82% of registered citizens who had been issued with National Identification Cards. Dar es Salaam region had 70% of the registered citizens with NIDs, while Kagera had only 3% of the registered citizens who had been issued with NID Cards. Basing on the conducted interviews with officials at NIDA, Dar es Salaam and Mjini Magharibi, these regions had the highest percentage of citizens with NID cards because NIDA placed higher priority in the two regions due to their socioeconomic importance to the country.

Figure 3.7: Comparison of Registered Citizens with the Issued National Identification Cards
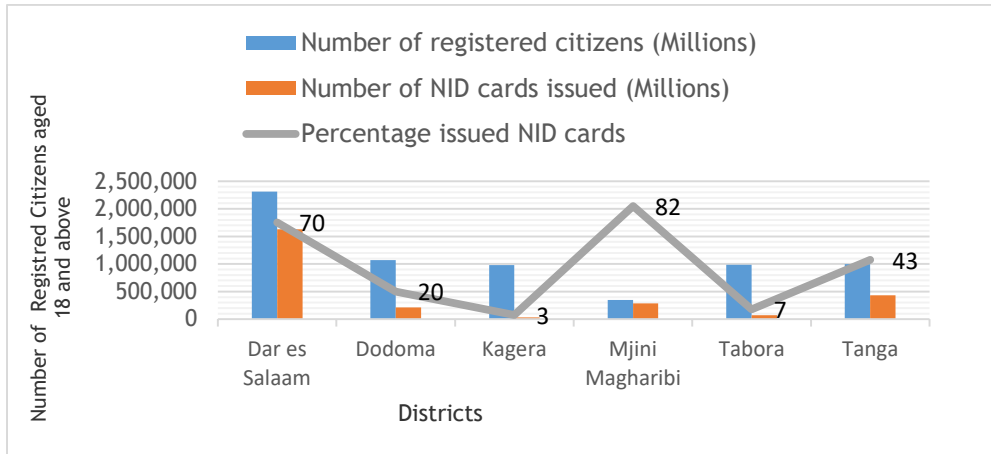
Source: Auditors' Analysis from Regional Registration and Issuance Data, 2020

Figure 3.7 above indicates that Issuance of National Identification Cards to registered citizens in the visited regions ranged between 3% in Kagera region and 82% in Mjini Magharibi Region.

The audit further analysed the number of people in stage from registration to issuance to establish were the majority of registered citizens who are yet to receive the National Identification Cards were; **Figure 3.8** below indicates the percentage of registered citizens who are yet to receive the national Identification cards in each stage of the registration to Issuance of National Identification cards.

Figure 3.8: Percentage of number of Citizens who are yet to receive the National Identification Cards in each stage of the Registration process across visited regions
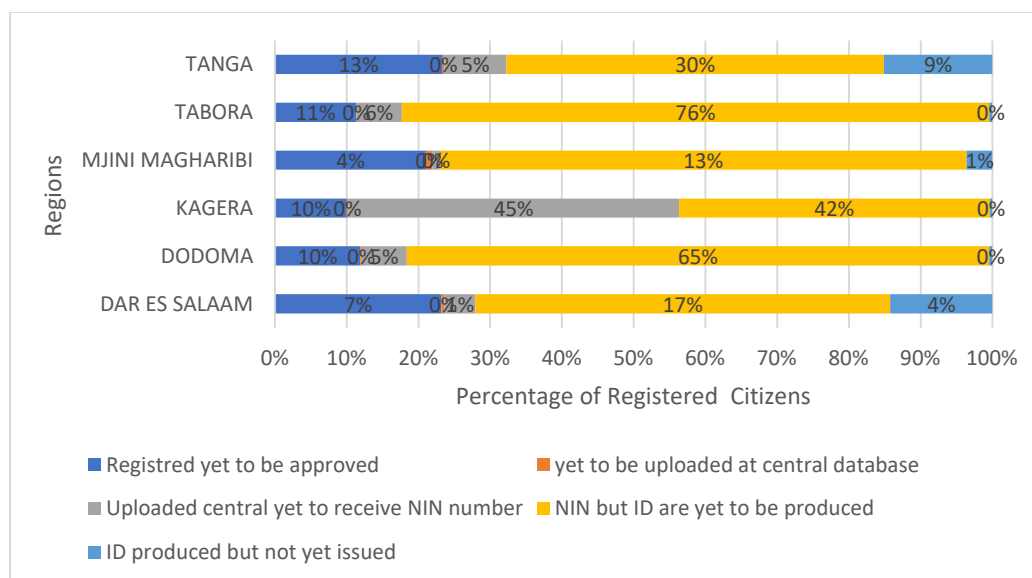
Source: Auditors analysis from Regional Registration Status Reports 2020

Figure 3.8 shows that as of June 2020 the majority of citizens who were still not issued with National Identification Cards in all visited regions except Kagera were those with NIN cards and were waiting for the production of their National Identification cards. Dodoma had 65%, Dar es Salaam had 17%, Tabora had 76%, and Tanga had 30% of the citizens who received the NIN but are still waiting for their ID cards. This indicates that the main reasons for not having National Identification Cards were inefficiencies in the production of National Identification Cards.

Inadequate Issuance of National Identification cards at District levels

The audit further analysed the issuance of National Identification Cards in the visited Districts.

Figure 3.9 shows the cumulative issuance of National Identification Cards in the Visited Districts. The results indicate that Magharibi A had 87% of the registered citizens who had been issued with National Identification Cards

while Ngara had only 3% of registered Citizens with National Identification Cards.

Figure 3.9: Cumulative Issuance of National Identification Cards in Districts
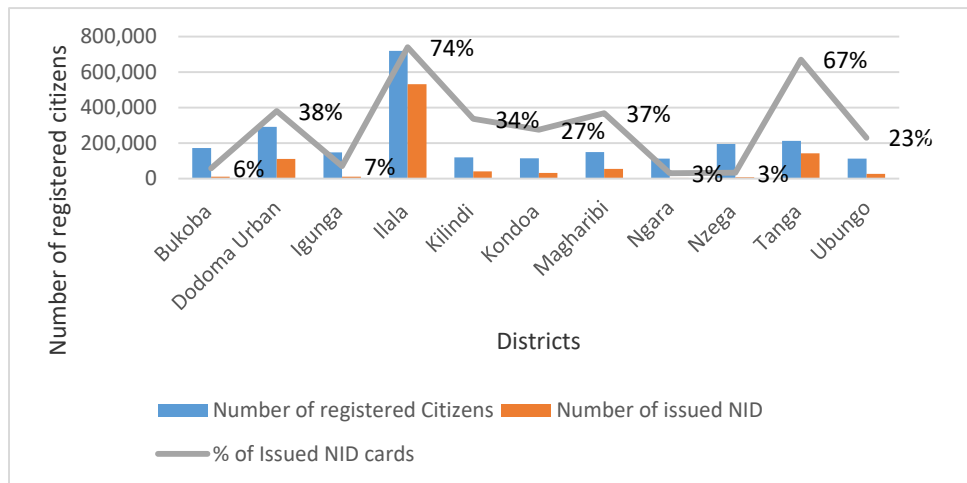
Figure 3.9, indicates that Ngara and Nzega Districts had the lowest percentage of citizens with National Identification Cards at 3% while Ilala had the highest percentage of citizens with National Identification Cards at 74%.

Inadequate Issuance of NID Cards in Sampled Files

Similarly, the audit reviewed of a sample of 1,713,348 registered citizens in the visited districts and analysed the extent of issuance of National Identification Cards.

Table 3.8 shows the percentage citizens in our sample who were issued with National Identification cards. The audit noted that only 673,376 of the registered citizens (equivalent to 39%) had been issued with the National Identification Cards

Table 3. 8: Percentage of Citizens Issued with the National Identification Cards in the Sample as at 11 December 2020

Visited Districts	Settings	Sample of Registered Citizens	Citizens with NID Cards	Percentage with NID Cards
Ngara	Rural	105,157	3,369	3
Nzega	Urban	179,056	6,383	4
Bukoba	Urban	168,277	10,031	6
Igunga	Rural	141,148	10,256	7
Ubungo	Urban	111,753	24,632	22
Kondoa	Rural	115,761	31,236	27
Ilala	Urban	235,335	84,971	36
Dodoma	Urban	290,657	110,706	38
Kilindi	Rural	85,121	47,820	56
Tanga	Urban	137,960	101,282	73
Mjini	Urban	138, 752	118301	85
Magharibi A	Urban	143,123	124,389	87

Source: *Auditors' Analysis from Districts Registration and Issuance Data, 2020*

The results in **Table 3.8** indicate variations among the districts in issuance of the ID Cards. The results specifically show that in Ngara District only 3% of the registered citizens had received the National Identification Cards which was the lowest of all visited districts, while 87% of citizens in Magharibi A received the National Identification Cards which was the highest percentage of all visited District.

Similarly, the audit analysis of the Registration and Issuance of National Identification Cards between rural and urban districts found that on average 21% of citizens in Rural areas had received National Identification compared to 37% in Urban. This result indicates that citizens in Uban areas had received National Identification Cards more than people in Rrural areas.

3.2.4 Delays in Issuance of National Identification Cards

According to Registration and Identification of Persons Regulations of 2014. NIDA Registration Officer is required, within six months to issue National Identification Card to all applicants.

The audit analysed the average time taken to receive the National Identification cards for 673,376 citizens who had received the NID cards in the sample of 1,852,100 registered Citizens. The results are shown in **Table 3.9.**

Table 3.9 below, shows average time taken to receive National Identification Cards for Citizens with NID Cards. The audit found that on average it took 687 days for the registered citizens in the visited districts to receive National Cards identification Cards. The average time for all visited districts was beyond the required time of 180 days (6 months).

Table 3.9: Average Time Taken to Receive a NID Cards

District	Number of citizens with NID cards	Average time taken to receive the cards (In days)
Kilindi	47,820	1,421
Tanga	101,282	908
Nzega	6,383	588
Mjini	138, 752	532
Magharibi A	124,389	518
Ngara	3,369	477
Bukoba	10,031	473
Igunga	10,256	462
Kondoa	31,236	429
Dodoma	110,706	380
Ilala	84,971	170
Ubungo	24,632	139

Source: *Auditors' Analysis from Districts Registration and Issuance Data 2020*

From **Table 3.9** above the audit noted that it took 1421 days for citizens in Kilindi District to receive the National Identification Card which was the longest time of all visited districts while Citizens in Dar es Salaam (Ilala and Ubungo Districts) waited for less than 180 days to receive a National Identification Cards.

The audit further compared average time taken in each visited district with the standard time of 180 days.

