

THE REPUBLIC OF UGANDA
IN THE HIGH COURT OF UGANDA AT KAMPALA
(CIVIL DIVISION)

MISCELLANEOUS CAUSE NO.86 OF 2022

1. INITIATIVE FOR SOCIAL AND ECONOMIC RIGHTS (ISER) LTD
2. THE UNWANTED WITNESS (U) LIMITED ::: APPLICANTS
3. HEALTH EQUITY AND POLICY INITIATIVE LIMITED

VERSUS

1. ATTORNEY GENERAL
2. NATIONAL IDENTITY CARD IDENTIFICATION REGISTRATION
AUTHORITY (NIRA) :::::RESPONDENTS

THE 1st RESPONDENT'S AFFIDAVIT IN REPLY

I, SHEM MWESIGWA of C/O The Attorney General's Chambers, Baumann House Plot 7, Parliament Avenue P.O Box 7183 Kampala, do solemnly make oath and state as follows:

- 1. THAT I** am a male adult Ugandan of sound mind, the Operations Liaison Officer, Expanding Social Protection Programme, under which the Social Assistance Grants for Empowerment (SAGE) Program, of the Ministry of Gender Labor and Social Development (MGLSD) falls, and I swear this affidavit in that capacity.
- 2. THAT I** have with the help of Attorneys in the Attorney General's Chambers read and understood the Contents of Miscellaneous Cause No.86 of 2022 and the affidavits in support of the Applicant and I respond thereto as follows;



9:35 A.M

3. **THAT I** know that the 1st Respondent makes no admission to any of the contents in the Applicants' affidavits in support of the Application.
4. **THAT** in addition I have read and understood the affidavits of Marabu Asege's, Henderika Nafula, Mangadalena Aguttu and Nakato Nakagiri deponed in support of the application to which I respond as follows:
5. **THAT** the contents of paragraphs 1, 3, 4, 7 and 8 of the affidavit of Marabu Asege in support of the application are not within my knowledge.
6. **THAT** in specific response paragraph 2, 5 and 6 of the affidavit of Marabu Asege's affidavit in support of the application, I know that the Marabu Asege of Abubur Village, Atutur Sub county of Kumi District is currently enrolled under the SAGE program with Centenary Rural Development Bank Account No. 3203311204 and She was included in June 2022 payroll with benefits amounting to UGX 300,000 for the financial year.
7. **THAT** The contents of paragraphs 1, 3, 5, 4, 6 and 7 of the affidavit of Henderika Nafula in support of the application are not within my knowledge.
8. **THAT** in response to paragraph 2, of the affidavit of Henderika Nafula, I know that in case of an incapacitated applicant in the SAGE programe, we receive notifications through the SAGE focal person and upon receipt of the notification, we move with the 2nd respondent's officials to the applicant's home and register them.
9. The contents of paragraphs 1, 2, 3, 4, and 6, 7 of the affidavit of Mangadalena Agutu in support of the application are not within my

knowledge. Mangadalena Agutu has not provided any evidence to support her claims.

10. THAT in response to the affidavits of Hendrika Nafula, Mangadalena Agutu and Nakato Nakagiri; in support of the application, I know that the SAGE program uses the National Identification Register to identify and register beneficiaries and therefore in absence of a National Identity Number (NIN) the said individuals could not be targeted by the SAGE Program.

11. THAT in response to the affidavits of Zuelance Nansubuga, Yulian Oyikonyinga and Yovan Okello I know that the said individuals had been targeted for enrollment under the SAGE programe but due to the COVID 19 lockdown, field verification could not be done. However, with the resumption of the normal field verification processes, the said individuals will be enrolled under the program.

12. THAT I swear this Affidavit in opposition to this application, declarations and orders sought therein.

13. THAT I know that whatever I have stated herein above is true and correct to the best of my knowledge save for the paragraphs whose source of information has been disclosed.

Sworn by the said:
SHEM MWESIGWA



DEPONENT

At Kampala this 29th day of September 2022

BEFORE ME



A COMMISSIONER FOR OATHS

Drawn and Filed By
Attorney General's Chambers
Plot 7, Baumann House, Parliamentary Avenue
P.O Box 7183
KAMPALA
Email: jeffrey_atwine@justice.go.ug

SARAH WADDA ANGOZOSI
Attorney & Commissioner for Oaths
P.O. Box 6997, Kampala
TEL: 0774 50533, 0701450539
Email: sarahwaddaangozosi@gmail.com

**THE REPUBLIC OF UGANDA
IN THE HIGH COURT OF UGANDA AT KAMPALA
(CIVIL DIVISION)
MISC. CAUSE NO. 86 OF 2022**

1. INITIATIVE FOR SOCIAL AND ECONOMIC
RIGHTS (ISER) LTD ::::::::::::::::::::::::::::::::::: APPLICANT
2. THE UNWANTED WITNESS (U) LIMITED
3. HEALTH EQUITY AND POLICY INITIATIVE LIMITED

VERSUS

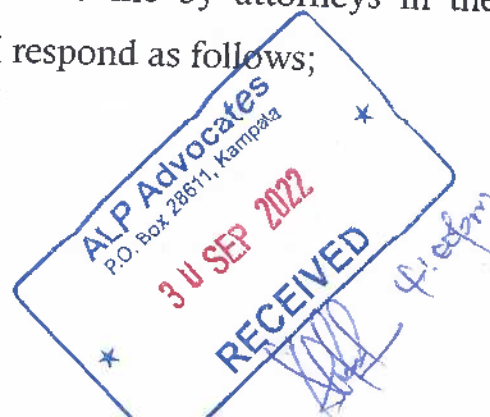
1. ATTORNEY GENERAL
2. NATIONAL IDENTIFICATION AND REGISTRATION
AUTHORITY (NIRA) ::::::::::::::::::::::::::::::::::: RESPONDENTS

THE 2nd RESPONDENT'S AFFIDAVIT IN REPLY

I, **Rosemary Kisembo** of C/O the Attorney General's Chambers, Baumann House Plot 7, Parliament Avenue P.O. Box 7183 Kampala, do solemnly make oath and state as follows:

1. **THAT** I am a female adult Ugandan of sound mind, the Executive Director of the 2nd Respondent I swear this affidavit in that capacity.
2. **THAT** I have read the contents of *Miscellaneous Cause No. 86 of 2022* and the Affidavits deposed by the Applicant in support thereof and had the same explained to me by attorneys in the Attorney General's Chambers and I respond as follows;

R. Kisembo



(MDAs) of Government by setting up a central registration entity to remove duplication of registration, budget wastages, create a single register and promote access and use of the information relating to persons.

8. **THAT** in 2014, the national ID project under a multi sectoral arrangement, consisting of; the Ministry of Internal Affairs, the Directorate of Citizenship and Immigration Control, Ministry of Information Communications Technology, National Information Technology Authority Uganda, Ministry of Justice and Constitutional Affairs, Uganda Registration Services Bureau, Uganda Bureau of Statistics, Ministry of Local Government, Ministry of Finance, Planning and Economic Development, Uganda Police Force, Uganda Peoples Defense Forces, Internal Security Organization, Uganda Prisons Services, conducted a countrywide mass registration exercise in which over 16 million citizens were registered and 15.8 million cards, issued.
9. **THAT** on the 26th of March 2015, the Parliament enacted the Registration of Persons Act, 2015 that established the National Identification and Registration Authority (NIRA) with the mandate to: create manage maintain and operate the national Identification Register, register citizens of Uganda and non-citizens who are lawfully resident in Uganda and assign a unique national identification number to citizens and alien identification

- i. Contribution towards governance and security (Security, Access to Justice and Institutional coordination),
 - ii. Development plan implementation (strengthening the capacity of the statistical system to generate data for national development through development planning, research, statistics and M&E) and
 - iii. Public sector transformation (increasing transparency and eliminating corruption in the delivery of services).
14. **THAT** the 2nd Respondent has operational offices spread out in 112 districts and 5 Divisions in Kampala of Uganda.
15. **THAT** the 2nd Respondent has also opened registration centers in Ugandan Embassies and High Commissions in London, Pretoria, Washington, and Toronto and actively conducts registration exercises during conventions of Ugandans abroad.
16. **THAT** to-date, the 2nd Respondent has enrolled over 30 million Ugandans and assigned National Identification Numbers (NINs) to over 25,854,995 million Ugandans, which is approximately 62% of the population. The 2nd Respondent has in total registered and issued NINs to 9,768,201 females, 8,933,658 males of 16 years and above. A total of 846,561 females and 668,739 males are above the age of 65 are registered.

2015 for identification that define features of the NID and biodata collected to enable and support identification and movement of persons.

21. **THAT** the National Identification Register (NIR) keeps a singular identity profile of an individual that distinguishes them from all other individuals in the register. It is only the 2nd Respondent that is statutorily mandated to identify citizens uniquely.
22. **THAT** a singular profile on the NIR is supported by physical and biological characteristics unique to an individual collectively called biometrics and at present the 2nd Respondent's register uses the face and fingerprints to uniquely identify a person.
23. **THAT** for identification purposes, a unique NIN is issued per individual based on biodata and biometrics submitted. The 2nd Respondent currently uses fingerprint and face for biometric identification. In the event that an applicant has no fingerprints, the NIN is issued based on an identification process that uses biodata and the face.
24. **THAT** an application for a NID begins with an applicant filling in an application form (Form 3) and providing the necessary supporting documents for example a LCI/DISO recommendation, parent's NIDs and any one of the following

29. **THAT** upon submission of the application, the 2nd respondent processes the information received from the applicant and upon meeting the set criteria, issues a unique identification number known as a NIN. In the event that the application is successful and the applicant is 16 years and above, the 2nd respondent issues the first NID card at no cost. The NID is a representation of information in the Register but the NIN is the evidence of citizenship.
30. **THAT** the NID issued by the 2nd Respondent is a polycarbonate Card which is laser engraved with up to 13 security features.
31. **THAT** at the point of receiving a NID, an applicant is allowed to check and verify the particulars of the card for correctness and reject a card that does not represent their particulars accurately. The 2nd respondent re-prints such a card at no cost and the system has 448 such cards that were rejected at receipt and subsequently re-printed.
32. **THAT** the law provides for the process of change or correction of information captured. The process provides for an applicant to apply and fill a prescribed form and provide the necessary supporting documents for the change/correction. The 2nd Respondent then checks the new information submitted in the

R. K. K. K.

registration of learners (children between 5 and 17 years), MoPS for identification and validation of Public Servants and UPDF for recruitments of Soldiers.

35. **THAT** in specific response to paragraph 9 of the affidavit of Kiira Brian Alex, I know that the identification number of the documents cited in the said paragraph changes with issuance of every new document unlike the NIN which is underpinned by the uniqueness of the individual and hence is not open to duplication and fraud that would impact on service delivery. Furthermore, the purpose in law for which the documents cited in the said paragraph 9 are issued is not for identification of persons but for the specific purpose which they are issued for example ability to drive or eligibility to vote.
36. **THAT** in further response to paragraph 9 of the affidavit of Kiira Brian Alex, I know that the cost of acquisition of such documents such as driving permits and passports is exclusionary in nature as compared to a NIN/NID that is issued to all citizens free of charge. *(Attached is a Cost comparison of acquisition of such documents, outlets etc vis-à-vis NID marked "RK4")*
37. **THAT** in specific response to paragraph 12 of the affidavit of Kiira Brian Alex, the offices of the 2nd Respondent are in well-known locations in the central district areas to enhance accessibility to the

41. **THAT** in specific response to paragraph 15 of the affidavit of Kiira Brian Alex, I know that where all the requirements have been provided, the application is processed within the timelines provided by the law. Delays are occasioned where the applicant fails to meet the criteria for registration or fails to provide all the required information.
42. **THAT** in further response to paragraph 15 of the affidavit in Kiira Brian Alex, I know that registration for NIN/NID is based on the citizenship criteria as provided under the 1995 Constitution as amended.
43. **THAT** in specific response to paragraph 16, 17 and 18 of the affidavit in Kiira Brian Alex, I know that currently UBOS statistics places the adult population at 21,414,600. Over 18,708,829 NINs have been issued to-date which is 85% of the adult population.
44. **THAT** in further response to paragraph 16, 17 and 18 of the affidavit of Kiira Brian Alex, a NID is a representation of particulars of a registered person including the unique identifier, the NIN. A person can confirm the information in the Register using a NIN without a physical NID.
45. **THAT** in further response to paragraph 16, 17 and 18 of the affidavit of Kiira Brian Alex, I know that the 2nd Respondent

50. **THAT** in specific response to paragraph 8 and 9 of Dorothy Mukasa's affidavit, I note that the report referred to therein is a preliminary report. Secondly, the methodology of research, and selection of sample space and validation of results by an independent and credible authority is not highlighted in the report.
51. **THAT** in specific response to paragraph 5 of Dr. Fisher's affidavit, Uganda recognizes the right to privacy, has data protection laws in place and a robust legal and regulatory framework to ensure security and privacy of collected personal information including but not limited to The 1995 Constitution of Uganda (as amended), Data protection and Privacy Act 2019, the Registration of Persons Act 2015, The Computer Misuse Act, 2011 The Electronic Transactions Act 2011.
52. **THAT** I note that nowhere in the affidavit does Dr. Fisher make specific reference to research conducted in Uganda and has not interrogated the Uganda National ID system and processes. Furthermore, exclusion practices he has pointed out in other countries for example the digital ID which stores biometrics on a phone, online authentication and the need for internet connectivity, different identity documents being given to different groups of people and the ID system effectively blocking access to essential services including housing, social security, banking health care and telecommunications do not apply to Uganda.

signed off by an applicant. Further there are procedures for correction of errors by the applicant. The second respondent does not issue different identity documents to different groups.

57. **THAT** in specific response to paragraph 22 of Dr. Fisher's affidavit, the second respondent issues NIDs to enable persons prove their identity and is on track to provide legal identity for all in line with the UN sustainable development goals by 2030.
58. **THAT** in specific response to paragraph 24 of Dr. Fisher's affidavit that I know the National ID system of Uganda is all inclusive and accessible to all and there is a clear regulatory framework to this effect.
59. **THAT** in specific response to paragraph 25 of Dr. Fisher's affidavit, the National ID System of Uganda is geared towards enabling secure and accountable access to public services, social security and access to health care in line with Uganda's national obligations under the NDP III and commitments under the International Covenant on Economic Social and Cultural Rights.
60. **THAT** in specific response to paragraphs 28, 29 and 30 of Dr. Fisher's affidavit, I know that the Ugandan National ID system is available to all persons regardless of color, race, language, religion,

respondent's services are accessible across the country. The second respondent also has programmes/outreaches targeting children, the elderly and persons with disabilities.

65. **THAT** in specific response to paragraph 35, 36 and 38 of Dr. Fisher's affidavit, the risk of exclusion, political backlash, concerns over privacy and cyber security alluded to in the said paragraph do not exist in Uganda and furthermore the second respondent has taken sufficient measures to avert any such risks.
66. **THAT** in specific response to paragraph 39 and 40 of Dr. Fisher's affidavit, I know that women form 51% of persons on the National Identification Register. That I also know that in Uganda people in rural areas have a higher registration rate than those in urban areas.
67. **THAT** in response to paragraph 41 of Dr. Fisher's affidavit, I know that the second respondent has registration centers spread across the country and persons can register at any one of these centers regardless of their place of origin. Application form 3 distinguishes place of residence and place of origin and supporting documents relate to either the place of residence or place of origin.
68. **THAT** in specific reference to paragraph 42 of Dr. Fisher's affidavit, the second respondent relies on information provided

72. **THAT** in specific reference to paragraph 47, 48 and 49, 53, 54,55, 56 of Dr. Fisher's affidavit in order to mitigate the risks associated with the potential changing of biometrics over time, the second respondent utilizes various options including:

- a) Identification of a person based on a combination of their biodata and biometrics.
- b) Capture of up to 10 fingerprints to provide multiple finger options
- c) Capture of multiple biometrics that is face and finger prints and in future iris of the eye
- d) Update of biometrics whenever an applicant interfaces with the second respondent's system
- e) The probability algorithms used in matching of biometrics in the second respondent's system relies on the 100% match.

73. **THAT** in specific response to paragraph 43 of Dr. Fisher's affidavit, the National ID system caters for update of information through either a correction or change of information on the National Identification Register.

74. **THAT** in specific response to paragraph 59, 60, 61, 62 of Dr. Fisher's affidavit, the second respondent does not collect or store any information pertaining to the medical records of any

R. K. S. S. S.

- a) the documentary evidence alluded to by Dr. Fisher in his affidavit are used as supporting documents by the second respondent in an application for National ID.
 - b) the documents mentioned e.g. state issued IDs and non-state issued IDs also rely on the biometrics to distinguish individuals uniqueness.
 - c) the second respondent is the only institution mandated to collect biometrics for identification and generate a centralized and foundational database that is used by other institutions to offer services in Uganda for example the Uganda Driving Licence System, Directorate of Citizenship and Immigration Control, Ministry of Lands, National Social Security Fund, Security organs and Uganda Registration Services Bureau.
78. **THAT**, in further response to paragraphs 72 and 73 of Dr. Fisher's affidavit, I know that Uganda has issued 1.1 million driving permits in the last 5 years compared to over 16 million NIDs issued by the 2nd Respondent. Furthermore, these documents are issued at a cost whereas the National ID is free.
79. **THAT** in specific response to paragraph 74 and 76 of Dr. Fisher's affidavit I know that the cost of acquisition of such documents as driving permits and passports is exclusionary in nature as compared to a NIN/NID that is issued to all citizens free of charge.

85. **THAT** in specific response to paragraph 13 of the affidavit of Diana Gichengo, I know that access to health services is not tied to possession of a National ID and the 2nd Respondent together with the responsible entity ensure that all eligible beneficiaries of SAGE are issued with NIDs. Further there is no limitation on the enjoyment of human rights and in addition, the system of the 2nd respondent is all inclusive.
86. **THAT** in specific response to paragraph 14 of the affidavit of Diana Gichengo, the National ID System does not issue a digital ID and access to health services does not require the physical presentation of a NID.
87. **THAT** in specific response to paragraph 15 of the affidavit of Diana Gichengo, I know that the 2nd respondent is carrying out birth and death registration across the country and has partnered with Ministry of Health to ensure all health facilities notify the 2nd respondent on events of births and deaths occurring in such facilities. Furthermore, 2nd respondent is notified of events of birth and death that occur in communities, by local authorities.
88. **THAT** in specific response to paragraph 16, 17, 18, 19 and 20 of the affidavit Diana Gichengo the report referred to does not make specific reference to any community in Uganda and therefore does

92. **THAT** in further response to paragraph 24 of the affidavit of Diana Gichengo I know that Uganda respects and upholds the right of privacy and has robust legal and regulatory framework to ensure security and privacy of collected personal information including but not limited to The 1995 Constitution of Uganda (as amended), Data protection and Privacy Act 2019, The Registration of Persons Act 2015, The Computer Misuse Act 2011, The Electronic Transactions Act 2011. The second respondent further requires consent or court order to allow access to personal identifiable information.
93. **THAT** in further response to paragraph 25 of the affidavit of Diana Gichengo, I am not aware of deep rooted legacies of exclusion of any communities in Uganda struggling with access to documentation in Uganda.
94. **THAT** in further response to paragraph 26 of the affidavit of Diana Gichengo, I know that registration and identification systems are meant to improve access to social services by the general public in a transparent and accountable manner for the good of all the citizens.
95. **THAT** in further response to paragraph 27 of the affidavit of Diana Gichengo, I know that in the current National Identification Register the second respondent has only received

Kampala.

Email: jeffrey.atwine@justice.go.ug

RK-1

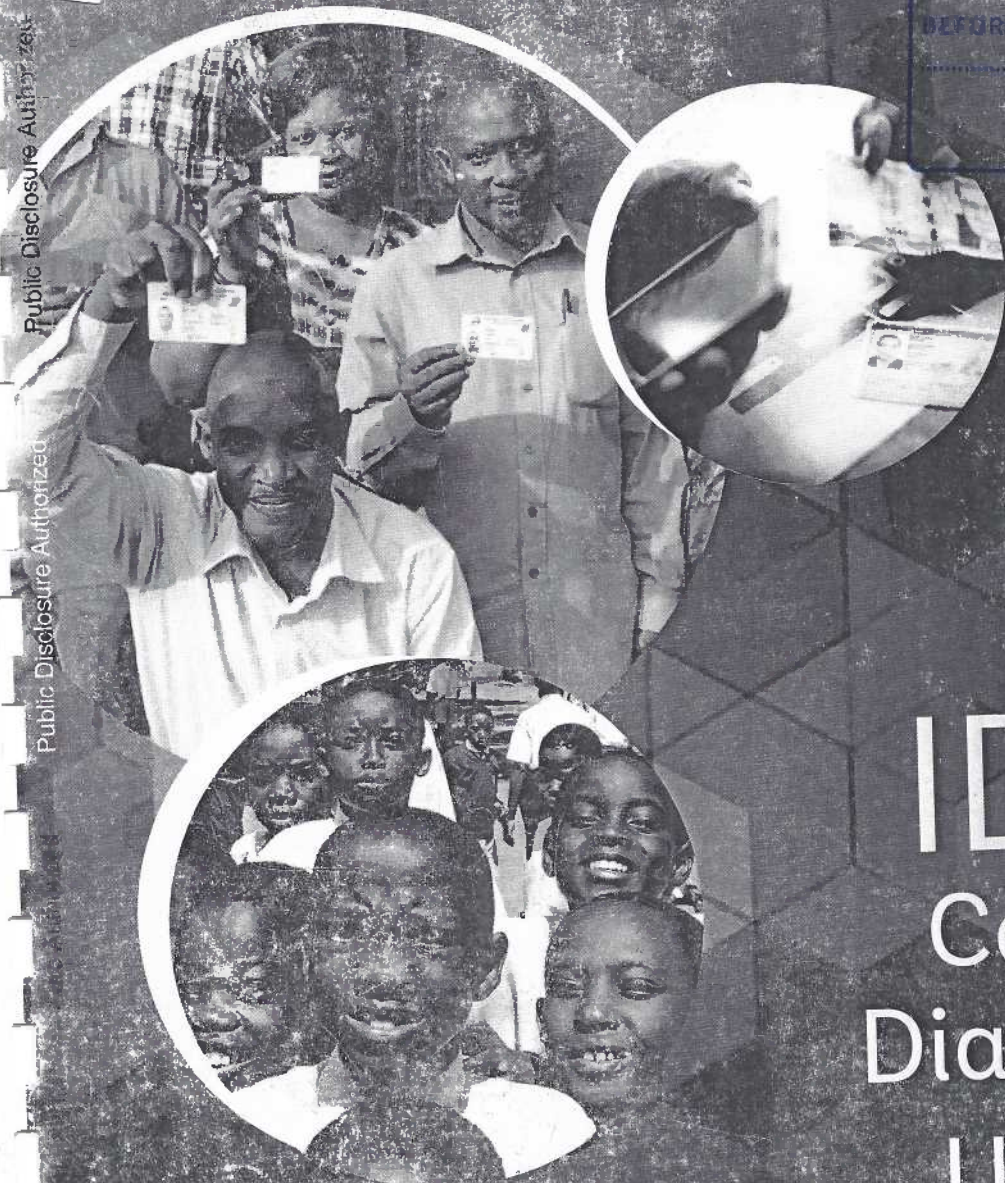
THIS IS THE ANNEXTURE MARKED _____
REFERRED TO IN THE AFFIDAVIT OF _____
SWORN AFFIRMED _____
BEFORE ME THIS _____ DAY OF _____
20____ AT _____

COMMISSIONER FOR OATHS

Public Disclosure Authorized

Public Disclosure Authorized

Public Disclosure Authorized



ID4D

Country Diagnostic: Uganda

© 2018 International Bank for Reconstitution and Development/The World Bank
1818 H Street, NW, Washington, D.C., 20433
Telephone: 202-473-1000; Internet: www.worldbank.org

Some Rights Reserved

This work is a product of the staff of The World Bank with external contributions. The findings, interpretations, and conclusions expressed in this work do not necessarily reflect the views of The World Bank, its Board of Executive Directors, or the governments they represent. The World Bank does not guarantee the accuracy of the data included in this work. The boundaries, colors, denominations, and other information shown on any map in this work do not imply any judgment on the part of The World Bank concerning the legal status of any territory or the endorsement or acceptance of such boundaries.

Nothing herein shall constitute or be considered to be a limitation upon or waiver of the privileges and immunities of The World Bank, or of any participating organization to which such privileges and immunities may apply, all of which are specifically reserved.

Rights and Permission



This work is available under the Creative Commons Attribution 3.0 IGO license (CC BY 3.0 IGO) <http://creativecommons.org/licenses/by/3.0/igo>. Under the Creative Commons Attribution license, you are free to copy, distribute, transmit, and adapt this work, including for commercial purposes, under the following conditions:

Attribution—Please cite the work as follows: World Bank. 2018. *ID4D Country Diagnostic: Uganda*. Washington, DC: World Bank License: Creative Commons Attribution 3.0 IGO (CC BY 3.0 IGO).

Translations—If you create a translation of this work, please add the following disclaimer along with the attribution: *This translation was not created by The World Bank and should not be considered an official World Bank translation. The World Bank shall not be liable for any content or error in this translation.*

Adaptations—If you create an adaptation of this work, please add the following disclaimer along with the attribution: *This is an adaptation of an original work by The World Bank. Views and opinions expressed in the adaptation are the sole responsibility of the author or authors of the adaptation and are not endorsed by The World Bank.*

Third Party Content—The World Bank does not necessarily own each component of the content contained within the work. The World Bank therefore does not warrant that the use of any third-party-owned individual component or part contained in the work will not infringe on the rights of those third parties. The risk of claims resulting from such infringement rests solely with you. If you wish to re-use a component of the work, it is your responsibility to determine whether permission is needed for that re-use and to obtain permission from the copyright owner. Examples of components can include, but are not limited to, tables, figures, or images.

All queries on rights and licenses should be addressed to World Bank Publications, The World Bank, 1818 H Street, NW, Washington, DC, 20433; USA; email: pubrights@worldbank.org.

Cover photos: top by Anat Lewin, right by Daniel Silva Yoshisato, bottom by Arne Hoel/World Bank.

Contents

About ID4D	iii
Acknowledgments.....	iv
Abbreviations	v
Glossary	viii
Executive Summary.....	1
1. Introduction.....	8
2. Identification Ecosystem: Systems and Coverage.....	9
2.1. ID Ecosystem Overview	9
2.2. Foundational Systems	13
2.2.1. Civil registration	13
2.2.2. National ID system.....	19
2.2.3. Refugees and asylum seekers.....	23
2.3. Functional Systems.....	25
2.3.1. National Voters' Register	25
2.3.2. Single social register and social protection.....	27
2.3.3. Electronic health management information system	27
2.3.4. Education Management Information System (EMIS).....	28
2.3.5. Integrated Personnel and Payroll Service (IPPS)	28
2.3.6. Driving permits.....	29
2.3.7. Land registry.....	30
2.3.8. Financial inclusion and e-KYC.....	31
2.3.9. Tax register.....	31
2.3.10. Business registration	32
2.3.11. Vital statistics	32
2.3.12. Mobile Network Operators (MNOs).....	33
2.3.13. Credit reference bureaus	33
2.3.14. Insurance.....	34
2.4. Legal and Regulatory Framework.....	35
2.5. Principles on Identification	37
3. Recommendations.....	37
3.1. Overall Recommendations	39
3.2. Civil Registration Strengthening as the Foundation of Identification	41
3.3. Ensuring a Robust, Inclusive NID System.....	43
3.4. Improving Service Delivery.....	45
4. Conclusion and Next Steps	46
Reference.....	

Tables

Table 1. Main Foundational Identity Providers.....	9
Table 2. Important Functional ID Systems and Institutional Clients in the Identity Ecosystem of Uganda.....	12
Table 3. ID Enrollment and Issuance for Those 16 Years of Age and Older.....	21
Table 4. Principles on Identification.....	35

Figures

Figure 1. Birth Registration Rate (administrative value), 1948-2016/17.....	14
Figure 2. Total Number of Deaths Registered (administrative value), 1948-2016/17.....	15
Figure 3. New Birth Certificate and Legacy Short-Form Birth Certificates.....	18
Figure 4. Uganda's New National Identification Card.....	22
Figure 5. Current Driving License.....	29
Figure 6. URSB One-Stop-Shop Business Facilitation Center.....	32

About ID4D

The World Bank Group's Identification for Development (ID4D) initiative uses global knowledge and expertise across sectors to help countries realize the transformational potential of digital identification systems to achieve the Sustainable Development Goals. It operates across the World Bank Group with global practices and units working on digital development, social protection, health, financial inclusion, governance, gender, and legal, among others.