Figure 3. 10:Comparison of the Average Waiting Time for Obtaining a NID Cards with the Standard time in Districts
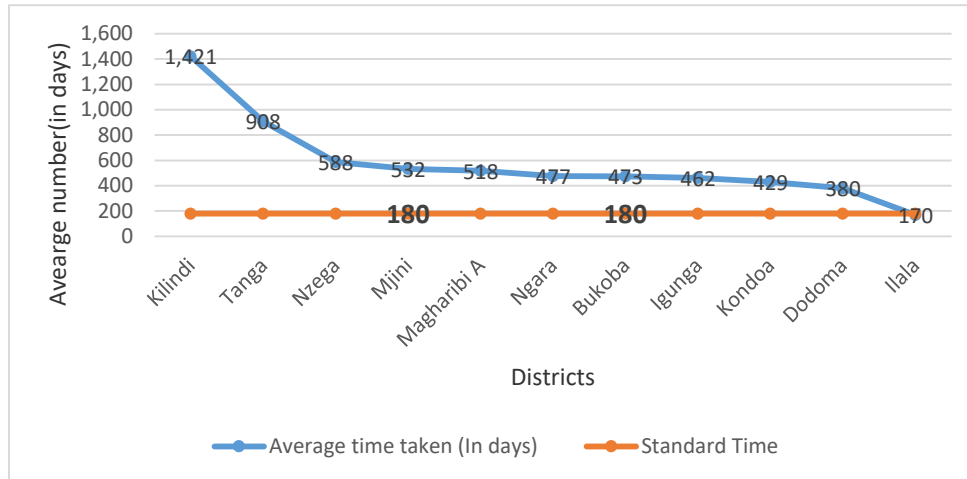
Source: Auditors' Analysis from Districts Registration and Issuance Data, 2020

Figure 3.10 indicates that on average only the registered citizens in Ilala who spent 170 days and Ubungo who spent 139 days to receive the National Identification Cards got the service within the stipulated standard of 180 days.

The audit further analysed the proportion of people who received the National Identification Cards on time against the registered citizens and the results are summarised in Table 3.10.

Generally, **Table 3.10** shows that only 22% of the 673,376 registered citizens had received the National Identification Cards within 6 months period (0-180 days) while 78% of registered citizens received the National Identification Cards after Six Months.

Table 3.10: Percentage of Citizens Received the NIDA Cards Within the Standard Time

Districts	Number of citizens received the NID Cards	Number who received within 0-180 days	Number of Citizens who received NIDA Cards after 180 days	Percentage of citizens who received NIDA Cards within 0-180 days
Igunga	10,256	4	10,252	0
Kondoa	31,236	483	30,753	2
Ngara	3,369	64	3,305	2
Nzega	6,383	108	6,275	2
Kilindi	47,820	1,548	46,272	3
Mjini	118301	6256	112045	5
Magharibi A	124,389	7,697	116,692	6
Tanga	101,282	9,446	91,836	9
Bukoba	10,031	1,119	8,912	11
Dodoma	110,706	15,590	95,116	14
Ubungo	24,632	16,889	7,743	69
Ilala	84,971	66,593	18,378	78

Source: Auditors' Analysis from Districts Registration and Issuance Data, 2020

As indicated in **Table 3.10** there was variations across the visited districts, in the time spent to issue the ID Cards to the registered applicants. Specifically, the Table shows that no citizens in Igunga, received their cards on time. The Table further shows that only 3% of the citizens in Kilindi and 2% in Kondoa, Nzega and Ngara Districts received their NID cards within stipulated standard time.

Meanwhile, 69% of the registered citizens in Ubungo and 78% of registered citizens in Ilala received the NID cards within the standards time of six months. Results in Table 3.10 above indicates that not only that NIDA did not observe the standard set time as per regulation but also didn't attain the targets set in its own strategic plan for the period 2019/20 - 2023/24) in which NIDA planned to reduce the processing time (total time taken in production chain from registration point to issuance of an ID card from 60 days in 2017 to 49 days in 2018, 38 days in 2019, 27 days in 2020, to 16 days in 2021, and 7 days in 2022.

Delays during the Process of Registration Process

Figure 3.11 stipulates the average time (in days) spent at Each Stage from Registration to Issuance of NID cards. The audit noted on average citizens spent more time at the stage of registration to scanning which took an average of 286 days, followed by production to issuance of NID cards which took 148 days, ID production after being issued with an NIN took 74 days.

Similarly, it required an average of 31 days to get a National Identification Number after approval by the registration officer and an average of 25 days for the application to be approved by the registration officers after scanning of the applications documents.

Figure 3.11: Average Time (in days) Spent at Each Stage from Registration to Issuance of NID Cards
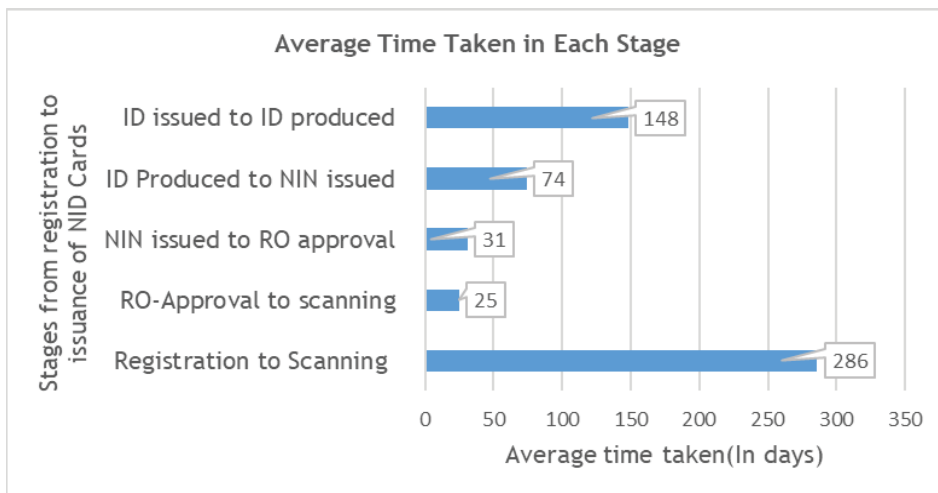
Source: Auditors' Analysis from Registration and Issuance Data, 2020

3.2.5 Significant Delays for Citizens who are yet to Receive NID Cards

The audit further analysed the extent of delays for the registered citizens who did not receive the National Identification cards across the visited districts as at 11 December 2020.

Figure 3.12 shows the average waiting time for the registered citizens who are yet citizens to receive their National Identification Cards. The audit

noted that on average in all visited districts citizens had been waiting for their National Identification Cards for 760 days.

Figure 3.12:Average Waiting Time for Citizens without NID Cards in Districts
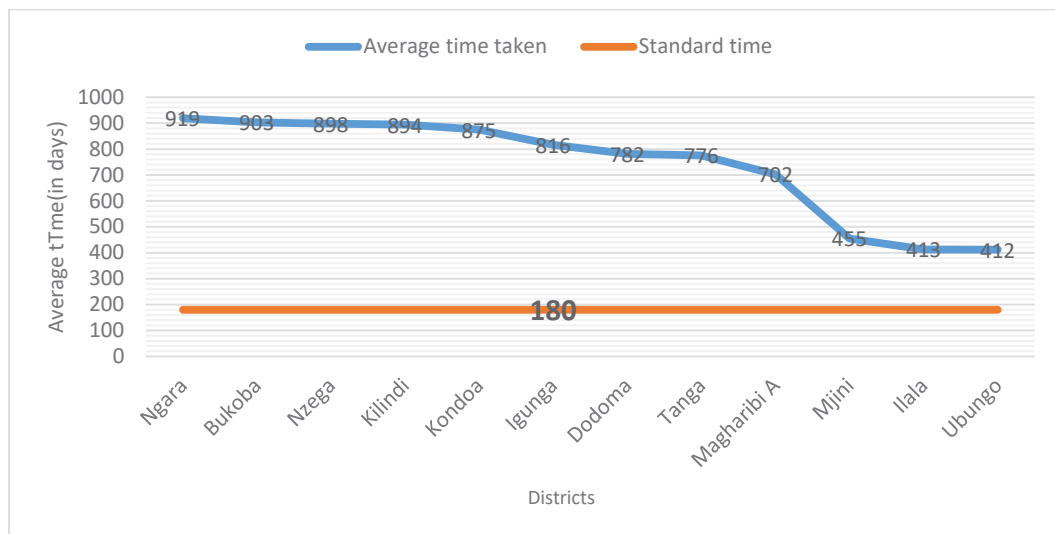
From **Figure 3.12**, it can be deduced that on average all districts had registered citizens who had spent more days waiting to receive their NID cards than the standard required time of 180 days. On average the registered Citizens in Bukoba District had been waiting for 903 days, while those in Ngara District had been waiting for 919 days to be issued with the National Identification Cards. Citizens in Ilala District had been waiting for 413 days while registered citizens in Ubungo District had been waiting for 412 days to receive National Identification Cards.

Ilala and Ubungo Districts spent less time because they were the first districts to start the processes for citizens' registration and issuance of National Identification Cards.

The audit further analysed the average time taken at each stage from registration to production of the NID cards so as to establish the stage where

the registered citizens who are still waiting for their NID cards spent more time and the results are illustrated in Figure 3.13

Figure 3.13, shows the average percentage of waiting time spent by the citizens yet to receive National Identification Cards. The audit noted that 40% of the delays were during ID production after citizens had been issued with National Identification Cards, 37% were during scanning after registration and 12% were during approval after scanning.

Figure 3.13: Average Percentage of Waiting Time in each stage of National Identification Card Processing
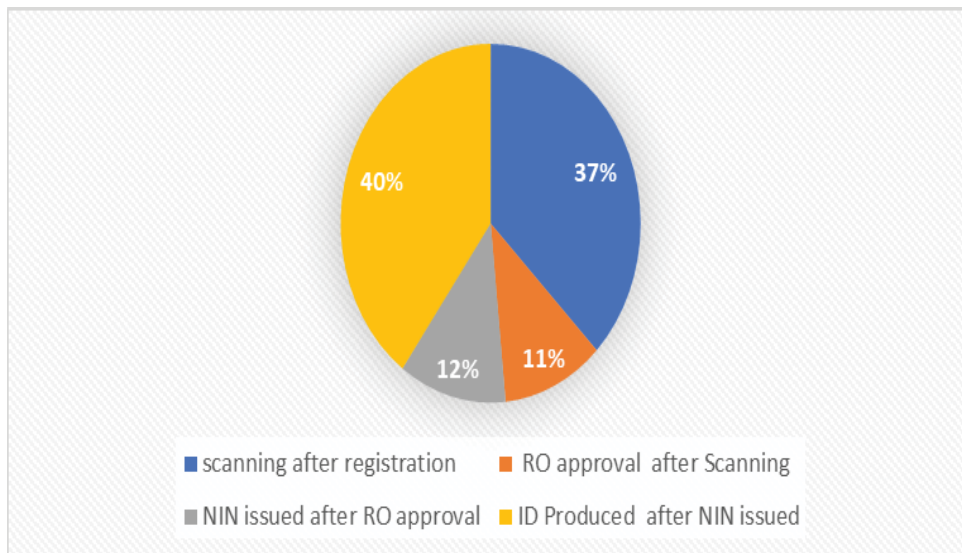
Source: Auditors' analysis from Registration and Issuance Data 2020

The audit further analysed the percentage timeliness that each stage took during the registration to issuance of the ID Cards in each of the visited districts.

Figure 3.14 shows the average waiting time spent by the citizens who were still waiting for their ID cards, in each stage National Identification Card processing. The result indicates delays in each stage of Registration to Issuance had contributed to the overall delays in each district.