The mission of ID4D is to enable all people to access services and exercise their rights by increasing the number of people who have secure, verifiable, and officially recognized identification. ID4D makes this happen through its three pillars of work:

- Thought leadership and analytics to generate evidence and fill knowledge gaps;
- Global platforms and convening to amplify good practices, collaborate, and raise awareness; and
- Country and regional engagement to provide financial and technical assistance for the implementation of robust, inclusive, and responsible digital identification systems that are integrated with civil registration.

The work of ID4D is made possible with support from World Bank Group, Bill & Melinda Gates Foundation, Omidyar Network, and the Australian Government.

To find out more about ID4D, visit id4d.worldbank.org.

Acknowledgments

This ID4D Diagnostic was prepared by the Identification for Development (ID4D) initiative, the World Bank Group's cross-sectoral effort to support progress toward identification systems using 21st century solutions. This was done at the request of the Ministry of Internal Affairs of Uganda to support further development of the identification system in the country. The National Identification and Registration Authority (NIRA) was the main government counterpart.

The main authors of this Diagnostic report were Jaap van der Straaten and Victoria Esquivel-Korsiak who worked under the guidance of Luda Bujoreanu (ID4D).

This Diagnostic benefited greatly from the detailed review and inputs by the senior management team of NIRA led by the Executive Director Ms. Judy Obitre-Gama, and inputs from the World Bank colleagues including Anat Lewin, Emiko Todoroki, Ernest Wasake, Jonathan Daniel Marskell, Laura Pop, Maletela Tuoane-Nkhasi, Michael Mutemi Munavu, Peter Okwero, and Franklin Mutahakana.

The authors would like to give special thanks to the Minister of Internal Affairs, Hon. Gen. Jeje Odong, for extending the invitation to conduct the ID4D Diagnostic; the Permanent Secretary of the Ministry of Internal Affairs, Dr. Benon M. Mutambi; the Chairman (at the time) of the Board of the National Identification and Registration Authority, Mr. Peter Kasenene; and the Executive Director of the National Identification and Registration, Ms. Judy Obitre-Gama, for their excellent support in making themselves and their staff available to guide and inform this study. Management and staff across other MDAs as well as from key private sector stakeholders also provided inputs and support in equal measure.

Abbreviations

4G	Fourth Generation Broadband Cellular Network Technology
AML/CTF	Anti-Money Laundering/Counter-Terrorist Financing
AFIS	Automated Fingerprint Identification System
AID	Alien Identification Card
AIN	Alien Identification Number
API	Application Program Interface
BDAR	Birth, Death, and Adoption Registration
BIMS	Biometric Identity Management System
BoU	Bank of Uganda
CRIMS	Central Registration Information Management System
CRVS	Civil Registration and Vital Statistics
DCIC	Directorate of Citizenship and Immigration Control, Ministry of Internal Affairs
DRC	Democratic Republic of Congo
DRDIP	Development Response to Displacement Impact Project
EC	Electoral Commission
EMIS	Education Management information System
e-KYC	(electronic) Know Your Customer
FSDU	Financial Sector Deepening Uganda
FY	Fiscal year
GDP	Gross Domestic Product
GSMA	Global System for Mobile Communications
ICAO	International Civil Aviation Organization
ICT	Information and Communications Technology
ID4D	Identification for Development
(I)NGO	(International) Non-Government Organization
IPPS	Integrated Personnel and Payroll System
ISO	International Organization for Standardization
JLOS	Justice, Law, and Order Sector

A. Abbreviations

KYC	Know Your Customer
LIS	Land Information System
LTE	Long-Term Evolution
MDA	(Government) Ministry, Department, Agency
MDI	Microfinance Deposit-Taking Institution
MFI	Microfinance Institution
MIA	Ministry of Internal Affairs
MIS	Management Information System
MGLSD	Ministry of Gender, Labour and Social Development
MoES	Ministry of Education and Sports
MoPS	Ministry of Public Service
MLHUD	Ministry of Lands, Housing, and Urban Development
MM4P	Mobile Money for the Poor
MNO	Mobile Phone Network Operator
(M)SME	(Micro) Small and Medium Enterprises
MVRS	Mobile Vital Records System
NDA	Non-disclosure Agreement
NID	National ID
NII	National Identification Number
NIR	National Identification Register
NIRA	National Identification and Registration Authority
NITA-U	National Information Technology Authority Uganda
NSIS	National Security Information System
NSSF	National Social Security Fund
NUSAF	Northern Uganda Social Action Fund
OPM	Office of the Prime Minister
OVC	Orphans and Vulnerable Children
PSPS	Public Service Pension Scheme
PSRP	Public Service Reform Programme
RCIP	Regional Communications Infrastructure Program
REC	Refugee Eligibility Committee

RIMS	Refugee Information Management System
ROPA	Registration of Persons Act 2015
SACCO	Savings and Credit Cooperative Organizations
SAGE	Social Assistant Grants for Empowerment
SIM	Subscriber Identity Module
SP	Social Protection
SSR	Single Social Registry
STA	Settlement Transformative Agenda
TIN	Tax Identification Number
TPI	Third Party Interface
UBA	Uganda Bankers' Association
UBOS	Uganda Bureau of Statistics
UCC	Uganda Communications Commission
UNHCR	United Nations High Commissioner for Refugees
UNCDF	United Nations Capital Development Fund
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
UIA	Uganda Investment Authority
URA	Uganda Revenue Authority
URL	Uniform Resource Locator
US\$	Uganda Shilling
USSD	Unstructured Supplementary Service Data
URBRA	Uganda Retirement Benefits Regulatory Authority
URSB	Uganda Registration Services Bureau
UWEP	Uganda Women's Entrepreneurship Programme
YLP	Youth Livelihood Programme
WFP	World Food Programme

Glossary

Attribute	A named quality or characteristic inherent in or ascribed to someone or something (NIST). In foundational identification systems, common inherent characteristics include name, age, sex, place of birth, address, etc., while common ascribed attributes include an identity number, the date and place of registration, etc.
Authentication	The process of proving that a person is who they claim to be. Digital authentication involves a person electronically presenting one or more factors to “assert” their identity—that is, to prove that they are the same person to whom the identity or credential was originally issued. These factors can include something a person is (e.g., their fingerprints), knows (e.g., a password or PIN), has (e.g., an ID card, token, or mobile SIM card), or does (e.g., their handwriting, keystrokes, or gestures).
Biometrics	Physical or behavioral attributes of an individual, including fingerprints, irises, facial images, gait, keystrokes, etc.
Civil register (CR)	A system for the universal, continuous, and permanent recording of life events—e.g., births, marriages, divorces, adoption, deaths, etc.—and associated data within a population. In addition to registering vital events, civil registries typically provide certificates or other credentials that serve as a proof of identity (e.g., a birth certificate) or a particular attribute (e.g., marital status).
Credential	A mechanism, process, device, or document that vouches for the identity of a person through some method of trust and authentication. Common types of identity credentials include—but are not limited to—ID cards, certificates, numbers, passwords, and PINs.
Deduplication	A process of preventing or eliminating duplicate records within a database. Although this can involve a variety of technologies, biometric deduplication is now widely considered to be the most accurate method of enduring uniqueness.
Digital identity	A set of electronically stored attributes that uniquely identify a person.
eID	A credential, such as a smart card or mobile ID, that is used to identify and authenticate an individual in a digital environment.
Foundational identification (ID) system	System created to provide general identification of the population for a wide variety of public and private transactions, services, and derivative identity credentials. Common types of foundational ID systems include civil registries, national IDs, and population registers. Although the private sector may be involved in foundational systems as vendors, service providers, or partners, such systems are typically managed and owned by government agencies.
Functional identification system	System created to manage identification for a particular service or transaction, such as voting, tax administration, social programs, etc. Functional identity credentials—such as voter IDs, health and insurance records, bank cards, etc.—may be commonly accepted for broader identification purposes outside of their original purpose.
Identification system	The databases, processes, technology, credentials, and legal frameworks associated with the capture, management, and use of personal data for a general or specific purpose.

Identity	A set of attributes and characteristics that uniquely identify a person.
Identity ecosystem	The set of identification systems—including databases, credentials, laws, processes, protocols, etc.—and their interconnections within a country.
Identity provider	The entity—e.g., a government agency or private firm—with primary responsibility for issuing and managing identities and credentials throughout the identity lifecycle.
Interoperability	The ability of databases to talk with each other, exchanging information or receiving responses to queries. In some cases, interoperable databases may be directly connected, allowing for the real-time exchange or updating of information; in others, multiple databases may be indirectly interoperable via a trust framework that allows for communication and queries across disparate systems.
Legacy records	Old files or collections of papers created under filing schemes as part of the registration process.
Legal identification system	System that provides government-recognized credentials (e.g., numbers, cards, certificates, etc.) that can be used as proof of identity for public and private sector transactions. Legal identification need not be linked with nationality or citizenship and may encompass both foundational and functional systems.
Mobile identity	An extension of digital identity provided via mobile networks, data, and devices.
National ID (NID)	A credential issued by a foundational identity provider to serve as a primary means of identification for official purposes. NIDs have typically been cards that are issued to those 16 or 18 years and older. A common function of NIDs has been to document or establish proof of citizenship, and nationality is therefore a typical attribute in NID systems, regardless of whether credentials are issued only to citizens or to all residents.
National ID number (NIN)	A number issued by a national ID provider to identify an individual. NINs may or may not be unique ID numbers (UID).
National population register (NPR)	A register of every unique individual that has the right to reside in the country, including citizens and noncitizens, children, and adults.
Seeding	One-to-one mapping of identity records in an existing database with those in another database (e.g., via a unique ID number). Seeding can be done in bulk with no action required by individual users (“inorganic seeding”) or on a case-by-case basis as users interact with one of the systems (“organic seeding”).
Social register (SR)	Database that contains socioeconomic data on the population—at the individual and/or household level—for the purpose of unifying the targeting and distribution of social programs, such as cash transfers and pensions.
Third Party Interface	A medium facilitating controlled access to and use of information in the National Identification Register (NIR)
Unique ID number (UID)	A number that uniquely identifies an individual for their lifetime and can be used to link an identity across databases and systems.

Executive Summary

In today's digital age, robust, inclusive, and responsible civil registration and identification systems play important roles in providing citizens with a legal identity and generating vital and demographic statistics. Universal coverage of these systems improves the accessibility, integrity, effectiveness, and efficiency of public and private services. Experience in Estonia, India, Peru, South Africa, Thailand, and other countries has shown that an effective national identification system can accelerate progress in addressing key development and governance challenges, such as financial inclusion, universal health care coverage, and digitizing and integrating services in the public and private sectors.

The ID4D diagnostic was undertaken between November 2017 and June 2018 at a request from the Ministry of Internal Affairs of the Government of Uganda under the umbrella of the World Bank's Identification for Development (ID4D) initiative.

This work was done with excellent collaboration from NIRA's management and personnel. Its objective was to analyze the identification ecosystem in Uganda, highlight strengths and achievements, suggest areas of improvement, and build consensus around recommendations and next steps. This was done through in-person interviews with over 40 government and private stakeholders, a field visit, and a literature review. Draft findings and recommendations were presented at a consultation workshop in August 2018, attended by over 50 experts representing 30 government ministries, departments, and agencies (MDAs) and private sector organizations. Feedback from the workshop is reflected in the report.

Unrivaled and Successful Launch of the National Identity Card

Launched in 2014 as the 'National Security Information System' (NSIS) project, the national identification system was developed under a multi-sectoral approach (including the EC, URSB, NITA-U, UBOS, DCL, and Security Agencies, among others) that was partly driven by the decision to use the national identification card (NID) as the unique identifier for the 2016 election. This multi-sectoral effort led to 16.5 million citizens registered in a mass registration drive.

Since 2014, the rollout of the NID has brought about profound change in a country where, according to the national census of 2014, only 8 percent of the population had a long-form birth certificate¹ to prove their legal identity. In 2015, a new law, the Registration of Persons Act (ROPA), and a new organization, the National Identification and Registration Authority (NIRA) changed the approach to identification in Uganda. Prior to the rollout of the NID, about 75 percent of adults may have had a voter ID as a substitute for official ID.² For those without voter ID, a short- or long-form birth certificate or a Local Council Chief letter were required as proof of identity. By the end of 2015, approximately 90 percent of Ugandans 16 years or older were enrolled in the National Identification Register (NIR). **No other country in Africa has issued their first or new national ID more quickly than Uganda.**

So far, two registration campaigns have been conducted to populate the NIR. The 2014/15 campaign enrolled 16.5 million Ugandans in the NIR. The second campaign targeted about 10 million learners in school, ages five years and above, in primary, secondary, and post primary institutions. Those over 16 were issued IDs during this exercise. Outside these campaigns, NIRA has continued to register persons at its 117 district offices and, to date, approximately 26 million persons have been enrolled in the NIR.

1. Uganda used to issue both long-form birth certificates and short-form birth certificates. The long form is the only version with probative value to prove legal identity. Population Census, 2014.
2. The voter ID is an adequate breeder document for the national ID.

It is important to note that the approach of mass group enrollments is not necessarily the best way forward. NIRA needs to be supported to maintain a steady state, continuous operating model of registering people and keeping the NIR up to date. This implies that every birth, death, and NID application, wherever in the country, must be captured and lead to an immediate update of the NIR. There are already meaningful incentives for the NID to operate this way, for example, the requirement that the NID is shown for subscriber identity module (SIM) card registration and other services.

Civil Registration: Positive Beginnings but a Downward Slide That Needs to Be Urgently Addressed

In 1904, Uganda became the first country in Africa to issue a native act for birth and death registration, preceding other countries by half a century. The coverage reached because of this law (65 percent of births and 56 percent of deaths registered) was so impressive that one scholar wrote that, "Buganda's system, even in decline, was still far superior to the methods of population recording instituted by the post-war French regime [...] and indeed to almost any other system in tropical Africa."³ At its height, the system had expanded across the whole of Uganda, with the exception of Karamoja.

This unique history should have given Uganda a head start when Independence came in 1962, but much was lost during the decades of political turbulence that ensued. From 1973 to 2004, the Registrar General of Births and Deaths, based in the Ministry of Justice, was responsible for civil registration. In 2004, the responsibility was handed over to the Uganda Registration Services Bureau (URSB). In 1994, Uganda reported rates of 35 percent birth registration and 25 percent death registration (likely estimates). By 2014, less than 8 percent of the population had a long-form birth certificate, and it was estimated that only about 1 percent of deaths were being registered. Currently, birth registration rates are about 32 percent⁴ and death registration is approximately 1 percent. The declining pace of birth registration and the low death registration coverage represent a major risk for a reliable identification system in the country.

State of Civil Registration Can Undermine the Investment in NID, NIR, and NIRA

Currently, coverage of the population five years and older is good because of NID issuance to those aged 16 and older, as well as the coverage of learners ages 5–15. But only 19.2 percent of the population has some form of birth record.⁵ Among those aged 5–15, approximately 4 million were not issued a National Identification Number (NIN) through the "Learners Project" because they were out of school, and the project only reached learners in registered government and private schools. Without a rapid increase in coverage of civil registration, these gaps will mean the NIR will quickly become unreliable and the veracity of the data will not be good enough for digital authentication of identity. The continuous updating of the NIR is directly reliant on the registration of key events in the civil registration and vital statistics (CRVS) system, particularly births and deaths, and the prompt clearance of NID applications and backlogs.

The Uganda Bureau of Statistics (UBOS) estimated there were 17,785,400 persons 16 years and older in 2015. By 2020, just five years later, UBOS data suggest that close to 400,000 persons among these NID-holders will have died—and these deaths will likely not be recorded in the civil registration system if it continues as is. During the same five years, 4,865,000 young persons will have become NID-eligible (reaching the age of 16). About one quarter of these will not have been covered by the "Learners Project" and thus will not have a NIN to facilitate relatively easy issuance of the NID. Annual issuance of about 1 million NIDs to newly eligible NID applicants across the country is a challenge in itself, and requires a very different operation than the mass enrollments used in the past. It is, to an extent, comparable to what the Electoral Commission (EC) has to do each election cycle to update the voter roll, except NIRA must do this continuously while the EC does this every five years.

3 Doyle, Shane 2012, pp. 281–282. Doyle refers to East African Statistical Department, 1950 and East African Statistical Department, 1961.

4 DHS 2016.

5 DHS 2016.

There is a belief that increasing the number of registration points is the solution to coverage gaps in civil registration, yet experience from other countries (such as Cameroon and Tanzania) prove the proximity principle is incorrect. When the cost to society of poor civil registration is large, but local governments do not feel the burden of that cost, then the civil registration function needs to be assumed by the central government. That is the case in Uganda.

NIRA needs to develop a sustainable operating model which effectively offers birth and death registration services in all districts (and at sub-county levels) without necessarily requiring NIRA's permanent physical presence in all locations. The advantages of having reliable demographic and vital statistics data at local government level, and hence having the benefit of government services optimally allocated to local populations proportional to their size, greatly outweighs the advantages of local government performing the civil registration task poorly and undermining the sustainability of the national ID system. However, for such an operating model, NIRA needs the human, technical, and financial resources, and the work partnerships that give it access to necessary external know-how and resources.

Potential to Leverage the NIR and NID

The impressive rollout of the NID has put Uganda in a different league of countries. According to the latest available enrollment data, more than 26 million Ugandans have been enrolled in the NIR, representing approximately 66 percent of the population.⁶ The current national ID system is technologically advanced, which has created the potential for leveraging the national ID system for e-government and authentication by public and private sectors (e.g., mobile phone companies, banks, and insurance companies), further expanding financial inclusion, strengthening social protection delivery, supporting immigration control and refugee management, and helping the Electoral Commission create an up-to-date voter register for the 2021 general elections. In turn, NIRA would benefit from linkages to other registries to strengthen the accuracy and integrity of the NIR, such as on refugees (maintained by the Office of the Prime Minister), and on aliens (maintained by the Directorate of Citizenship and Migration).

Cost Savings from a Reliable NIR

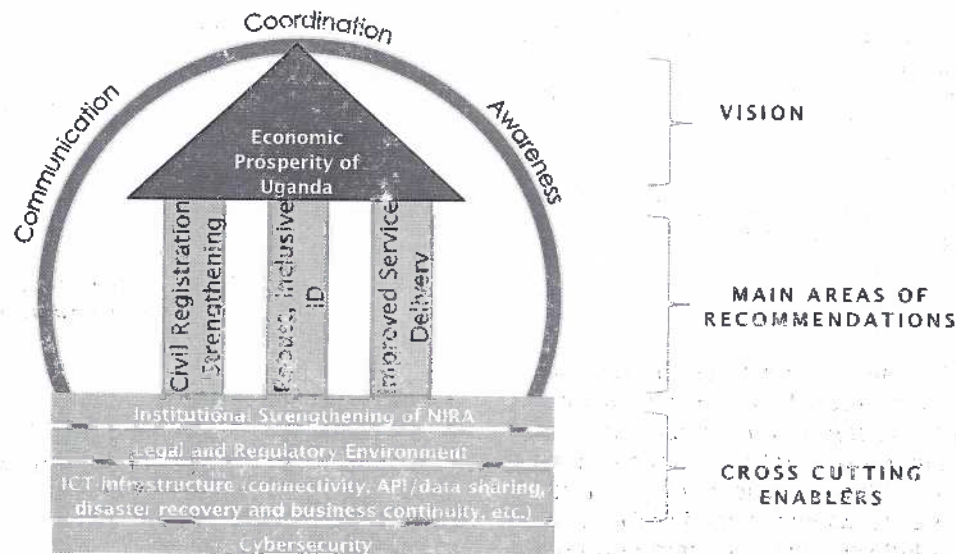
A reliable NIR would generate significant savings in both public and private sectors. Already in Uganda, a government payroll verification exercise conducted in 2016 matched Ministry of Public Service records with NID entries to identify and remove "ghost workers," leading to an annual savings in the government wage bill of US\$ 24.6 billion (US\$6.9 million). In particular, elections will benefit over time from an accurate and reliable NIR. Uganda has not been able to keep election costs low by comparison to other African countries. Prior to 2006, the average African election cost US\$4.10 per elector; this has tripled to US\$11.40 per elector. In contrast, Uganda's EC was able to keep costs at US\$8.60 per elector for the 2015-16 elections, saving the country US\$43 million (US\$160 billion). While everything possible was done to prepare the NID issuance for the 2016 elections, the EC still had to undertake special measures (e.g., photo lists of registered voters for each polling station) to achieve a smoothly run election. In principle, even more election-cost savings should be possible in the future if the NIR is accurate and reliable, and if NIDs are issued in a timely fashion to eligible people and the deceased are promptly deleted from the NIR.

Recommendations at a Glance

The recommendations provided in this diagnostic report are based on lessons learned from best practices in other countries, understating of Uganda's unique environment, and feedback resulting from consultations with key stakeholders. These recommendations are made in support of the objectives set out in NIRA's 3-year Strategic Plan 2017/18-2019/20, and to position NIRA to address coverage gaps and growing demand for authentication and verification services from other public and private sector institutions. A visual representation of how recommendations are structured is shown below, followed by the summary. A full set of recommendations is laid out at the end of this report.

6 The UBOS midyear population projection for 2018 was approximately 39 million.

Overview of recommendations



Based on Best Practices from OECD, InfoDev, UNESCO, ITU, NIAT

Summary of Key Recommendations

Recommendations	Responsibility
Overall	
1. <u>NIRA lacks the proper budget and staffing to fully meet its mandate.</u> Tremendous progress has been made to date, but a continued lack of adequate budget and staffing prevents NIRA from providing robust, continuous service at district levels and making necessary investments to address coverage gaps and deficiencies in the civil registration system. Lack of staff also hinders NIRA's ability to meet growing demand from governments and private stakeholders for access to NIRA's Third Party Interface (TPI) for authentication and verification of identities.	Ministry of Internal Affairs, Ministry of Finance, Parliament
2. <u>Revenue streams need to be revisited to encourage birth and death certification.</u> Even small fees can discourage birth and death certification. Authentication and verification fees could replace lost revenue from birth and death certification.	NIRA, Ministry of Internal Affairs, Ministry of Finance, Parliament
3. <u>Identification is an issue of national significance, with multiple stakeholders involved and affected.</u> MDAs need to be held accountable in their Key Performance Parameters for their role in the identification ecosystem. Other stakeholders, such as development partners and the private sector, also need to be accountable for supporting the identification ecosystem for financial inclusion, improved service delivery, and cost savings.	NIRA, National Planning Authority, Development Partners, Private Sector Partners

Recommendations	Responsibility
4. <u>Expedite the adoption of the Data Protection and Privacy Bill to safeguard personal information sharing. Introduce amendments, as needed, to align with the EU's General Data Protection Regulation.</u>	Ministry of ICT, Parliament
Civil registration strengthening as the foundation of Identification	
5. <u>Civil registration and the national identification system should be recognized as a national priority and reflected in the National Development Plan III.</u> The NIN should be recognized as the unique identifier for every Ugandan in the NDP III. The preparation of the NDP III would benefit from including NIRA in the consultations process.	National Planning Authority
6. <u>Integration of the national ID system and civil registration system is critical for a dynamic, sustainable, and accurate NIR.</u> The viability and accuracy of NIRA's data depends on civil registration and NID operations mutually reinforcing one another. Neither civil registration nor the NID can be viable and reliable unless NIRA has the necessary budget and posture across the country and continues to work with partners.	NIRA, Ministry of Health, Local government, URSB
7. <u>NIRA needs to build partnerships with key stakeholders to achieve continuous universal registration and coverage.</u> NIRA cannot execute the role of Birth, Death, and Adoption Registration (BDAR) on their own without close partnerships with local government, the Ministry of Health, the Uganda Police Force, and other community-based institutions. A mapping exercise is suggested to identify stakeholders and opportunities for collaboration, including by defining roles and responsibilities for each in achieving universal BDAR.	NIRA, Local government, Ministry of Health, Uganda police force, Community-based organizations
8. <u>NIRA must work toward a functional district presence with a fully populated staff establishment on a regular basis.</u> NIRA currently has one staff in each of 17 districts versus a planned 12 staff per district. Reduced budget allocations prevent NIRA from populating its structure and bringing services closer to the people. Awareness needs to be raised in the policy arm of government that continued registration is necessary to keep BDAR updated and NIR reliable.	NIRA, Ministry of Internal Affairs, Ministry of Public Service, Ministry of Finance, Parliament
9. <u>Death registration coverage is extremely low (approximately 1 percent), which undermines the viability of the NIR. Addressing this deficiency should be a top priority.</u> NIRA needs to further decentralize and scale up death registration to the districts and work to increase death registration through benchmarking best practices. There is also an important role that Parliament can and should play in reinforcing the importance of death registration, including legislation on enforcement and implementing a series of incentives for people to report deaths.	NIRA, Ministry of Internal Affairs, Local government, Ministry of Health, Parliament
10. <u>Marriage registration is a critical part of civil registration.</u> The ROPA 2015 provided for the registration of births and deaths and their inclusion in the NIR. However, it excluded the registration of marriages and divorces, which remained under the jurisdiction of another entity (URSE). Registration of marriages and divorces is an essential part of the overall CRVS system. NIRA and URSB should work toward ensuring seamless linkages in their systems to enable completeness of the CRVS system and accuracy of the NIR.	NIRA, URSB

(continued)

Recommendations	Responsibility
11. <u>Legacy records are permanent, legal records which will need to be collected, digitized, and archived.</u>	NIRA, Local government, Ministry of Finance
12. <u>NIRA and partners should carry out awareness campaigns and sensitization for citizens to understand the importance of registering vital events.</u>	NIRA, Ministry of Health, Local government, Ministry of ICT and National Guidance
Ensure a robust, inclusive NID system	
13. <u>Further focus is required on expanding NIRA's presence with the aim to ensure successful continuous registration.</u> The current model of continuous registration in 117 districts, combined with the campaign-based approaches of the past, are not sufficient to meet annual demand. NIRA's staff presence must be expanded to address the annual expected caseload ⁸ for registering vital events and issuing NINs and NIDs. Campaigns should be planned at a national level and NIRA should be closely consulted.	NIRA, Ministry of Finance
14. <u>A focus is needed on closing coverage gaps, especially among vulnerable populations, and clearing backlogs.</u> Closing coverage gaps needs to be prioritized, including children who missed in the learner's registration drive and clearing of registration backlog, like the pending citizenship verification cases. Special efforts need to be made to extend registration services to vulnerable populations, including people in hard to reach places, special needs persons, and the elderly.	NIRA, Ministry of Finance
15. <u>Efforts need to be made between DCIC and NIRA systems to facilitate the issuance of nationals' passports by DCIC which requires information from the NIRA, and the registration of aliens by NIRA which requires information collected by DCIC.</u> This may require concentrated efforts by both DCIC and NIRA to develop and upgrade the Third Party Interface.	NIRA, DCIC
16. <u>NIRA needs adequate ICT infrastructure and systems, including a full disaster recovery and business continuity plan to facilitate business resumption in the event of a disaster.</u> This requires the right budget, infrastructure, and staffing, as outlined in NIRA's draft ICT strategic plan.	NIRA, Ministry of Internal Affairs, Ministry of ICT, Ministry of Finance
17. <u>NIRA will need to undertake a detailed review of their business process workflows to improve efficiency and turnaround times.</u> NIRA inherited a number of business processes on civil registration and registration of persons which require streamlining to improve service delivery, reporting, and documentation.	NIRA

Recommendations	Responsibility
<p>18. <u>It is important for the Government to explore linkages between the NIR and refugee registration systems used by the Office of the Prime Minister (currently the Biometric Identity Management System (BIMS) and ProGres v4).</u></p> <p>Efficiency gains could be realized by linking the NIR with refugee registration tools (currently BIMS and ProGres v4) through NIRA's TPI. Such linkages could, for example, facilitate deduplication with the NIR, update birth registration records, and ensure that for identification purposes under the current framework, refugees are included in the refugee registration systems and Ugandan citizens are registered in the NIR.</p>	OPM, NIRA
<p>19. <u>National-level measures for cybersecurity are critical. Cybersecurity capacity building for technical and management staff, as well as other measures, are necessary to ensure the security of NIRA's data.</u></p>	NIRA, Ministry of ICT
<p>20. <u>NIRA should continue collaboration with public and private sector stakeholders, as well as development partners (e.g., Plan, UNICEF, and the World Bank). New partners should continue to be explored.</u></p>	NIRA
Improving service delivery	
<p>21. <u>NIRA should continue increasing linkages to the TPI to meet demand for authentication and verification of identities by other stakeholders.</u></p> <p>To do this, NIRA requires adequate staffing and budgets to address the increased workload. In the short term, temporary staffing can be explored to fill gaps.</p>	NIRA
<p>22. <u>Functional users wishing to link to NIRA's TPI need to meet the technical requirements and be prepared to provide for change management of their own business processes.</u></p> <p>Most private sector stakeholder systems meet the technical requirements, while public sector stakeholders need to upgrade their systems before they can leverage NIRA's TPI. All users need to be prepared to provide for change management of their business processes which might result from linking to the NIR.</p>	Functional users (MOAs, private sector stakeholders), NIRA-U

a South Africa and Uganda have comparable workloads yet South Africa has 7,000 staff compared to NIRA's planned 600 (as laid out in the Strategic Plan 2017/18-2019/20).

b The annual expected caseload is a sum of the estimated number of new births, deaths, and citizens turning 16. Those who turn 16 become eligible for the NID card and require NIRA to collect further biographic and biometric information in order to issue the NID. The cohort of people turning 16 each year is currently estimated at about 1 million per year. UBOS population projections are used to estimate this annual expected caseload.