Figure 3.14: Average Waiting Time in Each Stage of NID Cards Production Process across Visited Districts
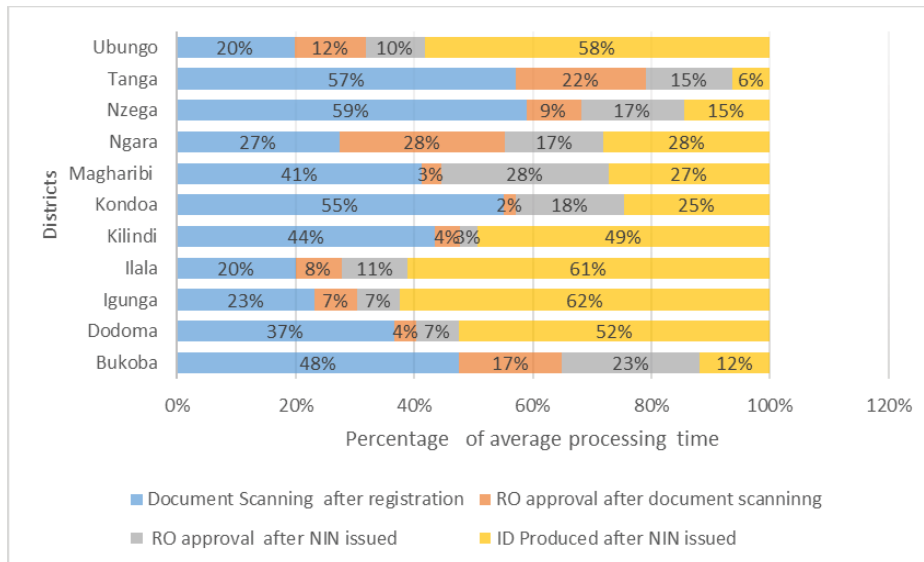
Source: *Auditors' Analysis from Registration and ID Card Issuance Data 2020*

The results in **Figure 3.14** indicate variations in the manner that each stage of card production process had contributed to delays in ID card production in each of the visited districts. The delays in ID production after Issuance of National Identification Number (NIN) were as follows: In Ubungo production of cards delayed by 58%, Ngara 28% Kilindi 49%, Ilala 61% and Igunga 62%. Meanwhile, scanning of documents after registration contributed to the delays in Tanga by 57% Nzega by 59% Magharibi by 41%, Kondoa by 55%, Kilindi by 44% and Bukoba by 48%.

3.2.6 Increase in the number of Issued National Identification Numbers

Further, the audit noted through interviews with NIDA officials that as a result of delays in the issuance of national identification cards, NIDA decided to issue National Identification numbers to aid citizens to receive socio-economic services such as registration of SIM Cards and registrations of business.

The audit analysis of the issuance of the National Identification Numbers to registered citizens as indicated **in Figure 3.15** shows the cumulative percentage of generated NIN Cards at the National level. Specifically, the

audit noted that as of June 2019/20 NIDA managed to issue National Identification numbers to 18,187,698 citizens out of the 21,728,833 registered citizens' equivalents to 84 percent. The results further indicate that only 16 percent of the registered citizens were still waiting to receive the National Identification Numbers (NIN). The yearly analysis of issued National Identification Numbers revealed that NIDA didn't meet the targets of issuing NIN cards to all registered citizens from 2012/13 to 2019/20.

Figure 3.15: Cumulative Percentage of National Identification Numbers Generated for the Period of 2012/13-2019/20
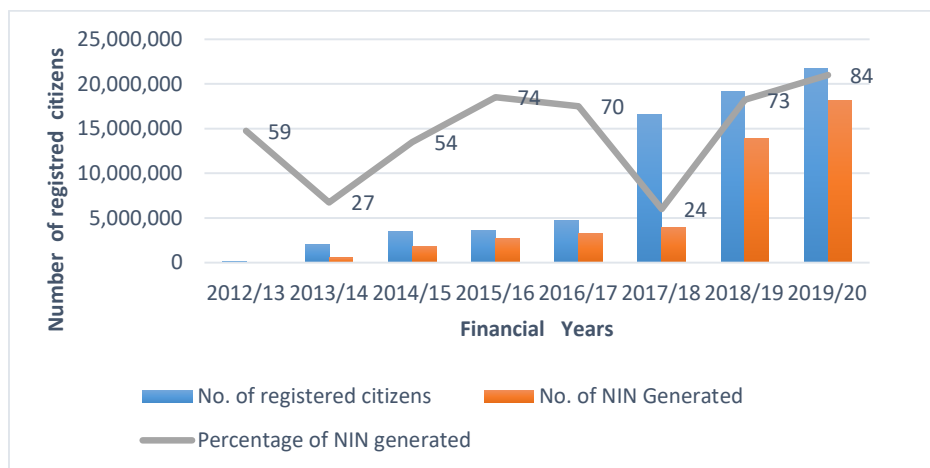
Source: *Auditors' Analysis from National Identification Cards Issuance Reports 2020*

Figure 3.15 above, indicates that the issuance of National identification numbers ranged between 27% in 2017/18 to 84% in 2019/20.

Issuance of National Identification numbers in the visited regions

The audit further analysed the issuance of National Identification Numbers in the visited regions as of June 2020. **Table 3.11** shows the issuance of the National Identification Numbers in the Visited regions. The audit noted that NIDA managed to issue national identification numbers to more than 50 percent of the registered citizens in the visited regions.

Table 3. 11: Issuance of National Identification Numbers in the Visited Regions

Name of the region	Registered citizens	Total Issued NIN	Percentage of NIN issued
Mjini Magharibi	349,027	334,435	96
Dar es Salaam	2,309,097	2,118,435	92
Dodoma	1,072,045	914,154	85
Tabora	987,641	825,186	84
Tanga	998,787	816,549	82
Kagera	980,155	444,378	45

Source: *Auditors' Analysis from Regional National Identification Numbers Data, 2020*

From **Table 3.11**, the audit noted that Issuance of National Identification numbers was higher in Mjini Magharibi Region at 96% and lower in Kagera Region at 45% as of June 2019/20.

According to NIDA the issuance of NID Cards in Kagera Region was below 50% due to geographical characteristics of the region. Kagera is among border regions with high interaction of people from neighbouring countries. Hence, the process of verifying applicants takes time. Therefore, NIN would be issued once all doubts on citizenship have been cleared by the relevant Authorities.

3.2.6. Inadequate Production of the National Identification Cards

The audit analysed the extent of production of National Identification Card in the last eight years.

Figure 3.16 shows the comparison of the registered citizens and the produced National Identification Cards. The audit noted that NIDA production of National Identification Cards had been low in the last eight years compared to the number of registered citizens.

Figure 3.16: Comparison between Registered Citizens and Produced National Identification Cards from 2012/13 to 2019/20
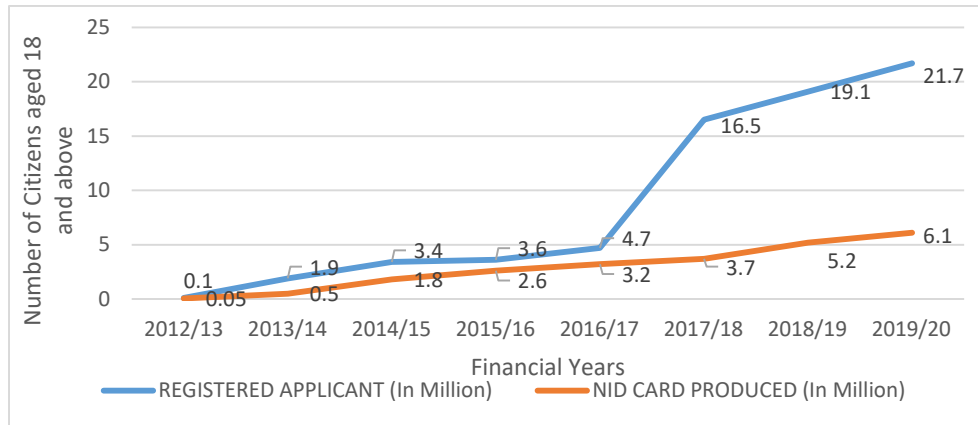
From **Figure 3.16** it can be deduced that the production of the National Identification Cards stalled as the number of registered citizens increased. It can be noted that the registration of citizens peaked up during the country wide mass registration between 2015/16-2019/20.

3.2.7. Reasons for Inadequate Production of National Identification Cards

The following are the main reasons for the inadequate production of the National Identification Cards:

a) **NID Cards Production Machines Operated Below Full Production Capacity**

NIDA Strategic Plan for the period between 2019/20 to 2023/24 elaborated that in order to carry out its mandated functions NIDA should ensure effective functioning of its working tools.

To ensure production of the National Identification Cards, NIDA entered into contract with IRIS for supply of three machines for NID productions. The three machines had the capacity of producing 3,168,000 NID cards per year which translated to 40000 NID cards per single machine working for 22 days. In 2016/17 NIDA introduced inside signature into the NID cards which reduced the capacity of the machines by half to 1,584,000 NID cards per

year which translated to 2,000 NID cards per single machine and 6,000 NID cards per 3 machines working for 22 days in a month.

Figure 3.17 shows the trend of NIDA operational capacity to produce National Identification Cards. The audit analysis indicates that from 2014/15 to 2017/18 NIDA operated with three machines but below the production capacity of less than 52% of their capacity.

Figure 3.17: NIDA Operational Capacity to Produce NID Cards from 2014/15-2019/20
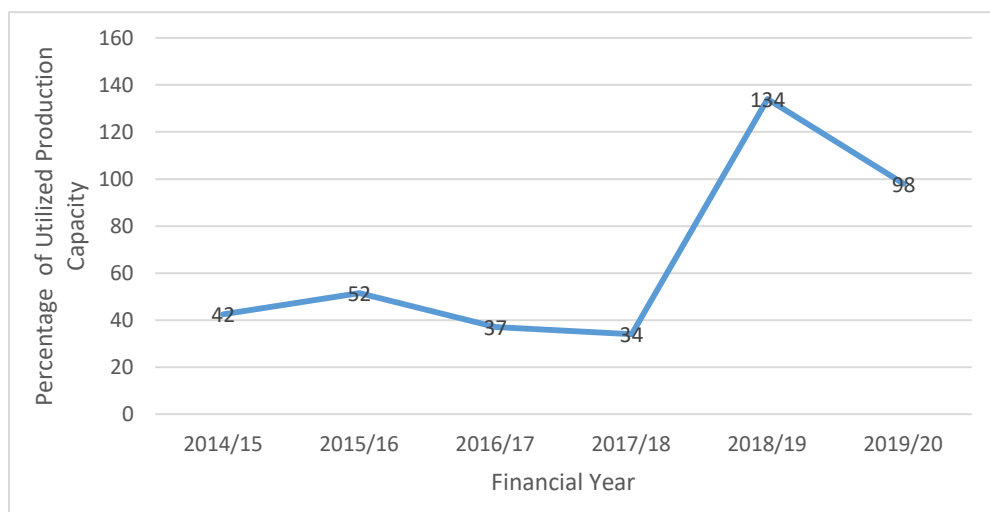
Source: Auditors' Analysis from National Identification Cards Production Data of 2020

From **Figure 3.17** the audit noted that in 2014/15 the production capacity was 42%, lower than estimated, due to availability of few registered citizens during the early years. In 2015/16 the capacity in NID card production increased to 52%, but decreased again to 37% in 2016/17 and 34% in 2017/18 in 2019/20 the production capacity went down to 98% from 138% due to breakdown of the production machines.

Interviews with the Officials at NIDA revealed that the remaining two machines had been breaking down from time to time due to inadequate maintenance as a result of the expiration of the contract between NIDA and IRIS. The audit further noted that NIDA introduced extra working hours for machines operators but the targets were never met.

b) Unsupplied first-generation Raw Cards for Production of NID cards

According to the terms of NIDA contract with IRIS, the contractor was supposed to ensure procurement of 25 million first-generation raw cards needed during production of NID cards.