1. Introduction

Examples across the world demonstrate that robust, inclusive, and responsible national ID systems are powerful drivers of inclusive and sustainable development. For individuals, a national ID enables them to exercise their rights, including to vote and access services such as social assistance, health care, education, and finance. For governments and businesses, national ID systems provide a platform to uniquely identify and authenticate the people they serve, which increases their effectiveness, efficiency, and integrity. Using a national ID system to deliver social protection, for example, can help with better targeting of cash transfer or subsidy programs designed to bring people out of poverty. National ID systems can also facilitate electronic "Know Your Customer" (KYC) requirements in the banking sector, furthering financial inclusion.

Motivation

This ID4D Diagnostic was undertaken in Uganda to analyze the identification ecosystem in Uganda, highlight strengths and achievements, and suggest areas of improvement by providing specific recommendations for consideration by the Government. This work was done in close collaboration with NIRA with the aim to help the decision-making process on the optimal use of resources for the identification and authentication of citizens and residents in a way that improves government administration and the service delivery agenda, and fosters inclusive, sustainable development. The ID4D Diagnostic was conducted under the umbrella of the World Bank's ID4D initiative, following the request from the Ministry of Internal Affairs.

The Diagnostic was carried out between November 2017 and June 2018. The research team held over 40 meetings and interviews with 130 people, representing 24 stakeholder institutions. A key stakeholders consultation workshop was held in August 2018 and was attended by over 50 representatives of 30 public and private stakeholder institutions. This report reflects the feedback received during the consultation workshop.

Country Context

Currently, Uganda's population is estimated at 39 million and grows by approximately 3 percent per annum, with a GDP per capita of US\$123.1 and ranks 163 (out of 188) on the Human Development Index 2016. Uganda's economy has grown at a slower pace in recent years, reducing its impact on poverty. Average annual growth was 4.5 percent in the five years prior to 2015/16, compared to the 7 percent growth rate achieved during the 1990s and early 2000s. Uganda's rise on the e-government ladder has been remarkable. Between 2011 and 2016, Uganda moved from last place to 128th place on the United Nations' global e-government benchmarking survey, leaving 64 other countries behind. Uganda scores even better, currently on the e-Participation Index, which offers insight into how countries are using online tools to promote interaction between citizen and government, as well as among citizens.

Against this impressive performance, it is only fitting that a still lacking cornerstone of e-government was put in place: trusted identification. In 2015 the Government of Uganda took important steps toward reforming civil registration and identification. A new law was enacted and a new organization, the National Identification and Registration Authority (NIRA), was established. In 2015, the Registration of Persons Act (ROPA) brought civil registration and national ID under one organization. A new national ID was successfully issued to over 90 percent of Ugandans 16 years and older. In doing so, significant progress was made to provide for a single trusted source for personal identification, which is essential for a digital society. The government now has a unique opportunity to capitalize on this initial success and undertake measures to keep the NIR up to date for the benefit of improving the service delivery agenda, as well as serving as a foundation for further economic growth.

7 Population projections from the Uganda Bureau of Statistics (UBOS).

2. Identification Ecosystem Introduction

2.1. ID Ecosystem Overview

Foundational systems overview

The identity ecosystem in Uganda is comprised of several major foundational and functional systems, listed in Table 1 below. Currently, the main government authorities in Uganda responsible for citizen and resident registration and identification—foundational systems—are:

1. The Office of the Prime Minister, Department of Refugees (OPM)
2. The Ministry of Internal Affairs' Directorate of Citizenship and Immigration Control (DCIC)
3. The National Identification and Registration Authority (NIRA)
4. Uganda Registration Services Bureau (URSB)

Table 1. Main Foundational Identity Providers

Authority	Provider	System	Database/register	Credential
OPM	Dept. of Refugees, Office of the Prime Minister (OPM)	Currently the main Biometric Identity Management System (BIMS), v4, previously the Refugee Information Management System (RIMS)	By October 2018, following the completion of verification undertaken jointly by the Government of Uganda and UNHCR, BIMS and ProGres v4 included approximately 1.1 million records of refugees and asylum seekers	<p>Registration (refugee identity) number: Unique 12-digit number issued to all persons who had been registered in RIMS. The first three digits indicate the location of registration, the remaining nine digits are sequential.</p> <p>Refugee identity card: Plastic card with basic hologram security feature, displaying name, gender, registration number, date of birth, nationality, and barcode (with registration number encoded).</p>
DCIC	Directorate of Citizenship and Immigration Control, Ministry of Internal Affairs	N/A	<p>Paper-based files for approx. 550,000 nonnationals</p> <p>650,000 passport holders</p>	<p>DCIC issues passports to citizens and visas, dependent passes, and work permits for foreigners.</p> <p>The process is under way for NIRA to register aliens using information from DCIC and to issue an Alien Identification card (AID).</p>

Provider	System	Database/register	Credential
National Identification and Registration Authority	Civil register for births and deaths	(1) Paper-based system held across Uganda (number of records > 10 million), and (2) digital systems MVRs and CRIMS, approx. 3–5 million entries Birth registration (0–4): 32.2 percent (DHS 2016) Death registration: 24.2 percent (DHS 2016)	Birth and death certificates Civil registry—has birth, death, and adoption registration (BDAR) Marriages are still under URSB
	National ID	Database with approx. 27 million records (nationals and nonnationals) NID cards printed for citizens aged 16+: 17.4 million as at end of August 2018 Citizens with NINs: 26 million (6.5 million ages 5–16)	NID/AIN number: Issued to all citizens and legal foreign residents (at birth registration or immigration). NID/AID card: Issued to citizens and legal foreign residents aged 16+. Polycarbonate card displaying a photo, signature, and basic biographic data (on the front), and a fingerprint image, ICAO-compliant machine-readable zone, and 2D barcode encoded with basic biographic data (on back). Discussions ongoing around moving to a chip card (not a 'smart card').
Uganda Civil Registration Services Bureau	Register of Marriages held across Uganda (no central capture)	URSB digital, all else paper based	Marriage certificates

Uganda Police. The **Department of Refugees** under the Office of the Prime Minister (OPM) is responsible, in accordance with the 2006 *Refugee Act*, for processing and managing refugees and asylum seekers in Uganda, including their registration and the provision of identification. In 2015, the department introduced RIMS, which included a biometric module for registration and identity management. Amid reports of discrepancies in the number of refugees being officially reported, the Government of Uganda in March 2018 launched a biometric verification of all refugees in the country, which is being carried out in collaboration with UNHCR and the World Food Programme (WFP) using UNHCR's Biometric Identity Management System (BIMS) and ProGRES v4 systems. RIMS has been transitioned to BIMS and Progres v4. Meanwhile, NIRA is responsible for registering the births and deaths that occur among refugees in Uganda. There is currently no interoperability between the Department of Refugees and NIRA.

Citizenship. The **Ministry of Internal Affairs' Directorate of Citizenship and Immigration Control** plays a foundational role in Uganda's identification system, as it enforces the lawful presence of nonnationals within the country's territory, except refugees and asylum seekers. As of the 2014 census, there were approximately **504,200 people identified as nonnationals**. DCIC also issues passports for Ugandan nationals, though only 1.7 percent of the population (approx. 650,000 in 2018) have a passport. The Directorate's system is still primarily manual and paper based, though they have started employing the Gemalto's e-visa system for border control and visa issuance.

The **National Identification and Registration Authority (NIRA)** was established by ROPA 2015 and became operational on 26 March 2015. ROPA officially transferred to NIRA both the responsibility for issuance of national IDs (originally with DCIC) and for BDAR (originally with URSB).⁸ According to the latest available enrollment data, more than 27 million Ugandans who are over 16 years of age have been enrolled in the national ID scheme, which represents about 67.5 percent of the adult population.

The **Uganda Registration Services Bureau** was established in 2004 and took over the tasks of birth and death registration, and marriage registration (and the officiating of marriage), as well as the registration of adoption orders from the Ministry of Justice and Constitutional Affairs. Since the subsequent handover to NIRA on 1 January 2016, URSB has retained only marriage registration. In 2011, URSB registered just shy of 800 civil marriages, a number that climbed to almost 1,500 in FY2015/16. Survey data indicate that URSB managed to improve birth registration of 0–5-year-olds substantially from 4 percent in 2000–01 to 21 percent in 2006 and 30 percent in 2011. A similar level of coverage for children and youth younger than 18 years was recorded.

Functional systems overview

Leveraging the NIR to uniquely identify individuals and facilitate the reliable authentication of identity can generate substantial savings in both the public and private sectors, especially from reduced leakage and in administrative costs. NIRA's database is sufficiently developed to enable digital verification of customer identity to support identity verification requirements while also enabling digital identity verification (eKYC) as part of customer due diligence. If implemented properly, the ability to effectively authenticate customers saves compliance costs, increases the integrity of customer data, and supports the Anti-Money Laundering/Counter-Terrorist Financing (AML/CFT) risk mitigation of banks.

The main functional ID systems in Uganda are:

1. The Electoral Commission of Uganda (EC)
2. Ministries, Departments, and Agencies (MDAs) engaged in social protection, subsidy programs, education, health, land, agriculture, justice, transportation, taxes, and business registration, etc.
3. Private sector partners including banks, mobile network operators, insurance companies, and credit reference bureaus

Functional systems, listed in Table 2, can leverage the NIR to reliably authenticate their target populations. Some key examples include:

- **Financial inclusion:** About 9 million Ugandans currently have a bank account, and banks have a legal obligation to perform eKYC due diligence. Making NIRA's TPI available to banks to support digital verification of customers will unlock the benefits of the NIRA's data for the financial sector.
- **E-government services delivery:** The Government of Uganda currently offers over 100 online services, with citizen-facing services available through www.ecitizen.go.ug. These various services, however, hardly "talk" to each other and citizens must have different login credentials for each system. The delivery of government services electronically has created a demand for new identity and access management, which could be met through the NIRA to ensure more user-friendly access to e-government services in key sectors.
- **Service delivery in key sectors:** At the Ministry of Agriculture, Animal Industry and Fisheries, an e-voucher program has been launched which will reach 450,000 farm families in 42 districts. The project aims to leverage mobile money to provide targeted subsidies to farmers for purchasing

8 To date, URSB retains responsibility for the registration of marriages.

agro-inputs. The project is now putting in place structures to effectively link to NIRA's database and verify the identity of farmers.

- **Elections:** Online and offline (biometrics on card) authentication of voter identity and validation against a deduplicated NIR with universal coverage of the adult population would make an important contribution to the 2021 election integrity and cost reduction.
- **Authentication of social protection beneficiaries:** Beneficiary identity verification and authentication is essential to the integrity of social protection programs. There are several social protection programs benefiting or that could benefit from verification of identity, including: Public Service Pension Scheme (PSPS), the National Social Security Fund (NSSF), Workers' Compensation, Social Assistance Grants for Empowerment (SAGE), Public Works Programs, and the Ministry of Agriculture's e-voucher program. The Ministry of Gender, Labour and Social Development (MGLSD) is also in the process of launching a single social registry for all social protection programs which will need linkage to the NIR.

Table 2. Important Functional ID Systems and Institutional Clients in the Identity Ecosystem of Uganda

Functional system	Institutional client	Number of identities (estimated)	Linkages and importance
National Voter's Register	Electoral Commission	18 million	Validation of the electoral register
Single Social Register	Ministry of Gender, Labour and Social Development	2.7 million ^a	Targeted delivery of social protection programs. Registration of overseas workers
E-voucher program	The Ministry of Agriculture, Animal Industry and Fisheries	450,000 households	Verification of e-voucher beneficiaries
Electronic Health Management Information System	Ministry of Health	Population, 39 million ^b	Health Management Information System, Personal Health Records
Education Management Information System (EMIS)	Ministry of Education and Sports	12.5 million	Educational planning, capitation grants
Integrated Personnel and Payroll Service (IPPS)	Ministry of Public Service	350,000	Payroll validation for government employees
Driving permits	Ministry of Works and Transportation	800,000	Driving permits, vehicle licenses, vehicle inspection, traffic rule violations
Land registry	Ministry of Lands, Housing, and Urban Development	800,000	Land registration
eKYC	Bank of Uganda, banks	8.8 million	Anti-money laundering, TF, know-your-customer
Tax Register	Uganda Revenue Authority	2.3 million	Tax revenue planning, collection, and administration

Functional system	Institutional client	Number of identities (estimated)	Linkages and importance
Business registration	Uganda Registration Services Bureau	100,000	Business registration and validation of directors, beneficiary ownership; registration of marriages.
SIM registration	Mobile Network Operators	29.5 million	SIM card registration.
Financial cards	Credit Reference Bureaus	1.5 million	Lending, credit records
N/A	Insurance companies	350,000	Identity verification policy holders and beneficiaries

a Excluding active and retired civil servants which are shown under the Ministry of Public Service.

b Currently in all sorts of paper-based medical records, some digital databases.

2.2. Foundational Systems

2.2.1. Civil registration

In 1904, Uganda became the first country in Africa to issue a *native* act for birth and death registration, preceding other countries by half a century. The coverage reached because of this law (65 percent of births in 1904 and 56 percent of deaths registered) was so impressive that one scholar has written that, "Buganda's system, even in decline, was still far superior to the methods of population recording instituted by the post-war French regime [...] and indeed to almost any other system in tropical Africa."⁹ At its height, the system had expanded across the whole of Uganda, with the exception of Karamoja.