The audit noted that IRIS managed to only procure and supply 11,264,272 first generation raw cards and 13,735,728 raw cards were not procured up to expiration of the contract. Failure to procure the raw cards has partly hampered production of the required number of cards as at June 2020.

c) Inadequate Maintenance of NID Production Card Machines

Section 4.2 of contract extension (signed June 23, 2017) agreement between NIDA and IRIS Corporation Berhad requires IRIS to provide maintenance and support services include maintenance to NID cards production machines. In addition, it provides scope of maintenance services covering scheduled preventive maintenance to extend the life of the equipment and it states that corrective maintenance as well as scheduled preventive maintenance are needed to ensure equipment are functioning optimally and errors are minimized.

Through the interviews with officials from NIDA the audit noted that there was inadequate maintenance of NID cards production machines. The audit further noted that NIDA had no maintenance schedule from the contractor which could have indicated the number and days for maintenance of the production machines.

As a result of inadequate maintenance of NIDA production machines by M/s IRIS Corporation Berhad, there have been 68 faulty spare parts to be repaired which have never been repaired. Example of unrepaired spares included Print head, Bearing Block heater roller, head Cam Laminator, Cleaning Tape drive belt, Sensor, Shaft, main drive, Cartridge Heater.

The audit noted that NIDA took different measures to ensure the maintenance of the three machines including inviting IRIS Experts to conduct analysis of the required maintenances through a letter dated 4th June, 2019 with Reference Number CCA/57/191/02/A and the audit noted that through the review of the delivery notes that spare parts were delivered but no maintenance had been conducted.

Similarly, according to IRIS letter dated 28th June, 2019 with Reference Number ICBL/L/00177.19/NC/NIDA/RHJ, it was noted that laminates for the ID cards in the NIDA inventory had expired and thus the use of the expired laminates eventually resulted into wear and tear of the machines and frequent breakdowns.

As a result of inadequate and regular maintenance by the contractor, the Audit Team observed that out of three machines only 1 was operating as of December 2020. Non-operational NID cards production machines partly contribute to the delays in production of NID cards by NIDA.

d) Unutilized Procured NID Cards Production Machines

To improve the efficiency and effectiveness in issuance of the National Identification Cards NIDA bought two new machines with the capacity to produce 4,500 NIDs per hour in 2019/20, at a cost of TZS 10,050,927,742.50.

The audit noted that the procured NID production machines were installed in January 2020 and four technicians were trained for operating them. However, up to December 2020, one year after the installation, the machines were not utilized at Data Centre. The audit analysed the impact that the two machines could have had in a period of one year if operated at maximum capacity.

Table 3.12 indicates that if the machines were utilised, within a period of in one year, the two-card production machine could have produced all the remaining 19 million National Identification Cards.

Table 3.12: Impact of the Procured NID Production Machines for One Year

Machines	Production capacity	Production capacity of NID cards in 1 year[4]
First Machine	4500 cards @ 60 minutes	9,504,000
Second Machine	4500 cards @ 60 minutes	9,504,000
TOTAL	9,000 NID cards per hour	19,008,000

Source: *Auditors' Analysis from Interviews a2020*

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[4] Assumption that the machines Operated for 22 days per month for 8hrs per day

From **Table 3.12** it can be noted that 19 million cards could have been produced if the machines operated at full capacity for one year. The audit noted that the reasons for the failure to utilise the newly bought machines were:

(i) Delays in Compliance with the Requirements for Operationalization of the newly Procured Production Machines

The Special Conditions No. 1.1 and No. 42 of Contract between NIDA and M/s Atlantic Seizer GmbH require the conduct of two test namely Factory Acceptance Test (FAT) and Site Acceptance Test (SAT) before fully operational of the NID cards Production machine.

The audit noted that the two brand new machines underwent Factory Acceptance Test (FAT) between 30/10/2019 and 31/10/2019 in France and Site Acceptance Test (SAT) on 04/09/2020 in Tanzania. FAT and SAT include four tests such as Hardware Check; Documentation check; Definition AZ standard test material and Layout; and Chip test.

The audit noted that after Factory Acceptance Test there were three (3) key items that were not foreseen before the procurement of the brand-new machines. These were unavailability of smartcard Contactless Raw Cards, Air Compressor", NID production card server two compatible Hardware Security Module (HSM). M/S Atlantic Zeiser GmbH required NIDA to ensure availability of the mentioned items before installation of these machines in Tanzania.

The audit noted that this resulted into a lapse of 10 months from the conduct of Factory Acceptance Test (FAT) and the first Site Acceptance Test (SAT) was due to procurement procedures for purchasing and Installation of the stated items and also to be carried out in time due to the outbreak of CoVID-19 pandemic, which led to restriction of movements of people from one country to another.

According to the Site Acceptance Test (SAT) report, the first test which was conducted on 04th /09/2020 was partially successfully due to unavailability of enough 2nd Generation Smart Cards. During the exercise NIDA had only 20 second generation raw cards specimens. According to the same report the unavailability of enough Smartcard Contactless Raw Cards resulted into a partial success in the first test. Similarly, the audit noted that the second SAT was conducted on 10/01/2021, according to the SAT report the

production test was done and the speed of 4500 cards per hour was attained using the second-generation cards.

(ii) Lack of Second-Generation Raw Cards

The two new brand machines use Second Generation Raw Cards (Smartcard Contactless) for maximum efficiency. The brand new NID cards production machine could utilize up to 19,008,000 raw cards per annum when optimally utilized.

The audit noted through the interviews held with officials that NIDA had not bought the Second-Generation raw cards for operation of the new machines. These were recommended in the first Site Acceptance Report to enhance the attainment of maximum production of 4,500 Cards per hour.

According to interviews with NIDA officials and review of documents the audit noted that NIDA signed a contract with M/S DZ Card Africa for the supply of the Raw Smartcard in January 2020.

However the audit noted that the Attorney General through a letter with Ref. No. CDA.171/337/01/06, dated 19th March, 2020 advised NIDA to establish whether there is an existing contract between NIDA and M/s IRIS Corps Bernhard before engaging any other party for supply of raw cards.

According to Site Acceptance report of 11th September 2020 unavailability of the Second-Generation Raw Cards resulted into Partially Successful Site Acceptance Test 1 that was conducted on 04th September 2020 and will thus impact the attainment of the required speed of producing 4500 NIDA cards per hour in the long run.

3.2.8. Uncollected National Identification Cards

According to National Identification Authority (NIDA) Standard Operating Procedures for NID Card Issuance, the District Registration Officers are required to work in collaboration with the Local Government Officers in supervising and making sure the exercise runs smoothly in the respective village/street or ward

The audit noted that at the National level there were 519,200 Uncollected National Identification cards.

Similarly, the audit noted presence of uncollected National Identification Cards through the visit to the ward offices in the visited districts. Specifically, the audit noted that Dar es salaam region had 6%, Dodoma 2%, Kagera 11%, Mjini Magharibi had 1%, Tabora 6%, and Tanga had 16% of uncollected National Identification Cards.

The audit noted through Interviews with officials in the visited districts that District Registration Officers had not established the database for shifted/moved or deceased applicants so as the to make sure the NIDs are taken to where the applicants are found.

3.3. Inadequate Allocation and Distribution of Resources for National Identification Cards

Another important issue in registration of citizens and issuance of ID cards is availability of resources. To enhance implementation of various programmes for registration of citizens and issuance of ID cards the Ministry of Home affairs should ensure availability of adequate and timely resources. The audit noted the following weaknesses with regards to distribution and allocation of resources for Registration and Issuance of National Identification Cards.

3.3.1. Inadequate Allocation of Funds to NIDA

The interviews with the Officials at NIDA revealed that there was inadequate allocation of funds to cater for the activities related to registration and issuance of National Identification Cards.

Table 3.13 shows the NIDA budgetary status for the period from 2012/13 to 2019/20. Generally, the Table indicates inadequate allocation of funds to NIDA for registration and Issuance of National Identification Cards. The audit team noted that NIDA received only 52% of the budgeted amount from 2014/15 to 2019/20.

Table 3.13: NIDA Budgetary Status for the Period from 2012/13 to 2019/20

Financial year	Budgeted Amount (In Billions TZS	Amount Disbursed (In Billions Tzs)	Percentage Disbursed
2012/13	n/a	n/a	n/a
2013/14	n/a	n/a	n/a
2014/15	214.4	63.4	30%
2015/16	59.1	13.2	22%
2016/17	42	12.8	30%
2017/18	31.7	34.7	109%
2018/19	26.1	76	291%
2019/20	31.7	12.1	38%
Total	**405**	**212.2**	**52%**

Source: Auditors' analysis from NIDA budgets for the period 2012/13-2019/20, 2020

From **Table 3.13**, it can be noted that NIDA was allocated more funds than the budget in 2017/18 (109%) and 2018/19 (291%). The reasons for big funds allocations in 2017/18 was the fact that NIDA was required to conduct mass registration for citizens in most parts of the country. According to NIDA in 2018/19 the amount was high in order to facilitate debt payment to M/S IRIS Corporation Bernhard for the supply of three machines for NID production. However, in 2014/15, 2015/16 and in 2019/20 NIDA received less amount than the budgeted amount.

Not all visited regions received Other Charges (OC)

For the visited regions, it was noted that not all of them received Other Charges (OC) to cater for registrations and issuance of NID cards to eligible citizens. Out of 26 regions from Tanzania mainland only 19 (73%) regions received OC for the year 2018/19 and 2019/20 respectively. **Table 3.14** compares the amount received in the last three years and the amount allocated to facilitate office expenses for the selected regions. The audit team noted that Dar es Salaam and Mjini had never received OC funds to cater for their activities in the last three years.

Table 3.14: Amount Allocated from OC to Cater for Office Operations for the Visited Regions from 2017/18 to 2019/20

Regions[5]	2017/18	2018/19	2019/20
Dodoma	0	17,567,400	19,324,300
Kagera	0	16,314,490	7,678,300
Tabora	0	0	10,315,000
Tanga	0	0	20,010,900
Dar es Salaam	0	0	0
Mjini Magharibi	0	0	0

Source: *Auditors' analysis of Annual Allocated OC to the District, 2020*

Despite of implementing about 75 percent of activities related to registration and issuance of NID cards to eligible citizens, regions were allocated with less than 38 percent of the total Other Charges (OC). For the year 2018/19 only 2 regions out of 6 selected received Other Charges (OC) and in 2019/20 4 out of 6 regions received OC.

3.1.2 Inconsistence in the application of the Model for Allocation of Funds for Registration to District Offices

The interviews with officials in the visited centres, informed that from 2017/18-2018/19 NIDA allocated funds to district offices for registration purposes. Even though districts received registration funds, there was inconsistency in the established model for funds allocations thus allocation of funds for registrations varied among districts. The audit compared the allocated funds with the registration targets in the visited districts.

Table 3.15 compares the amount of funds allocated to the visited districts. The performance audit noted that the amounts of funds were allocated differently across districts such that Mjini had the lowest allocated funds of TZS 44 per targeted citizens, followed by Magharibi A at TZS 62 per targeted citizen, Igunga had TZS 280 per targeted citizen, Kondoa had TZS 513 per targeted citizen and lastly, Nzega had TZS 437 per targeted citizen.

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[5] This amount was to cater

Table 3.15: Allocation of Registration Funds in Districts for the Period from 2017/18 to 2019/20

Districts	Allocated Registration Funds (TZS)	Targets for Registration of Citizens Of 18+	Allocated Funds (TZS) of Target Citizens
Ngara	106,648,760	177,898	599
Kondoa	75,179,850	146,543	513
Nzega	127,006,429	290,785	437
Igunga	64,360,000	229,608	280
Dodoma	71,041,269	292,452	243
Bukoba	47,956,133	205,892	233
Kilindi	28,669,790	133,950	214
Tanga	19,805,335	268,241	73
Magharibi A	14,434,130	233,447	62
Mjini	7,216,780	162,906	44
Ilala	Data not provided	872,592	Data not provided
Ubungo	Data not provided	618,353	Data not provided

Source: Auditors' Analysis from Budget and Interviews, 2020

From **Table 3.15** it is noted that allocated funds for registration differed across districts. Mjini District received the lowest registration funds per target citizen at TZS 44 per target citizen while Ngara District received the highest allocated funds per target population at TZS 599 per targeted citizen. This result indicates inefficiencies in the allocation of funds which indicates inconsistency in the application of model for allocation of registration funds.

The audit further compared the allocated registration funds with the Size of the Districts in Km **Table 3.16,** indicates the ratio of the allocated funds for registration with the area to be covered. The audit noted that the allocated funds per area differed across districts. When the geographical area to be covered is considered, Bukoba District becomes the district that received the highest amount per area compared to others.

Table 3.16: Comparison of the allocated funds with Area Size of the Districts

Districts	Allocated Funds (TZS)	Area (Km^2)	Allocated Funds (TZS) per Area (Km^2)
Bukoba	47,956,133	80	599,452
Magharibi A	14,434,130	230	62,757
Tanga	19,805,335	536	36,950
Dodoma	71,041,269	2576	27,578
Ngara	106,648,760	4428	24,085
Kondoa	75,179,850	4041	18,604
Nzega	127,006,429	6961	18,245
Igunga	64,360,000	6,912	9,311
Kilindi	28,669,790	6444	4,449
Ilala	Data not provided	365	Data not provided
Ubungo	Data not provided	260	Data not provided
Mjini	7,216,780	Data not provided	Data not provided

Source: *Auditors' Analysis from NIDA Budget and Census Data 2020*

From **Table 3.16** above it can be noted that Bukoba District received the highest allocated amount per area of TZS 599,452 per Square Kilometer while Kilindi District received the lowest amount of TZS 4,449 per Square Kilometer. This result indicates inefficiencies in the allocation of funds such that districts with a high size of the population received the lowest amount and vice versa.

The audit further compared the allocated registration funds with the targeted population density in the visited Districts. **Table 3.17,** indicates the ratio of the allocated funds for registration with the targeted population density

The audit noted that the allocated funds per targeted citizen density differed across districts and thus districts which had higher population density received more funds than districts with low population density.

Table 3.17: Comparison of the allocated funds with targeted citizen density

Districts	Allocated amount	Targeted citizens Density	Funds per targeted citizens density
Bukoba	47,956,133	2574	18634
Magharibi A	14,434,130	1015	14221
Tanga	19,805,335	500	39575
Dodoma	71,041,269	114	625752
Nzega	127,006,429	42	3040362
Ngara	106,648,760	40	2654559
Kondoa	75,179,850	36	2073124
Igunga	64,360,000	33	1937460
Kilindi	28,669,790	21	1379232

Source: Auditors' Analysis from NIDA Budget and Census Data 2020

From **Table 3.17** above it can be noted that Nzega, Ngara and Kondoa received the highest amount of funds than Igunga and Kilindi despite the fact they had higher targeted citizen density. These results indicate inefficiencies in the allocation of funds such that districts with a high size of population received the lowest amount and vice versa

Lack of Districts budgets for Other Charges (OC)

According to Guidelines for Preparation of Plans and Budgets 2021/22 Section 1.22, MDAs, RSs, LGAs, and other Public Entities are instructed to prepare plans and budget estimates using Medium Term Expenditure Framework (MTEF) in a participatory manner and submit the same to the Ministry of Finance.

Also, Accounting Officers are obliged to allocate funds for payments of outstanding commitments to service providers and suppliers and to avoid an accumulation of arrears and minimize costs accruing from interests and penalties.

The disbursement of OC to NIDA's district officers depend highly on the requests of fund that may be raised by the respective districts during the year.

Table 3.18, indicates the allocated amount for other charges in the visited districts. There was no budgeted amount for the OC planned for each district before disbursement from NIDA HQ, the amount of allocated funds differed across districts. In addition, the table shows that in the financial Year 2017/18 none of the districts received funds for other Charges.

Table 3.18: Allocated OC Funds in the Visited Districts

District	Allocated OC per Financial Year (in TZS)		
	2017/18	2018/19	2019/20
Igunga	0	2,355,000	3,095,000
Bukoba	0	2,240,000	0
Kondoa	0	1,300,000	2,660,000
Kilindi	0	1,100,000	1,568,500
Nzega	0	1,789,000	4,700,000
Dodoma Urban	0	2,348,500	7,975,100
Tanga Urban	0	1,120,000	1,370,000
Ngara	0	2,080,000	520,000

Source: *Auditors' Analysis from NIDA Budgets, 2020*

As **Table 3.18** indicates, in all visited districts there were no budgets for other charges planned for each district before disbursement from NIDA HQ. Inadequate budgeting and allocation impact day to day activities that support registrations and issuance of National Identification such as payment of utilities. Similarly, the audit analysed the allocation of OC in each month to NIDA district offices and noted that District offices were not allocated OC in all months in a year to pay for activities that support Registration and Issuance of National Identification Cards.

It was also noted that for the period from 2017/18 to 2019/20 four districts namely (Ilala and Ubungo) from Dar es salaam Region and (Mjini and Magharibi A) from Mjini Magharibi Region in Zanzibar requested OC directly at NIDA Headquarter offices located on Dar es Salaam and Zanzibar respectively.

Table 3.19 indicates the number of months in which OC were sent to District Offices. The audit noted that the OC was sent in few months to the District Councils. In three Financial Years, from 2017/18 to 2019/20 out of 36 months the selected districts received OC between 3 to 6 months.

Table 3.19: Number of Months that OC was Sent to District Offices.

District	Months Received OC		
	2017/18	**2018/19**	**2019/20**
Igunga	0	3	2
Nzega	0	3	4
Kondoa	0	2	3
Dodoma Urban	0	2	4
Kilindi	0	2	3
Tanga Urban	0	2	2
Bukoba	0	3	0
Ngara	0	3	1

Source: *Auditors' Analysis from NIDA Budgets, 2020*

Table 3.19, indicates that there were no OC funds allocated to the visited districts before the financial year 2018/19. Such funds were important for payment of the outstanding commitments to service providers and suppliers and would help to avoid an accumulation of arrears and minimize costs accruing from interests and penalties.

Uneven Distribution of Staff for Registration and Issuance of NID Cards

Apart from inadequate funding, the audit noted inadequate allocation of human resources at the district level to ensure smooth conduct of registration and issuance of NID cards. As a result of human resources deficits, NIDA staff experience high workload. The audit noted the following with regards to allocation of staff in the visited Regions and Districts.

Inadequate Distribution of Human Resources in District Offices

According to its approved organization structure NIDA, is required to employ human resources both at the Headquarters as well as in every district that NIDA operates. Based on NIDA's staff establishment each district is supposed to have a minimum of three staffs for identification, registration and issuance of national identification cards.

The interviews with NIDA officials revealed that the main reasons for shortage of staff in some districts is staff turnover. According to NIDA implementation report (2017/18-2019/20), NIDA had a total of 745 staff in 2017/18, 685 in 2018/19 and 662 in 2019/20 which indicates that NIDA had a turnover of 83 staff. Similarly, in districts offices both in Mainland and Zanzibar had a turnover of 42 staff.

The audit analysis of Human resources reports of NIDA indicates that only 38% of 150 districts had three staff while 62% had one or 2 staff. Similarly, the audit noted through the review of NIDA Monitoring and Evaluation reports for the period from 2012/13 to 2019/20 that districts such as Mbarali, Malinyi, Sumbawanga, Namtumbo, Itilima and Momba had one staff. 6 out of 31 regions in the country had one district with one staff responsible for registration and issuance of NID cards.

Table 3.20 indicates that 6 districts mostly with rural set up in 6 regions had only one staff to conduct registration and issuance of national identification cards.

Table 3.20: Districts with one staff and their job description

Region	District	No. of Staff	Job description
Mbeya	Mbarali	1	District Registration Officer (DRO)
Morogoro	Malinyi	1	District Registration Officer (DRO)
Rukwa	Sumbawanga	1	District Registration Officer (DRO)
Ruvuma	Namtumbo	1	District Registration Officer (DRO)
Simiyu	Itilima	1	District Registration Officer (DRO)
Songwe	Momba	1	District Registration Officer (DRO)

Source: *Auditors' Analysis -Human Resource Status Reports of June 2020.*

Workload Related to Registration and Issuance of NID Cards to Staff

The staff at district level are required to ensure prompt implementation of 6 stages namely; Form Filling, Biometric Capturing, Objection handling, scanning of documents, RO approval and ID Distribution and Issuance of NID cards to citizen. Table 3.17 shows the relationship between the available Staff and Registration Activities at District level. The audit noted that there was varied workload in relation to registration and issuance of NID cards in District Offices.

Table 3.21: Relationship between Available Staff and Registration Activities at District level

Number of registration officers at district level	Number of processes	Ratio of staff to Number of Processes	Comment
3 and above	6	1:2	38 percent of NIDA's staff perform 2 or less processes to every registered applicant
2	6	1:3	55 percent of NIDA's staff perform 3 processes to every registered applicant
1	6	1:6	7 percent of NIDA's staff perform 6 processes to every registered applicant

Source: *Auditors' Analysis -Human Resource Status Reports of June 2020.*

From **Table 3.21** above the audit noted that the ratio of staff to process ranged between 1:2 and 1:6 which indicates that there was insufficient distribution of staff across various processes.

Unequal workload distribution for staff across NIDA Regions Offices

The audit compared the size of the targeted population with the available staff across Regions and the findings are summarised in **Table 3.22** This Table indicates uneven distribution of staff in the visited Regions.

Table 3.22: Staff Distribution in NIDA Regional Offices

Name of the Region	Targeted number of eligible applicants	No. of available staff	Ratio of staff to targeted number of eligible applicants
Dodoma	1,239,763	18	1:68,876
Kagera	1,448,978	15	1:96,599
Tabora	1,323,129	15	1:88,209
Tanga	1,279,907	21	1:60,948
Dar Es Salaam	3,145,733	63	1:49,932
Mjini Magharibi	396,353	12	1:33,029

Source: *Auditors' analysis and NIDA Human resource report of June 2020*

Findings as indicated in **Table 3.22**, show that NIDA officials in Kagera Region had a high workload of 1:96,599 compared to officials in other Regions, while Mjini Magharibi Region had the lowest ratio at 1:33,029. The results suggest that there are variations in staff distribution in NIDA regional Offices.

Unequal workload in NIDA Districts Offices.

Similarly, the audit analysed the workload distribution to staff in the visited districts. As indicated in **Table 3.23**, there is variations in staff distribution across the visited NIDA District Offices.

Table 3.23: Workload distribution to Staff Across NIDA District Offices

Name of the District	Setting	Targeted number of Eligible Citizens	No. of available staff	Ratio of staff to targeted number of Citizens
Mjini	Urban	162,906	4	1:40,727
Ilala	Urban	872,592	17	1:51,329
Tanga	Urban	205,892	4	1:51,473
Dodoma	Urban	292,452	5	1:58,490
Ubungo	Urban	618,353	10	1:61,835
Kilindi	Rural	133,950	2	1:66,975
Kondoa	Rural	146,543	2	1:73,272
Igunga	Rural	229,608	3	1:76,536
Magharibi	Urban	233,447	3	1:77,816
Ngara	Rural	177,898	2	1:88,949
Bukoba	Urban	268,241	3	1:89,414
Nzega	Urban	290,785	1	1:290,785

Source: *Auditors' Analysis from NIDA Human Resources Reports, 2020*

Table 3.23 indicates that the ratio of staff to targeted number of citizens in the visited Districts ranged between 1:40,727 in Mjini to 1:290,785 in Nzega Districts. Such ratios indicate deficits in staff distributions across the visited Districts. In addition, such findings indicate existence of high workload among staff in NIDA's District Offices.