This unique history should have given Uganda a head start when independence came in 1962, but much of that was lost during the decades of political turbulence that ensued. From 1973 to 2004, the Registrar General, who was of Birth and Deaths, based in the Ministry of Justice, was responsible for civil registration. In 1994, Uganda reported to the UN the rates of 35 percent birth registration and 25 percent death registration (likely underestimates). In 2004, the responsibility was handed over to URSB which made good progress in birth registration, but still left less than 8 percent of the population with a long-form birth certificate¹⁰ by 2014. Local government had also only managed to provide short-form birth certificates to about 20 percent of the population, and it is estimated that only about 1 percent of deaths were being registered.

In 2016, the responsibility for birth and death registration (as well as for adoption) moved to NIRA. NIRA's work on civil registration is guided by ROPA 2015.

Coverage and Inclusion

In this section most of the attention is given to birth registration. It is the most important vital event included in civil registration because it establishes a legal identity. In addition, it is the vital event for which the most and best data are available. At the end of this section some attention will also be given to death and marriage registration, both of which have legal implications and are important for legal identity.

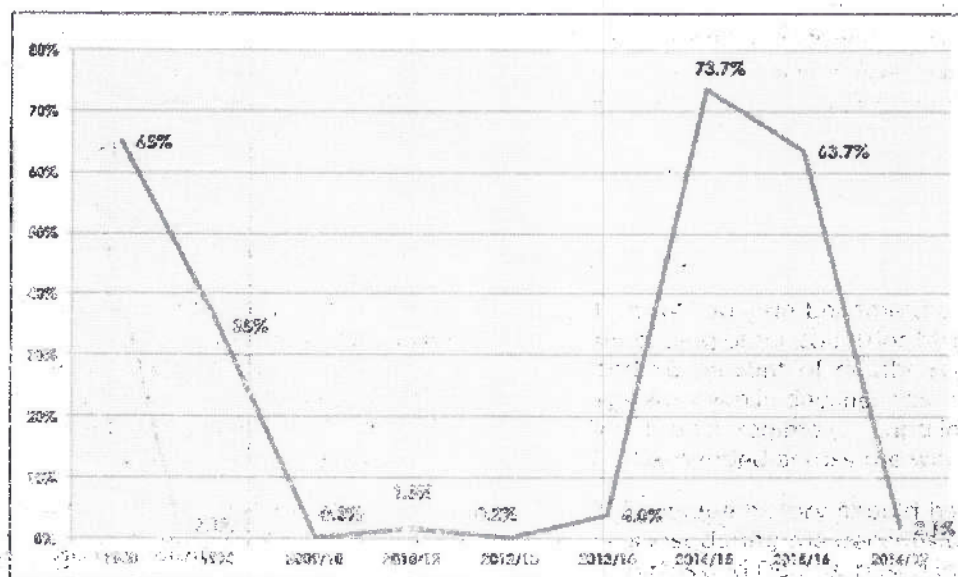
9 Doyle, Shane. 2012, pp. 281-282. Doyle refers to East African Statistical Department, 1950, and East African Statistical Department, 1961.

10 The long-form birth certificate is the only certificate with legal probative value.

of the NIR. Capturing deaths is important for the veracity of the NIR, the voter registry, and functional registers that depend on the data in the foundational identification systems.

The oldest data for birth and death registration coverage in Uganda is from 1948. Birth registration coverage was 65 percent and death registration 56 percent in the Buganda region, and may have been somewhat lower in other regions. In 1994, coverage reportedly stood at 35 percent for the registration of births and 25 percent for deaths. Most likely the 1994 data were based on a rough estimate. Data in Figures 1 and 2 (for births and deaths respectively) show that after the surprisingly high level of coverage during the colonial period, the birth registration rate dropped to 1–4 percent, with the exception of the 2013–2015 period during which the UNICEF-supported project was implemented to notify births by mobile phone through the “Mobile Vital Registration System” (MVRS) and “Civil Registration Information Management System” (CRIMS).

Figure 1. Birth Registration Rate (administrative value), 1948–2016/17



In 2014, census data showed 30 percent of the population across all age groups had been registered and had a certificate to prove it. Only one in twelve had a long-form birth certificate and therefore a legal identity, while one in five had a short-form birth certificate (which had no probative value). About 50 percent of 0–17-year-olds were registered, of which three in 10 had a long- or short-form birth certificate and two in 10 had been registered but had neither type of birth certificate.

Disparities in birth registration rates across regions show that Kampala had the highest rate of birth registration while the Southwest and Karamoja had among the lowest. Across wealth quintiles, the richest 20 percent of the population was about twice as likely to have a birth certificate (likely long form) than the remaining 80 percent. In 2011, 44 percent of children in the richest 20 percent of households had been registered (57 percent of which had a birth certificate) while 27 percent of children from the poorest quintile had been registered (and just over half had a birth certificate).

There are various reasons why birth registration coverage fell to such low levels.¹¹ First, the post-independence period brought political instability that led to a virtual breakdown of the work of the administration for several decades. Second, changes in local government that led to elected local councils in 1997 had an impact on

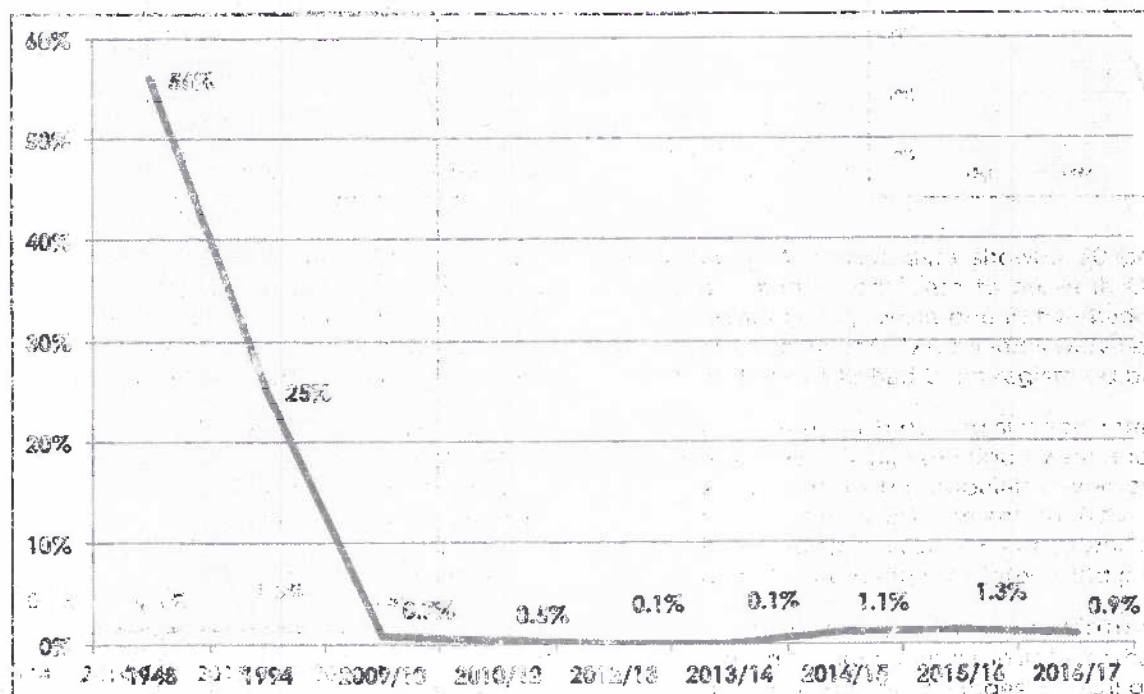
11. URSB 2014.

the influence of traditional leaders. Finally, the legal framework had not been conducive. While birth and death registration continued to be compulsory, the incentives and penalties used for registration largely fell away. The new law of 1970 (which came into force in 1973 and replaced the Birth and Death Registration Act of 1964) also created ambiguity. It kept civil registration compulsory, while leaving certification of births optional (and incurring a fee prescribed by regulations). It also introduced the two types of birth certificates. Long-form birth certificates were only offered in Kampala at the Registrar General's Office at the Ministry of Justice and Constitutional Affairs, and from 2004 at the URSB office.

NIRA took over registration of births, deaths, and registration orders from URSB. Between January 2016 and August 2018 NIRA registered approximately 115,000 births, of which approximately 85,000 (75%) have been certified (birth certificates issued). According to the Demographic Health Survey of 2016, birth registration presently stands at 32.2 percent, with 19.2 percent having some form of birth certificate.

Death registration is compulsory by Ugandan law, but recorded death registration is extremely low. This is mostly caused by a lack of incentives for death registration. Reportedly in the past, death registration completeness was a result of incentives and sanctions at local levels when traditional governance was effective. Figure 2 shows death registration coverage. As with birth registration, centrally captured and reported death registration statistics probably understate the actual number of deaths registered at local levels. Low death registration coverage may be said to be a cultural problem, or, as the CRVS assessment states, is "due to lack of awareness about the importance of death registration, lack of incentives and lack of enforcement of the law. The few, who register deaths, only do so in circumstances where the deceased left some property behind which the next of kin would wish to benefit from."¹² No data are available on regional or social disparities in death registration, but the likelihood is that death registration rates would be higher for the more affluent Ugandans and for deaths occurring in urban areas. According to the Demographic Health Survey of 2016, of deaths reported to have occurred in the previous year, only 24.2 percent were registered with the civil authority.

Figure 2. Total Number of Deaths Registered (administrative value), 1948-2015/17



¹² URSB 2014, p. 25.

Marriage registration is another critical component of CRVS. The responsibility for marriage registration has remained with URSB. Marriage registration is regulated by Article 18 of the Constitution of 1995 and a number of laws: The Marriage Act (1904) Cap 251; Customary Marriage (Registration) Act 1973 Cap 248; The Marriage and Divorce of Mohammedans Act (1906) Cap 252; and The Hindu Marriage and Divorce Act (1961) (250). These provide for compulsory registration, including for church, Hindu, and Muslim marriages. Marriage registration is subject to a substantial fee (in 2014 USh 260,000 or US\$70), and there is great variance in documents used to register marriages. Registration of marriages is the mandate of the (district) Chief Administrative Officer for civil marriages, heads of different places of worship for religious marriages, and sub-county chiefs/town clerks for customary marriages. As is the case for birth and death registration, this implies that numerous actors are involved, thus the returns for marriages to URSB are far from complete and registers kept across the country are in poor shape. In FY2016/17, URSB reportedly registered 1,175 civil marriages and received returns for another 10,578, while the registration of customary marriages was limited to a few dozen.

Administrative Organization and Management

URSB managed all civil registration from 2004 to 2016 when the responsibility for BDAR was transferred to NIRA. Previous to NIRA taking over, by law (Law 28 of 1970, which became effective from 1973, and Statutory Instrument No. 30 of 1977) the country's Attorney General could appoint the Registrar General (then at the Ministry of Justice and Constitutional Affairs, and from 2004 through 2015 at URSB), establish registration areas (reported in the *Government Gazette*), and appoint other civil registrars. This has been done at sub-county levels (registrar: Sub-County Chief), the City of Kampala, every municipality and township (registrars: the town clerk or equivalent), and every hospital (registrar: Hospital Administrator). The Registrar General had the responsibility for the provision of registration supplies for all registration areas and the issuance of long-form certificates for birth, while at registrar level registration took place and short-form birth certificates could be issued. Registrars were obliged to send monthly returns showing their registration activity to the Registrar General. Registrars were required to keep the original registers, i.e., the civil register for the country consisted (and still does under the new law) of the collection of these manually-made and paper-based registers across the country. Under then prevailing law the legal time frame for registration was three months, and another three months was given for late registration, upon which the registrar would be entitled to exercise due diligence for delayed registration: "After expiration of six months from the date of birth of a child, particulars of the child shall not be registered unless the registrar is satisfied with such particulars and is directed by the Registrar General and for a prescribed late registration fee." A statutory instrument (No. 54 of 2005) prescribed birth certification fees of USh 1,000 for a long-form birth certificate and USh 500 for a short-form birth certificate.¹³

The law, previous and present, provides for free registration of births or deaths, and issuance of the birth or death registration certificate for a fee. Previous and present practice is that local government charges the public for issuing short-form birth certificates, for which there is no basis in the law. This longstanding practice leaves nine out of ten without evidence of identity with legal, probative value. URSB, over a 12-year period, was not able to change that practice. It did not receive monthly returns, and hence it had no management information to act on, and neither had it the budget to do so. Interoperability between URSB and local governments was largely absent. There was no Memorandum of Understanding setting out the obligations for both parties. Registers of birth and death were supposed to be kept in 1,403 sub-counties, in towns and subdivisions, and in 345 hospitals, and these registration locations were supposed to be stocked with the supplies they needed, given the training, support and oversight required, and the means to make monthly returns. URSB annual reports indicate that budgets were not adequate for the acquisition and distribution of sufficient resources for all registrars, and the compliance with reporting requirements (monthly returns) was inadequate.

¹³ The fees for nonnationals were US\$20 and US\$40 respectively.

The total cost of civil registration services under URSB was estimated at US\$5 million per annum, of which half was incurred centrally and the other half was incurred across the country by local governments (Ministry of Local Government, Ministry of Public Service for salaries) and hospitals (Ministry of Health).¹⁴

One of the first initiatives to bolster birth registration among children 0-8 years old, the "Revitalization of Birth and Death Registration" project, started in 2000 and received support from UNICEF, UNFPA, the Justice, Law, and Order Sector (JLOS); and Plan International. The community-based project focused on the role of local government below sub-county levels. This resulted in the birth registration rate increase from 4 percent in 2000/01 to 21 percent in 2006, which could be indicative of the project's impact in its first years. An evaluation of the project was not done, but the **civil registration assessment conducted in 2014** was rather critical of the project and the status of civil registration more broadly.¹⁵ Some of the findings were:

- URSB did not carry out systematic field monitoring of activities. The majority of the Sub-county Chiefs, Town Clerks, and CAOs¹⁶ had for a long time not been supervised by anyone.
- Many vital events went unregistered; there were no mechanisms to enforce compliance.
- The allegiance of the local registrars (Sub-county Chiefs, Town Clerks, and CAO) was primarily to their local governments. They regarded registration as extra duties that were not a priority in their work.
- Results were seldom submitted to URSB, reportedly because of the costly requirement that responsible officers file quarterly returns at the national office.
- The general public generally failed to see how they would benefit from the registration of vital events.