3.3. Inadequate Monitoring of Registration and NID Cards Issuance Activities

Among the gaps in implementation of the NIDA's Strategic Plan found during the audit is inadequate monitoring of the registration and NID Cards issuance activities at the Ministry of Home Affairs (MoHA) and National Identification Authority (NIDA).

Inadequate Implementation of Planned Monitoring Strategy by MoHA

According to MOHA strategic plan of 2016/17 to 2020/21; the Ministry of Home Affairs is required to monitor registration and issuance of national identification cards continuously. In addition, the Ministry is required to periodically evaluate performance at all levels in line with an established M&E Framework. Similarly, NIDA is supposed to periodically conduct monitoring and evaluation of its activities to ensure smooth implementation of the identification, registration and issuance of national identification cards.

Interviews with the responsible officials and the review of monitoring and evaluation Reports at the NIDA revealed that Monitoring and Evaluation of identification, registration and issuance of national identification cards were inadequately carried out.

For the period covered by the audit, it was observed that MoHA managed to prepare Monitoring plan for all institutions under its mandate including NIDA by indicating the timelines, estimated cost, responsible personnel and type of physical supervision that should be conducted in all regions in the country.

The audit through review of the Ministry of Home Affairs' Strategic Plan of 2016/17 to 2020/21 noted that MoHA had set indicators and targets to be used during the Monitoring which were; number of established district offices, number of National ID cards issued and number key stakeholders' interface with NIDA database. However, the audit noted through the review of MOHA Annual Reports that these indicators were not used to monitor the activities regarding registration and issuance of National Identification Cards.

Ineffective Evaluation of NIDA Performance by Ministry of Home Affairs

The Ministry of Home Affairs is supposed to develop and sustain a regular Monitoring and Evaluation (M&E) system for activities related to identification, registration and issuance of national identification cards. The audit noted that the Ministry of Home Affairs had not conducted Monitoring and Evaluation of NIDA performance with regard to activities related to identification, registration and issuance of national identification cards. Although NIDA is supposed to submit reports to the Ministry of Home Affairs on its Performance in various activities adopted to ensure effective identification, registration and issuance of national identification cards, there was no evidence that Performance reports were submitted in the last four years.

Similarly, interviews held with the officials at NIDA indicated that the Ministry of Home Affairs had not conducted any independent evaluation on performance of NIDA with regards to Identification, Registration and Issuance of National Identification Cards. The main reason that prevented the Ministry of Home Affairs from conducting monitoring of NIDA performance was lack of funds to cater for monitoring activities.

Failure of the Ministry to conduct monitoring and Evaluation of NIDA's activities impairs its oversight function.

3.3.1. Inadequate Conduct of Monitoring by NIDA

The audit found out that there was a decline in conduct of physical monitoring activities at NIDA. The audit noted that monitoring and evaluation were not adequately conducted to assess the attainment of targets of the program of registration and issuance of National Identification Cards by NIDA.

Interviews with the NIDA officials revealed the decline in conduct of monitoring activities from 2015/16 to 2019/20. Currently M&E Unit relies much on quarterly implementation reports from different sections to assess the overall performance of the entity.

Figure 3.18 provides the number of physical monitoring that NIDA conducted over the last five years. The audit noted that the number of conducted physical monitoring declined from 14 in 2014/15 to 4 in 2019/20.

Figure 3.18: Decline in Number of Monitoring Done by NIDA
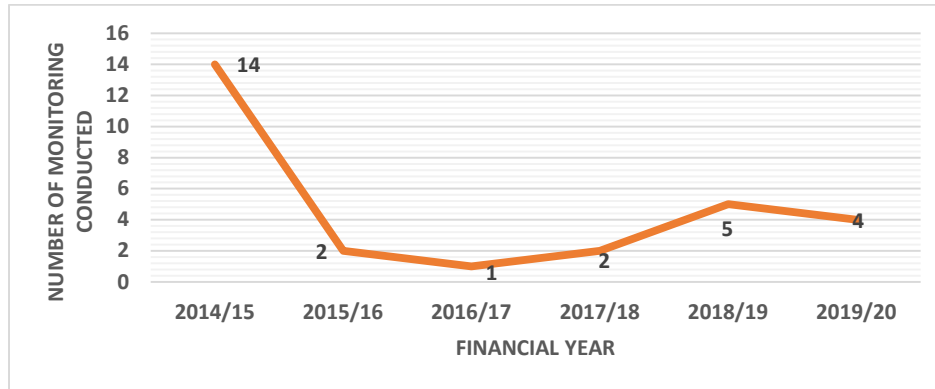
From **Figure 3.18**, it can be noted that there was 71 percent decline in conduct of physical monitoring on registration and issuance of NID cards by NIDA in the past 6 years.

According to NIDA physical monitoring was conducted mostly during the mass registration exercises to monitor registration activities throughout the country. For the year 2020/19 and 2019/20 NIDA was processing the registration application at different processing centers thus, M & E unity monitor physically the processing exercise. During the 2015/16 and 2016/17 there were no registration activities due different government directives including waiting for elections.

The following is analysis showing the implementation on how NIDA monitored its performance in various activities.

a) **Development of Key Performance Indicators**

The most important focus of NIDA registration Act is timely registration and issuance of national identification cards to citizens in order to access socio-economic services.

The audit observed that, the NIDA strategic plan of year **2012/13-2014/15** did not include the Key Performance Indicators to measure the attainment of goals for registration and issuance of national identification cards. However, second NIDA strategic plan (**2019/20 to 2020/23)** has identified the Key Performance indicators such as the number of registered individuals

and number of ID cards issued, for measuring progress in registration and issuance of national identification cards.

Similarly, the audit noted through reviews of NIDA annual reports of 2014/15-2019/20 that the identified key performance indicators in the strategic plans were used in reporting about the authority's effectiveness in attaining different targets such as registration, ID cards issuance, Regional office approvals and number of individuals who have received national identification cards but NIDA had not developed indicators that were used in measuring the efficiency on the implementation of its activities.

b) Lack of Indicators to Measure Timeliness During the Registration and Issuance of NID Cards

The audit noted through the review of guidelines and Standard Operating Procedures (SOP's) that NIDA did not set clear indicators to measure the required time for registration and issuance of NID cards to eligible citizens.

Table 3.24 shows the extent to which the Authority has developed timeliness indicators for each stage from registration to Issuance of National Identification Cards. The audit noted that out of the 8 activities only 1 activity was provided with the clearly stated time frame for its accomplishment.

Table 3.24: Extent of Development of Timeliness Indicators for each Stage from Registration to Issuance of National Identification Cards

Activity	Is there a set timeliness to accomplish the stated activity	Remarks on the situation
Registration to Issuance	Yes	According to Registration and Identification of Persons Act, Regulations, 2014). NIDA Registration Officer is required, within six months to issue a National Identification Card to all applicants. Reduction of the production chain from registration point to issuance of an ID card from 60 days in 2017 to 49 days in 2018, 38 days in 2019, 27 days in 2020, to 16 days in 2021, and 7 days in 2022. (NIDA strategic plan).
ID Production	No	No maximum time set for ID production.
ID distribution and Issuance	No	No time set for ID distribution and Issuance
Biometric Capturing	No	The guideline did not state the maximum time to be taken for biometric capturing
Document scanning	No	No maximum time set for document scanning
Objection Handling	No	No time set for handling of the objections
Assessment of the Submitted Approved Form to Data Center	No	No time set for assessment of the approved form by data centre.
Issuance of National Identification Numbers	No	No time set for issuance of National Identification numbers

Source: *Auditors' Analysis of NIDA's Standard Operating Procedures, 2020*

Table 3.24 indicates that NIDA did not establish timeliness indicators which could set some limits for the time spent in various activities during registration and issuance of the National Identification Cards.

Lack of Approved Corporate Strategic Plan for 2015/16-2018/19

Section 4.4.2.1 of NIDA Establishment Instrument of 2008 (GN 122) requires NIDA to develop Strategic Plan covering three years' terms, to be rolled forward and updated each year and conduct Mid-Term reviews in each financial year. The Strategic Plan (SP) incorporates NIDA's strategic objectives, activities and resources and align them with the intended goal of identifying, registering and issuing National Identity cards (NIDs) to all eligible residents in Tanzania mainland and Zanzibar.

Interviews with the officials at NIDA revealed that NIDA conducted its operations for four (4) years without an approved corporate strategic plan. The audit further noted that NIDA's first strategic plan expired in 2014/15. Thus, for Four years from 2015/16 to 2018/19, NIDA operated without an approved strategic plan.

Unavailability of the strategic plan implied that during that period NIDA did not develop objectives; targets; key performance indicators; and monitoring and evaluation (M&E) plans. In this regard, in four years NIDA had not effectively link its Medium-Term Expenditure Framework (MTEF) to its strategies, targets, and mission, vision, and core values. As a result, there were inadequate assessment of performed corporate activities related to registration and issuance of NID cards to citizen include monitoring and evaluation.

CHAPTER FOUR

AUDIT CONCLUSION

4.1   Introduction

This chapter provides the performance audit conclusions based on the findings presented in the previous chapters. The drawn conclusions reflect the overall and specific objectives of the audit as presented in chapter one of this report.

4.2   General Conclusion

NIDA has generally improved the Registration of Citizens in the country and has developed a database of citizens who have been issued with National Identification Numbers but has struggled in issuing National Identification cards. The delays in Issuance of National Identification Cards has been a long-standing problem due to inefficiencies in all stages from registration to issuance of National Identification Cards.

The failure of the National Identification Cards to cover all eligible citizens is attributed to ineffective procedures and processes for registration and for production of national identification cards due to inadequate utilization of the production machines, inadequate availability of resources such as tools, human resources, financial resources and failure of NIDA and MoHA to adequately conduct Monitoring and Evaluation of the performance of NIDA with regards to Rregistration and Iissuance of National Identification Cards.

4.3   Specific Conclusions

4.3.1 NIDA was unable to meet the Registration Targets for National Identification Cards

NIDA has managed to register 75% of the projected citizens at the national level. Generally, it was found that NIDA has increased the registration of citizens for NID cards, but some eligible citizens aged 18 and above are not yet registered. In short it can be said that NIDA has not been able to ensure optimum coverage of all eligible citizens aged 18 and above at National, Regional and Districts levels.

Moreover, NIDA has managed to expand coverage for citizens' registration from only 6 (Six) Regions in 2013/14 to 31 (Thirty-one) Regions as of 2019/20. In addition, the Authority has managed to expand coverage of its activities to both Tanzania Mainland and Zanzibar. Despite wide coverage of its activities, NIDA still face various challenges that hinder effective attainment of the identified objectives. Such challenges include poor planning and inefficient operations of the Districts and Regional Offices, inadequate tools and equipment such as servers, delays in registration across regions and poor connectivity to the network and server and inadequate resources such as finance and Human Resources.

4.3.2 Processes,and Procedures for Production and Issuance of National Identification Cards are not Functioning Adequately

Despite the fact that NIDA has managed to purchase and install tools, systems for registration and issuance of National Identification cards, these tools, machines and equipment's are to a large extent inadequate utilization of the production machine and are not adequately maintained.

In addition, the procedures and processes for citizens registration and issuance of the ID cards have not been effective. This is evidenced by the fact that applicants have been waiting for long time before receiving the ID cards. It was generally noted that it takes an average of 700 days for a person to receive a national identification card. This time is beyond the required time of 180 days for an applicant to register and receive his/her card. It was noted that each stage of ID card processing contributed significantly to the overall delays in issuance of the ID cards. Delays in issuance of the ID cards from the registration stage to issuance of National Identification Cards, has left more than 19 million Tanzanians without such Cards.

The inadequacy of the procedures and process for registration and issuance of National Identification cards not only impairs the right of citizens to timely have the National Identification Cards but also reduce the value for money for the investment that the government has done with regards to National Identification Cards.

4.3.3 NIDA doesn't have Adequate Resources to Discharge its Functions

The audit revealed that there are inadequate funds allocated to district level to ensure smooth operations of registration and issuance of national identification cards. Other Charges (OC) to regions or districts has been less than 38 percent in the last three years Even though districts received registration funds, there was no established model for funds allocations thus allocation of funds for registrations varied among districts.

There is uneven distribution of workload related to Registration and Issuance of NID Cards across regions in which some regions have big workload per staff compared to other regions, for instance Nzega District has the highest workload per staff at 1:290,785 compared to other districts while Mjini District had the lowest workload per staff which stood at 1: 40,727.

4.3.4 Inadequte Performance Evaluation of of NIDA

Both NIDA and MOHA have not adequately conducted monitoring and evaluation (M&E) on the performance of registration, and NID Cards issuance activities. This is due to the fact that MoHA has executed its monitoring and evaluation strategy on annual basis and thus has not conducted any independent evaluation on performance of NIDA with regards to Registration and Issuance of National Identification Cards.

Similarly, there has been decline on the conduct of physical monitoring on NIDA activities. The audit found that NIDA operated for four years (2015/16 to 2018/19) without a Corporate Strategic Plan. Unavailability of the strategic plan imply that in that period NIDA had not develop objectives; targets; key performance indicators; and monitoring and evaluation (M&E) plans.

NIDA has not managed to set clear indicators to measure the required time for registration and issuance of national identification numbers to all eligible citizens and thus has had not been able to gauge on whether its processes are efficient or not.

The Insufficient monitoring and evaluation on the registration and issuance of National Identification Cards in the country impairs not only transparency

but also the government ability to track both the efficiency and effectiveness of the registration and issuance of National Identification Cards and the extent to which the set objectives are met or not met, so as to take necessary corrective actions. Since there were no independent evaluations, MoHA did not make corrective interventions on issues related to registration and issuance of National Identification cards.

CHAPTER FIVE

RECOMMENDATIONS

5.1   Introduction

The audit findings and conclusions have pointed out several weaknesses in the system of Registration and Issuance of National Identification Cards. Areas for further improvements have been identified in order to ensure efficient and effective Registration and Issuance of National Identification Cards to eligible citizens.

The recommendations mostly argue a case for promotion of the 3Es namely; Economy, Efficiency and Effectiveness in the use of the public resources in the registration and issuance of National Identification Cards.

The recommendations are specifically directed to the Ministry of Home Affairs as the overseer, facilitator, and coordinator of registration and ID cards issuance functions as performed by NIDA. Other recommendations have been directed to NIDA as it has the direct responsibility of registering and issuing National Identification Cards to all eligible citizens.

5.2   Recommendations to the Ministry of Home Affairs

The Ministry of Home Affairs should:

1. Regularly monitor performance progress of NIDA using well defined perfomance indicators with regards to registration and issuance of National identification Cards;

2. Conduct independent evaluation on the performance of NIDA using well defined perfomance indicators with regards to registration and issuance of National identification Cards; and

3. Ensure that NIDA has and adequately utilize resources for registration and issuance of National Identification Cards to all eligible citizens.

5.3　Recommendations to the National Identification Authority

The National Identification Authority should:

1. Develop a Plan that will guide its efforts to expeditiously clear the backlog of unproduced National Identification Cards and ensure that all eligible citizens receive them within the stipulated time frame;

2. Strengthen Regional and District Offices by equipping them with the required resources in order to enable them conduct smoothly Registration and Issuance of NID Cards;

3. Prepare and implement the maintenance plan for tools and equipment used for registration and issuance of National Identification Cards in order to ensure that they always function effectively; and

4. Develop performance indicators on efficiency and use them to measure and report on matters regarding Registration and Issuance of National Identification Cards.

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5. National Identification Authority Monitoring and Evaluation Reports from the National Identification Authority, 2012/13 to 2019/20

6. Ministry of Home Affairs (2016/17 - 2020/21) Strategic Plan for the period from2016/17 to 2020/21of the Ministry of Home Affairs

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12. The United Republic of Tanzania (2016) The Immigration Act (Principal Legislation) Revised Edition of 2016

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Appendices

Appendix 1: Responses from the Audited Entities

This part covers the responses from the two audited entities namely, the Ministry of Home affairs and National Identification Authority. The responses are divided into two i.e. General Comment and Specific Comments in each of the issued audit recommendation and are provided in details in Appendices 1(a) and 1(b) below.

Appendix 1(a): Responses from the Ministry of Home Affairs

A: Overall Response

The Ministry of Home Affairs has been applying the recommended actions in its daily operations and it will continue to apply them because the registrations exercise in continuous.

B: Specific Responses on the Given Audit Recommendations

No.	Recommendations to the Ministry of Home Affairs	Comments of the Ministry of Home Affairs	Action(s) to be taken	Time line
1	The Ministry of Home Affairs should regularly monitor performance progress of NIDA using well defined performance indicators with regards to registration and issuance of National identification Cards.	The Ministry of Home Affairs Strategic Plan of 2016/17 to 2020/21 identifies indicators which are used to monitor NIDA performance. These are: number of established districts offices; number of national ID cards issued; and number of stakeholders connected to NIDA Database. These indicators also were used to prepare NIDA Quarterly and Annual performance reports, for example 2nd quarter performance report for year 2020/21 indicates that NIDA managed to register a total of 22,268,170 citizens, produce and issued 6,296,037 ID Cards. Moreover, 51 stakeholders were connected to NIDA Database to access the information through specific agreements. Therefore, the proposed	The Ministry of Home Affairs will continue to monitor the performance of NIDA by using the existing indicators which are well defined.	This is a continuous process.

No.	Recommendations to the Ministry of Home Affairs	Comments of the Ministry of Home Affairs	Action(s) to be taken	Time line
		indicators already exist and are used by the Ministry of Home Affairs to Monitor NIDA performance.		
2	The Ministry of Home Affairs should conduct independent evaluation on the performance of NIDA using well defined performance indicators with regards to registration and issuance of National identification Cards.	The Ministry of Home Affairs through the Department of Policy and Planning conduct regular monitoring and evaluation through visiting District offices and reviewing NIDA performance reports. The Director of Administration and Human Resources Management (DAHRM) also conducted monitoring of the District Registration Offices (DROs) and the findings were presented to NIDA Management for further actions. MoHA M & E reports, has been attached for your reference.	The Ministry will continue to conduct its independent evaluation on the performance of NIDA as recommended.	This is a continuous process.
3	The Ministry of Home Affairs should ensure that NIDA has and adequately utilize resources for registration and issuance of National Identification Cards to all eligible citizens.	The Ministry of Home Affairs has been liaising with the Ministry of Finance and Planning (MoFP) to ensure that the budgeted funds for NIDA are released on time. For example, in the Financial Year 2020/2021 NIDA was allocated a total of Tzs 10,000,000,000 local funds to facilitate registration and identification exercise the same amount of money has also been set aside in the next financial year 2021 up to February, 2021 a total of TZs 6,319,692,308 was received from the MoFP to	The Ministry of Home Affairs has been playing its role of facilitating NIDA to get the required resources as recommended.	This is a continuous process.

No.	Recommendations to the Ministry of Home Affairs	Comments of the Ministry of Home Affairs	Action(s) to be taken	Time line
		finance the planned activities The Ministry believes that the remained funds will be released after utilization of the received funds and submission of the performance reports to MoFP as per respective guidelines. (received exchequer notifications for the period of July, 2020 – February, 2021 has been attached).		

Appendix 1(b): Responses from the National Identification Authority (NIDA)

A: Overall Response

NIDA acknowledges the recommendations provided which will be worked on to improve the operations of the Authority, in regard to among other things, registration and issuing of National Identity Cards. Responses on specific recommendations in Table B, gives in details the actions to be taken.

B: Specific Responses on the Given Audit Recommendations

No.	Recommendations to the National Identification Authority	*Comments of the National Identification Authority*	Action(s) to be taken	*Time line*
1	The National Identification Authority should develop and implement a Plan that will guide its efforts to expeditiously clear the backlog of unproduced National Identification Cards and ensure that all eligible citizens receive them within the stipulated time frame.	It is Management's concern that every eligible citizen is issued with his/her Identification Number/Card. In this regard, the Management has taken some measures to clear the backlog as narrated in the column of Action to be taken. It should be noted that only Applicants who meet the set requirements will be provided with Identification Numbers/Cards, since registration with NIDA does not entail automatic rights to be given identification or NIDs.	i) The Management identified 43 Districts whose production of NIN was below 80%. Those Districts were allocated with funds basing on the number of pending applications. Priority was also given to regions in the nearby boarders especially Kigoma, Kagera, Tanga, and Tabora with large number of pending applications due to the presence of people with doubtful citizenship status. For instance, applications with citizenship doubts includes Kagera with 236,991, cases,	March-July, 2021.

			Kigoma with 369,899 cases, Tanga with 17,665 cases and Tabora with 22,499 cases. Refer attachment No. 1: DIDM's Action Plan Pg.30 to 35.	
			ii) The Authority continues to register new applicants and in the financial year 2020/2021 a total of 1,477,332 applicants will be registered and issued with National Identification Numbers if they are eligible. Refer attachment No. 1: DIDM's Action Plan Pg.18-23.	
			iii) Regarding ID Issuance, the Authority on 15 January 2021 commenced mass production of IDs after SAT for a new personalization machine was successfully completed. ID production plan shows that till the end of July, 2021 all pending application awaiting ID production	

			(applications with NIN) will be produced. Refer attachment No. 1: DIDM's Action Plan Pg.55.	
2	The National Identification Authority should strengthen Regional and District Offices by equipping them with the required resources in order to enable them smoothly conduct Registration and Issuance of NID Cards.	The Management Acknowledges the vital role being played with District Offices on Registration and Issuance of NID Cards. Therefore Management promises to continue providing District Offices with enough resources i.e. Funds, human resource as well as equipment and tools. Furthermore, the Authority shall continue to liaise with relevant Ministries in order to be provided with funds and manpower.	i) Management has in place a budget for Registration and Issuance of NID Cards in districts, the disbursement of funds will be done accordingly, as the Authority gets funds from the Government. The funds are also used to finance daily operation of the District Offices.	April- June 2021
			ii) Management will ensure that every district has a minimal of two NIDA staff members and where a need arises approval will be granted to District Registration Officers to recruit temporary staff. While the	*April 2021- June 2022*

		Authority is waiting to be provided with Staff members it has requested from President's Office Public Services and Good Governance.	
		iii) Management will ensure that all 23 Districts with no connectivity to National Fiber backbone are connected with NIDA Data Centre, once the fibre reaches the respective districts. Furthermore NIDA will continue to maintain connectivity in the already connected 127 District Offices.	July 2021 - June 2022
		iv) Management will acquire new ICT tools to replace tools that are obsolete/ depreciated.	July 2021 - June 2022
3	The National Identification Authority should prepare and adequate implement the maintenance plan for tools and equipment used for registration and issuance of National Identification Cards in	Management acknowledges the importance of the Preventive Maintenance Plan. The plan was prepared and approved on 8th October, 2020, and, it is operational. The	i) Preventive Maintenance is the continuous process. Therefore, the Management will continue to facilitate District Offices by providing them with funds and	As per the Preventive Maintenance Plan.