The MVRIS project followed on the Revitalization Project in 2011 with a new approach. MVRIS made use of web-based transmission of data as well as mobile phone messaging and computerization of the birth registration process. (MVRIS-based death registration, although provided for in the MVRIS software, was not made operational.) The system was reportedly installed in 77 districts.¹⁷ URSB annual reports for 2013-2014 through 2015-2016 indicate that a total of 2,030,355 births were registered. According to URSB reporting, for most of these registrations, short-form birth certificates were also issued. Another system, called CRIMS, was added for use by the URSB office, including for printing long-form certificates with security features, and the system was also updated to generate the NIN.

Some of the serious shortcomings in civil registration outlined in the CRVS assessment were addressed with the MVRIS project by digitizing data recording and transmission. With the MVRIS project it became possible to see what was happening in the 202 connected registration points. However, these 202 "online" registration points accounted for a mere sliver of the more than 1,400 sub-counties and 345 health facilities (as of July 2012) where registration was possible.¹⁸

¹⁴ URSB annual reports unfortunately do not provide separate expenditure data for URSB's civil registration activities. Only a very roundabout way of estimating what this expenditure may have been is to compare URSB's available data for total expenditure before and after 2016. We find the difference between average expenditure for fiscal years 2013/14 and 2014/15 before the changeover and expenditure in fiscal year 2016/17 after the changeover is US\$ 2.8 billion, or US\$2.5 million. URSB's financial accounts do not allow distinguishing operating from capital expenditure; we estimate that URSB's civil registration expenditure may have been 75% operating (about US\$1.9 million annually) and 25% (about US\$600,000 annually) capital expenditure. Besides these costs the civil registration operation involved salary expenditure for government staff in local governments and health staff in hospitals where birth notification and birth certification takes place. Assuming one person per sub-county and hospital, or about 1,750 across the country at US\$1,200/annum this would add about US\$2 million, and additional costs for office space, supplies, and miscellaneous at US\$300/annum/person amounting to about US\$500,000.

¹⁵ URSB 2014.

¹⁶ Chief Administrative Officer.

¹⁷ National Registration and Identification Authority and Plan International 2017, p. 3.

¹⁸ The CRVS assessment (URSB 2014, pp. 10-11) mentioned that Health Centers III and IV were not accredited to register births and could only issue a birth notification: "It is positive that URSB has spearheaded the accreditation of HC-IVs which have been gazetted as registration centers for birth and death. This will cover over 200 additional registration points, implying that many children will have the opportunity to be registered at birth." We will in this report suggest that more is less—that more registration points are NOT an avenue to improve registration service effectiveness. See also Ministry of Health 2012.

new law in UGs of January 1, 2016; responsibility for BDAR moved from URSB to NIRA. The Birth and Death Registration Work in the Law of 1970 no longer applies. Instead, NIRA work is guided by ROPA 2015. An important aspect of the new law is that no distinction is made between short-form and long-form birth and death certificates. Birth and death certificates can be issued by district registrars and in all registration areas.

NIRA is in the process of turning its attention to adequate management of civil registration. It determined that integration of the MRVS and CRIMS systems into the national ID system would be too cumbersome, so new functionality is being built into the national ID system to accommodate the digitization gains made under the MRVS project.

NIRA took over from URSB and commenced BDAR in January 2016. Legal documents issued prior to the commencement of BDAR by NIRA remain valid documents. Figure 3 shows a new birth certificate issued in the Mbaie district office by a NIRA registration officer. The declarant (one or both parents) must produce a breeder and other supporting documents (a birth notification record, copies of the parents' national IDs, a receipt of payment of the fee at a bank). This is an important improvement, but still confined to a few district offices. One issue NIRA must contend with is the push back expected from local governments who have long enjoyed the local revenue generated by charging for short-form birth certificates and will now lose that revenue to NIRA.

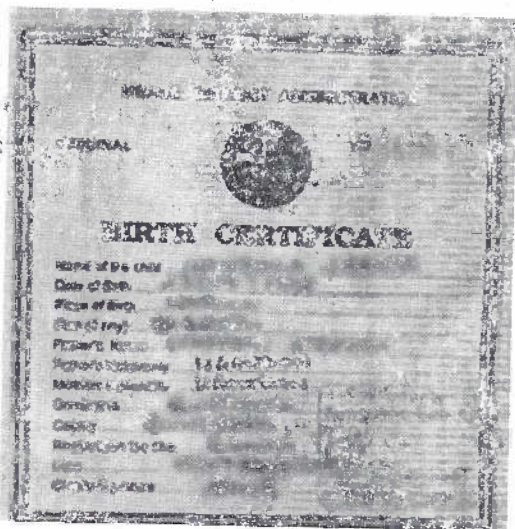
Figure 3. New Birth Certificate and Legacy Short-Form Birth Certificates



BIRTH CERTIFICATE
THE REGISTRATION OF PERSONS ACT, 2015

Birth in the Subcounty/City/Municipality/Township/Hospital of in the Republic of Uganda				County of				in the District of	
Reg. No.	Date of Birth	Place of Birth	Surname and Other names	Sex	Full name of father	Full name and maiden name of mother	Nationality of Parents	Registration Number	Name of Issued Officer

I, the Registrar/Officer of Births and Deaths for Uganda, certify that this is a true copy of the return/register of births for the birth and death registration district of the Subcounty/City/Municipality/Township/Hospital of
County of in District of
WITNESS my hand at
Fco:
Registration Officer



Kampala. A total of 117 districts (including five divisions in Kampala City) have been officially gazetted as registration areas through a statutory instrument signed by the Minister of Internal Affairs and published in the *Government Gazette*, while births and deaths are officially notified by all Licensed Medical Facilities, sub-counties, counties, municipalities, town councils, and the five divisions of the city of Kampala. There is not yet a Memorandum of Understanding or similar agreement between NIRA and the Ministry of Health to set out the conditions and arrangements applicable to hospital-based registration (but this is included in NIRA's Strategic Plan for 2017/18-2019/20). Finally, all NIRA offices should be able to issue birth and death certificates. (Currently the registration and certification of births, deaths, and adoption orders are still restricted to NIRA HQ, Kampala Main Post Office, Georgina House, and the four regional offices of Mbarara, Arua, Gulu, and Mbale.)

Currently the Uganda Reproductive, Maternal and Child Health Services Improvement Project funded by the World Bank is providing financial support to NIRA in order to: (1) strengthen NIRA's institutional capacity to implement its mandate for the registration of births and deaths, and (2) scale up birth and death registration services.

2.2.2. National ID system

Rollout of the NID

Prior to NIRA's founding, the Directorate of Citizenship and Immigration Control in the Ministry of Internal Affairs was responsible for issuing national IDs (NID). The introduction of a NID had been contemplated as early as in the 1990s. In 2000, Uganda committed to introducing a NID to be used as an identity document for travel within the East African Community. About a decade later a multiagency taskforce was formed to issue the NID prior to the 2016 general elections. The multiagency project was called the NSIS National Security Information System (NSIS) project. NSIS engaged the support of sections within the Ministry of Internal Affairs and other agencies, including UCCS, the EC, URSB, the National Information and Technology Authority (NITA-U), and security agencies, among others. At the end of 2013, support from agencies outside of the Ministry of Internal Affairs was formalized in a Memoranda of Understanding.

The NSIS Project implementation strategy provided for the registration of persons in two phases: Phase 1—registration of the population 16 years and above; and Phase 2—registration of persons ages 0–16 years. The target of the first stage was 10 million enrollments, to take place in over 7,400 locations across the country.

The first cards were issued in December 2014. By the NSIS closing date of June 30, 2015, enrollments stood at 15.5 million.¹⁹ NIRA took over the activities of the NSIS Project in July 2015.

A measure taken in March 2017 to mandate the public to re-register their SIM cards using only a valid NID, as evidence of identity prompted new registrations for the NID and made citizens visit NIRA offices to collect their IDs. This gave another boost to NID coverage.

In May 2017, the “Learners Project” was launched with the support of the Ministry of Education and Sports. This campaign aimed at enrolling an estimated 10 million children in primary, post-primary, and secondary schools, both government and private. By the end of June 2018, enrollment reached 9,817,000, while 6,439,500 had been identified as citizens and were issued the NIN. Learners’ 16 and older were issued NIDs.

By law, NIRA is also mandated to register legally resident aliens (excluding refugees). The population census of 2014 estimated the number of aliens to be 104,200.²⁰ At present, the process has been halted to allow for inter-linkage of systems between NIRA and DCIC.

19. Another US\$ 25 billion would be needed to enroll the remaining Ugandans by February 2015.

20. An idea of the mobility of these nonnationals can be gleaned from an IOM study, see International Organization for Migration, 2015, https://pubmigration.org/system/uploads/attachment_data/file/234673/20150317_01.pdf (URL as of 17 March 2018).

Throughout implementation of these campaigns, government has conducted outreach to persons with disabilities and allowed civil society organizations to observe the enrollment process. The campaigns have also experienced a number of issues, including: waiting lines, issues of pay, technology malfunctions, the long shortage of equipment, and complaints about the "long" enrollment form. NSIS even met opposition from certain sects who called it "satanic." Due to a lack of staff, NIRA continues to experience issues with waiting lines and backlogs of applications.

NIRA has a number of cases where applicants for NID have not been issued with a NID because their citizenship requires further verification. Clearing these applications in a timely manner is critical. According to a binding decision by the African Court on Human and Peoples' Rights (ACHPR) in *Anudo v. United Republic of Tanzania*,²¹ states bear the burden of proof to show that an individual is not a citizen when it is the state itself that makes such a claim based on the integrity (or not) of its own official state-issued identity documents, such as birth certificates and NIDs.²²

Coverage and Inclusion

By the end of March 2017, NIRA had enrolled 16.8 million citizens of which 14.8 million were issued an ID.²³ The target population of those 16 years and older by mid-2017 was an estimated 19 million (of which about 1.5 percent were nonnationals).²⁴ **This put coverage at close to 90 percent of the target population enrolled and 76 percent of the target population issued IDs.**²⁵ According to the latest available enrollment data, more than 26 million Ugandans who are over 16 years of age have been enrolled in the national ID scheme, which represents about 66 percent of the Ugandan population.

The National Service-Delivery Survey of 2015²⁶ included a question on enrollment in the NID system and possession of the NID. Table 3 shows the results of the survey: **90 percent of those 16 years and older were enrolled, while 62.9 percent had received their personalized ID.** In addition, the data shows a strong correlation between issuance of IDs and poverty. Remarkably, Kampala scored lowest of all areas in terms of ID enrollment. This could be a self-chosen exclusion and/or unwillingness to enroll. The distribution was uneven, however, ranging from only 15.7 percent in Eigon (Bugisu: a cluster of eight districts) to no less than 89.4 percent in Karamoja (a cluster of seven districts).

Neither the NID system nor the civil registration system have reached universal coverage, one concern for NSIS who remains excluded. Using data from the National Service-Delivery Survey of 2015, along with other publicly available data at district levels, an analysis would be possible to determine the characteristics of those excluded. For example, because of the "Learners Project's" focus on children in school, it is estimated that about 4 million (35 percent) children and youth—those who are out of school—remain unregistered.²⁷

Another exclusionary factor has been card replacement. Until recently, replacement of lost cards was only possible by the cardholder physically visiting NIRA's central office in Kampala. This had the greatest

21. The case was brought by a Tanzanian man who found himself forced to live in the no-man's land between the borders of Tanzania and Kenya because of a citizenship dispute.

22. <http://www.african-courthumanrights.org/en/imaget/cases/tanzania-man-who-was-forced-to-live-between-the-borders-of-tanzania-and-kenya> (URL as of 29 March 2018).

23. Presentation Brigadier Stephen Kwiringira, Director Registration and Operations NIRA, delivered at the ID4Africa conference held in Windhoek, Namibia, April 2017. (URL as of 19 February 2018).

24. This ignores "learners" from 16 and 17 years of age who were enrolled as well. FAQ NIRA website.

25. Data reported publicly on April 21, 2017, where 16,015,976 cards had been "produced," 14,000,531 had been issued and 1,543,931 remained to be collected. <http://www.nira.gov.ug/en/faq> (URL as of 14 March 2016).

26. Uganda Bureau of Statistics. 2015-2. Unfortunately, the actual period during which the survey was done is not mentioned in the publication. The sample size was about 48,500 persons.

27. UNICEF Cameroon carried out projects that were similarly targeted at children in school for the issuance of a birth certificate. The projects proved very expensive per child registered because of the high cost of delayed registration in Cameroon, but their most important downside was that it left the most vulnerable children—children out of school—unregistered. <http://www.unicef.org/cameroon/files/2011-12-civil-registration-support-in-cameroon.pdf> (URL as of 13 March 2018).

Table 3C.2 Enrollment and Issuance for Those 16 Years of Age and Older

Location	Applied for NID	Received NID
Rural	90.5	61.7
Urban	88.3	67.2
SUBREGION		
Kampala	84.5	83.1
Central 1	87.8	72.4
Central 2	88.8	54.7
Busoga	88.6	77.1
Bukedi	91.4	24.7
Elgon	91.9	15.7
Teso	92.4	62.7
Karamoja	95.0	89.4
Lango	90.3	79.2
Acholi	89.9	77.7
Wangara	91.5	84.9
Shor	92.8	52.4
Aringa	91.1	43.4
Kigezi	93.5	77.3
National	90.0	62.9

Source: Uganda Bureau of Statistics 2016-2.

and exclusionary effect on the poor and vulnerable, and those living far from Kampala. This invited the emergence of middlemen ("fixers"), illegal forms of "service delivery," and fraud. To address this, NIRA now allows Ugandans to get replacement IDs in 30 districts (including Kampala), and the process to increase availability to other locations is ongoing.

Among non-Ugandans to be registered as aliens there will be those for whom the cost (US\$100) is prohibitive (e.g., students and perhaps certain nationals from neighboring countries who reside in border areas). This is another important potential point of exclusion. Additionally, interoperability between the DCIC and NIRA will be of crucial importance for DCIC's issuance of nationals' passports and NIRA's registration of aliens.

Organization and Management

Table 3.10 Enrollment and Issuance for The National ID

The National ID was rolled out in 2014 and NIRA took over officially in July 2015. NIRA presently has 17 district offices in districts across Uganda and a planned staff establishment of 607 staff fiscal year (FY) 2018. Each district is expected to have five staff, but all are currently understaffed with an average of just one person.