		Plan covers ICT equipment in all levels including equipment at Data Centre, Disaster Recovery and in all District Offices.	facilities that will enable the undertaking of Preventive Maintenance.	
			ii)Currently, Preventive Maintenance has been done at NIDA Data Centre, NIDA Disaster Recovery and in 12 District Offices. Refer attachment No. 2: Preventive Maintenance Reports. In addition, Management will ensure maintenance of registration and issuance tools is done as per the Preventive Maintenance Plan. Refer attachment No. 3: Preventive Maintenance Plan.	
4	The National Identification Authority should develop performance indicators on timeliness and efficiency and use them to measure and report on matters regarding Registration and Issuance of National Identification Cards	The Management acknowledges that, there must be a tool that governs Authority's long term direction. In performing its duties NIDA has in place a Strategic Plan 2019/2020-2023/2024 which identifies performance	The Management will continue to monitor Authority's activities as per the narrated indicators in the Strategic Plan.	2020/2021-2023/2024

		indicators for each objective. They include performance indicators on matters regarding Registration and Issuance of National Identification Cards as identified in the Objective C: Registration and Identification Service Improved. Refer attachment No. 4: NIDA Strategic Plan.		

Appendix 2: **Importance of the National Identification Cards to the Attainment of SDGs**

This Appendix provides details of the importance and benefits of National Identification Cards to the attainment of SDG

ASPECT	BENEFITS
Access to Finance	• Satisfy know-your-customer (KYC) requirements for banking — Goal 1 and Target 1.4 • Provide a unique ID for credit registries — Targets 1.4 and 8.3 • Improve integrity and reduce the costs of remittance transfers — Target 10c • Prove ownership over property — Goal 1 and Target 1.4 • Improve land access and targeted services for small-holder farmers — Target 2.3
Gender equality and empowerment	• Full participation in economic and social life — Goal 5 • Equal access to economic and financial resources — Target 5a • Enhancing the use of technology for empowerment — Target 5b • Eliminating trafficking of women and girls — Target 5.2
Access to basic Health and Education Services	• Unique ID for health insurance — Target 3.8 • Tracking of TB and HIV/AIDs treatment — Target 3.3 • End preventable deaths of newborns via CR health data — Target 3.2 • Higher childhood vaccination rates — Goal 3 and Target 3.3 • Registration and school exams — Goal 4
Child protection	• Help eliminate child labor through proof of age — Target 8.7 • Help end child marriage through proof of age — Target 5.3
Migration and Labour Market opportunities	• Reduce transaction costs in hiring — Goal 8 and Target 8.5 • Facilitate safe and responsible migration and mobility — Goal 10 and Target 10.7
Improved access and quality of social protection	• Improve targeting, timeliness, cost-effectiveness of payments — Goal 1 and Target 1.3 • Improve transparency and reduce leakage — Target 1.3 • Facilitate fast and efficient delivery of emergency aid — Target 1.5

ASPECT	BENEFITS
Access to Finance	• Satisfy know-your-customer (KYC) requirements for banking — Goal 1 and Target 1.4 • Provide a unique ID for credit registries — Targets 1.4 and 8.3 • Improve integrity and reduce the costs of remittance transfers — Target 10c • Prove ownership over property — Goal 1 and Target 1.4 • Improve land access and targeted services for small-holder farmers — Target 2.3
	• Phase out harmful fuel subsidies by moving to direct cash payments — Target 12c
Governance	• Remove ghost workers and generate public savings — Goal 16 and Target 16.5 • Widen tax base and reduce tax fraud — Target 17.1 • Clean voter registry and reduce voter impersonation— Target 16.7

Appendix 3: Main Audit Question and Sub-Questions

This Appendix provides details of questions and sub-questions which were used during the Audit

SDF	To what extent the National Identification Cards cover all eligible citizens in the country?
Sub-question 1.1	Has NIDA managed to cover all targeted citizens at national, regional and district levels?
Sub-question 1.2	Are there sustainable plans to address gaps in terms of coverage with regards to registration and issuance of national Identification Cards?
Sub question 1.3	Are interventions for improving the coverage of National Identification cards effectively?
Sub question 2	**Do the processes and procedures for registration of eligible citizens allow timely development of National Registration Information Database?**
Sub question 2.1	Has NIDA met its goals of increasing registration of all Tanzanians on a yearly basis?
Sub question 2.2	Is the registration system reliable to enhance efficient registration of eligible citizens?
Sub question 2.3	Do regions and districts timely process applicants' information and transfer them to Data Centre?
Sub question 2.4	Are there efficient and effective verification processes to ensure that only eligible citizens are registered for being issued with National Identification Cards?
Sub question 3	**Are the mechanisms in place for processing and issuance of National Identification Cards functioning well to allow timely availability of NID Cards?**
Sub-question 3.1	How NIDA attained the goal of issuing National Identification Cards to all eligible citizen (above 18 years)?
Sub-question 3.2	Does NIDA issue National Identification Cards timely to all eligible (registered) citizens?
Sub-question 3.3	Is NIDA's production process efficient enough to enhance timely issuance of National Identification Cards?
Sub-question 3.4	Does NIDA have an efficient and effective distribution process of the produced NID Cards to registered individuals?
Sub question 3.5	Is there an effective and efficient system to monitor the process of issuance of National Identification Cards to registered citizens at the grassroots levels?
Sub question 3.6	Is the coordination mechanism between NIDA and its stakeholders during issuance of NID Cards effective?

Sub question 3.7	Is there a well-functioning feedback mechanism with regards to unissued NID Cards at the grassroots level?
Audit Question 4	**Do the available resources for registration and issuance of National Identification Cards being adequately utilized?**
Sub-question 4.1	Are funds for registration and issuance of NID Cards in regions and districts being allocated according to needs and utilized adequately?
Sub-question 4.2	Are staff performing registration and issuance of NID Cards adequately allocated and distributed across regions and districts based on a workload?
Sub question 4.3	Are the machines used for production of NID Cards adequately functioning as intended?
Sub-question 4.4	Are tools and machines for registration and issuance of National Identification Cards adequate and functioning well in order to enhance registration and issuance of National Identification Cards process?
Sub question 4.5	Are tools for registration such as BVR, MEU adequately functioning to enhance registration of citizens?
Audit Question 5	**Does MoHA periodically monitor and evaluate performance of NIDA with regard to registration and issuance of National Identification Cards?**
Sub question 5.1.	Are the established performance indicators with regards to registration and issuance of National Identification Cards meet the requirement of being SMART?
Sub question 5.2	Does MoHA systematically conduct monitoring and Evaluation on the performance of NIDA on registration and issuance of National Identification Cards?
Sub-question 5.3	Does MoHA report on the performance of NIDA with regard to registration, and issuance of National Identification Cards?
Sub question 5.4	Are established reporting mechanisms with regard to registration and issuance of national identification cards effective?

Appendix 4: List of reviewed documents

This Appendix contains the details on the list of key documents reviewed during the audit and reasons for revising them.

Category	Title of Document	Reason
Strategic Plans	NIDA and MoHA's Strategic Plans (2014/15-2019/20)	To examine the strategic goals/targets, performance indicators, milestones and interventions set by NIDA in order to enhance registration and issuance of National Identification Cards
Annual Plans	NIDA and MoHA Annual Action Plans (2014/15-2019/20	To examine and evaluate strategies and interventions put in place by NIDA to enhance registration and issuance of National Identification Cards on yearly basis.
Annual Implementation Reports (2012/13-2019/20)	NIDA and MoHA Annual Implementation Reports 2014/15-2019/20	To evaluate the performance of NIDA in implementing planned activities relating to registration and issuance of National Identification Cards.
Annual budgets and budget implementation reports	NIDA and MoHA Annual Budget Implementation Reports 2014/15-2019/20	To examine the effectiveness of budget allocation and trend of expenditure for issues regarding registration and issuance of National Identification Cards.
Registration and Issuance Files	National identification cards report 2014/15-2019/20 National, regional and district registration reports cards registers	To examine the efficiency and effectiveness on coverage, timeliness of the registration cards of National identification cards.
NIDA and MoHA Monitoring and Evaluation Reports	MOHA and NIDA Monitoring and	To evaluate the progress made on the implementation of the

Category	Title of Document	Reason
	Evaluation reports 2013/14-2019/20	planned activities regarding application, registration and issuance of National Identification Cards.

Source: *Auditors' Analysis, 2020*

Appendix 5: List of Interviewed Officials and Reasons for the interviews

This Appendix 5 provides details of Officials who were interviewed during the Audit and the information clarified

Institution	Official Interviewed	Reason(s) for the Interview
Ministry of Home Affairs	Director of Monitoring and Evaluation	To assess the extent to which MoHA oversees the performance of NIDA with regards to registration and issuance of National Identification Cards.
National Identification Authority (NIDA)	Director of ID Management	To assess the efficiency and effectiveness of the processes for identification, registration, production, verification and distribution of the National Identification Cards.
	Head of District Coordination Unit	To examine administrative issues with regards to registration and issuance of National Identification Cards such as resource allocation, and day to day monitoring of the Regional and District Offices.
	Director of Planning and Budgeting	To assess efficiency and effectiveness of NIDA in monitoring the budget set aside for registration and issuance of National Identification Cards.
	Director of Information Management System	To examine the usability, connectivity and adequacy of the national identification systems. Also, to assess issues such as maintenance, support, availability and continuity of the Information System.

Institution	Official Interviewed	Reason(s) for the Interview
National Identification Authority – Regional Offices	6 Regional Registration Officer	To assess the implementation, progress achieved and challenges encountered during registration and issuance of National Identification Cards.
National Identification Authority – District Officers	12 District Registration Officers	To review management process for application, registration and issuance of National Identification Cards;
National Identification Authority - Data Centre	3 Registration Officers dealing with: • NID Production, • Distribution of NID Cards, • Quality Assurance, • Personalization Centre and • Distribution and Issuance	To understand the process for production and issuance of NID cards at the Data Centre.

Source: *Auditors' Analysis, 2020*

Appendix 6: Pillars for NIDA Compliance with the Implementation of the Pillars for Principles of Identification for Sustainable Development

PILLAR	NIDA COMPLIANCE
INCLUSION (Universal Coverage and Accessibility)	NIDA succeeded to start registration and issuance of National Identification Numbers, and National Identification to Population in Tanzania.
DESIGN *(Robust, secure, responsive and sustainable)*	NIDA has developed Automatic Fingerprint Identification System (AFIS), to establish a robust, unique and accurate identity. Establishment of Common Interface Gateway (CIG), creates a platform which is interoperable to various users. This design facilitates integrate with various institutions including all Mobile operators (MNOs), Financial Institutions, BRELA, TRA
GOVERNANCE (Building trust by protecting Privacy and user right)	The Common Interface Gateway designed by NIDA ensures Identification services provided with genuine choice and control over use of their data. NIDA provides two methods of authentication (consent) of sharing data from Identity register to service providers (private and government institution). These methods are fingerprint authentication and security questions authentication.

Sources: World Bank and NIDA, 2020