The Board is the governing authority and is supported by a management team which is headed by the Executive Director. The district offices are supervised/overseen by a District Registration Officer (DRO).

The NID and Its Features

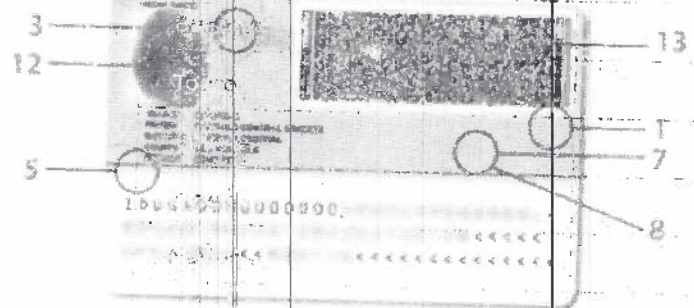
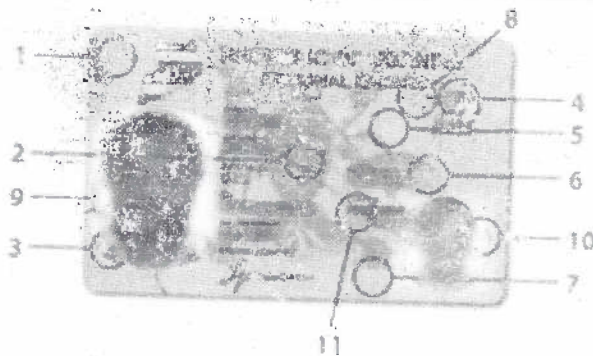
Extensive demographic data and 10 fingerprints are collected on enrollment for the NID. A 14-digit national identification number (NIN) is issued for all citizens and legal foreign residents at birth registration or immigration (a first letter C or A is used for citizen or alien), and the card is issued to those ages 16+.

The NID is a polycarbonate card with special features intended to make it forge and tamper proof. The front includes the national flag, a laser engraved photograph, watermarks, name, date of birth, gender, card number, and the holder's signature. The back has a barcode which includes biographical and biometric data (2D PFF417—best fingerprint encoded), ultraviolet ink, and other features only visible under UV light. The card format is ISO 7810 and the card has an ICAO 9303 machine-readable zone. Since 2014, the NID card is a valid travel document for entering Kenya and Rwanda. Upon

Figure 4. Uganda's New National Identification Card



Technical Specifications



Authentication of identity is possible offline against the fingerprint encoded on the card and online against the database through NIRA's Third Party Interface (TPI). NIRA has successfully integrated five mobile network operators into their TPI and has already tested integration with the Uganda Investment Authority (UIA), Ministry of Lands, Ministry of Public Service, USB, and NSSF. There are ongoing discussions with the Bank of Uganda, Uganda Revenue Authority, and Ministry of Agriculture, Animal Industry, and Fisheries to link them to NIRA's TPI. A template Memorandum of Understanding and nondisclosure agreement (NDA) have been developed for stakeholders accessing NIRA's data through the TPI. NIRA runs its own database rather than colocate with a government data center. NIRA has a backup with another agency at a separate location, and four copies of backups are stored separately.

Cybersecurity

Cybersecurity is key for governments and national registration authorities. Legal and regulatory amendments to enforce the privacy, confidentiality, and integrity of the most basic personal data are critical.

On the cybersecurity front, NIRA has deployed various tools, including firewalls, invasion detection, data encryption, and mock address filters to mitigate threats. Currently, the biggest threat to NIRA is the offline nature of the system and, with it, the human and physical threat potential. Since identification data are carried manually from rural areas to Kampala, the potential for breaches is in insider threats, theft, and loss. As NIRA moves from analog to digital transfer of this data, and as the frequency of online authentications increase, threat intelligence, detection, mitigation, and defense mechanisms will become increasingly important.

Regarding physical threats, sensitive equipment such as hard disks and flash drives should be physically protected by, for instance, storing the kits in a secure room and using secure transport for the physical transfer of data to NIRA in Kampala. Future live capture of data by connection to the system in headquarters (HQ) is recommended, with a focus on utilizing existing connectivity or rolling out mobile connectivity in districts that do not yet have it, such as Bukwo, Kween, Manafwa, and Bududa. NIRA has planned to implement such reforms.

As enrollment and authentication processes move online, a Computer Emergency Response Team (CERT) and/or Security Operations Center (SOC) for NIRA and the ID ecosystem should be considered, with the aim of threat intelligence, detection, defense, and breach mitigation.

Capacity building on cybersecurity is needed—both for staff at the technical levels, who need in-depth training on the latest trends in threat intelligence, software, and services, as well as for top managerial levels, who need to understand the risks, threats, and importance of cybersecurity.

Budget

The capital investment made thus far in the NID system can be estimated at US\$137 million, equivalent to **US\$7.50 per cardholder**.²⁸ Assuming depreciation over seven years of useful life, this is equivalent to US\$19.5 million depreciation annually, about four times the cost of civil registration annually. In one of the early versions of NIRA's strategic plan for 2017/18–2019/20, NIRA's budget planning provided for a budget of US\$142.8 billion for FY 2017/18; US\$260.5 billion for FY 2018/19, and US\$220.9 for FY 2019/20, a total of US\$624.2 billion, equivalent to US\$57 million annually.²⁹ The Government of Uganda, the World Bank, UNICEF, and Plan International cover half of this amount, but the overall shortfall is US\$85 million over three years. The "Medium Term Framework Allocation" under the strategic plan is just US\$269 billion, or only 43 percent of what NIRA estimates it needs.

2.2.3. Refugees and asylum seekers

Uganda has a long history of hosting refugees—having sheltered an average of 168,000 per year since 1961. As of May 2018, there were an estimated 1.4 million refugees and asylum seekers living in Uganda, a number which has risen sharply since March 2015 when there were 430,000. Uganda currently hosts the largest refugee population in Africa, while it is third globally behind Turkey (2.9 million) and Pakistan (1.4 million).

28. CRC4D (<https://www.crc4d.com/>) data on the cost of 30 new national ID systems published from 2011 through 2018 indicate that Uganda's national ID system would have an expected cost of US\$140 million, i.e., Uganda's national ID's actual cost is equal to expected cost. However, the NSIS project has included in-kind contributions from other MDAs that have not been included in this cost estimate. An approximation is: (1) US\$64 million for the contract with Mühlbauer (2010–2012), (2) US\$138.5 billion for 2014–15 (about half of the requested US\$285 billion), (3) another US\$25 billion needed to conduct the second tranche of the enrollment campaign, and (4) US\$30 billion from the Electoral Commission during the course of 2015.

29. NIRA 2017, Table 5.2, p. 41.

Uganda's laws and policies on refugee management are widely regarded as among the most progressive and generous in the world. Refugees are integrated into host communities and have access to basic and social services just as Ugandan nationals do. After registering with the Department of Refugees and having their refugee status determined by the Refugee Eligibility Committee, refugees receive food rations and have the right to work, establish businesses, go to school, and freedom of movement. Refugees are also allocated land for shelter and agricultural use. These practices make it possible for refugees to participate in and contribute to the local economy.

In 2015, the Department of Refugees introduced the Refugee Information Management System (RIMS). RIMS, which was developed by a local IT firm, is intended to be a comprehensive web-based information system with modules for registration of refugees (including management of the register of refugees, biometric capture, and credential production and management) and case management (including refugee status determination and special needs management). RIMS enables data to be collected in offline modes (e.g., when connectivity is an issue) and synchronized with the central server periodically. The features of RIMS were inspired by UNHCR's equivalent, ProGres, which the Department of Refugees was using until they launched RIMS. The data from ProGres—then around 350,000 records—was migrated to RIMS by the Department of Refugees at the time of transition. Aside from serving the identification needs of refugees and their case managements, RIMS is also used as the main database for delivering benefits and services specifically to refugees, such as rations.

As of November 2017, 1.38 million refugees were enrolled in RIMS and had active records. Due to delays with centralized personalization of refugee identity cards, a relatively significant number are still waiting for refugee identity cards. The number of unregistered refugees is unknown, however any gap in coverage can be assumed to be minimal. With the considerable rights and benefits arising from registering as a refugee and the efforts made by the Department of Refugees to offer registration services, there are strong incentives for refugees to register themselves.

The Biometric verification of refugees that began in March 2018 uses UNHCR's software—Biometric Identity Management System (BIMS). Refugees who are being registered receive new ration cards and the Proof of Verification document. The aim was for the verification to be completed by October 2018 with 14 verification sites across the country. As of 16 October, 1,034,477 refugees had been verified. At the time of writing, the Government of Uganda is using tools supplied by UNHCR (ProGres and BIMS) for registration. A long-term strategy for refugee data being collected (e.g., where it will be migrated to) and the future of refugee registration was being defined by the Government with support from the humanitarian and development community.

NIRA bears no responsibility for the registration of refugees for identification; that responsibility lies with the Office of the Prime Minister. However, in line with its responsibilities under the relevant laws in Uganda, NIRA does register the births of refugee children that take place in Uganda. Currently, NIRA issues free birth certificates for children born to refugees, a practice that was inherited from URSB, which previously conducted birth registration. With the support of several Development Partners, including but not limited to UNICEF and Plan International, NIRA provides birth registration services in refugee-hosting communities through periodic registration drives. Because registration of refugees is not catered for under ROPA for identification purposes, refugees' birth coverage cannot be clearly ascertained since the child is not assigned a unique identification number.

2.3. Functional Systems

2.3.1. National Voters' Register

The Electoral Commission (EC) of Uganda started as an interim commission for the organization of the 1996 elections, which were held after 16 years without elections. In 1994, Constituent Assembly Elections had been held and delegates drafted the Constitution promulgated in October 1995. The new Constitution provided for a permanent EC. The Electoral Commission Act of May 1997 established the EC.

The National Voters' Register, maintained by the EC, is the most important functional ID system in Uganda,³⁰ indeed, prior to the NID, the only ID that the majority of adults would have possessed was the voter ID, making it in essence a foundational ID. Elections are thus among the government activities that will benefit most from an accurate NIR.

The data show that Uganda has already made great strides in limiting the cost of elections. The average African election cost US\$2.60 per elector prior to 2000. This more than quadrupled to US\$11.30 per elector after 2000. The EC was able to keep costs at US\$8.60 per elector for the 2015-16 elections, saving the country US\$42.7 million (US\$156 billion). More savings should be possible in the future through an accurate National Identification Register which is linked to the National Voters' Register.

As has been mentioned before, ROPA 2015 recognizes the voter ID as an acceptable breeder document for the application for the NID. The national ID project was also originally meant to support the elections of 2011, but it started too late. This changed in the lead-up to the 2016 elections. The EC was an important partner in the NSIS-project, and its resources were used for the NID project. Savings were also realized because the EC was allowed to use NSIS resources, including equipment, for the 2016 elections.

Preparations for the new general elections in 2021 foresee that a new voter roll should be available by February 2020—a year before the elections. The general expectation is that the NIR, and the availability of NIDs to the population, will reduce the workload of the EC and thus the election budget. By law (ROPA 2015), 15% polling stations are available for use by NIRA, while the EC is allowed to use NIR data. The veracity of the National Voters' Register is as important as the veracity of the NIR, and the two institutions responsible have to manage some of the same problems: who needs to be included in the database anew, who needs to be flagged in the database as deceased,

Incomplete death registration implies that the EC may have to use expensive methods (biometrics and nationwide registration) to eliminate "ghosts" in the electoral register. Meanwhile, almost 5 million new young voters will need to be enrolled and will require some form of identification to register. In addition, accurate address data are important for the EC to be able to assign voters to polling precincts.

Presently, updating an individual's information in the NIR comes at no cost. However, where the change results in a change of data on the ID card, the fee for printing a new card is US\$ 50,000. This may disincentivize the public from keeping their data up to date. An online self-service functionality not incurring a fee should become available soon to address this.

2.3.2. Single social register and social protection

Since social protection programs provide tangible benefits, they have proven to be effective vehicles to improve the inclusion of beneficiaries in identity systems. Without tangible benefits, poor citizens may often view birth registration or enrollment in an ID system as too costly, yielding no benefits. Social protection programs, when they target the poorest citizens, will at the same time target those who are least likely to have been included in the civil registration or NID system. A recently published World Bank report,

³⁰ As of mid-year 2018, JBOS data shows the voting-age population is 77,967,000, or 46 percent of the population.

incentives for improving birth registration coverage, finds linkages between social transfer programs and birth registration coverage, while another upcoming publication of the World Bank provides similar examples for a broader scope of identity evidence than birth registration alone.³¹

One well-known example of the impact of linking Social Protection programs to identity comes from South Africa. Birth registration coverage increased from less than 30 percent in 1996 to 98 percent 15 years later through a strong linkage with the Child Support Grant, which was introduced in 1998 during the presidency of Nelson Mandela.³²

In Uganda, the Ministry of Gender, Labour, and Social Development (MGLSD) is responsible for social protection policy; the implementation of which includes direct income support and other programs that require reliable identification for effective targeting and financial transfers. Undue duplication of enrollments also needs to be avoided, within programs and between programs. For this purpose, over the next three years, the ministry is introducing a single social registry (SSR) to be linked to the NIR.³³

A study of various social protection programs to be included in the SSR covered direct income support, social insurance, social care and support services, and other complementary interventions.³⁴ Some of these programs are (still) very small in size,³⁵ but several have sizable target populations: The Public Service Pension Scheme (PSPS) reaches **373,168 civil servants**,³⁶ of which **66,168** are pensioners. The National Social Security Fund (NSSF) caters to at least **1,538,865 registered employees**.³⁷ The Social Assistance Grants for Empowerment (SAGE) program covers **110,000 direct beneficiaries and 500,000 indirect beneficiaries**,³⁸ in 15 out of 121 districts. There are also a number of public works programs, including the Northern Uganda Social Action Fund (NUSAF 3), the Karamoja Livelihoods Programme, the Community-Driven Development Programme, and the Agricultural Livelihoods Programme, which reached an estimated **500,000 beneficiaries** as of 2012. The World Food Programme (WFP), with support from Irish Aid, also launched a school-feeding program that caters to **100,000 children** in primary and secondary schools in Karamoja.

It is especially important to seek synergy between the SSR and the NIR because NIRA has achieved high coverage of the NIR and is expanding its authentication services to more functional users. There are choices and decisions to be made with regards to the seeding of the SSR, online and offline authentication of identity with data held in the SSR or NIR, and credentials to be used (NID or "Social Protection Card"). These choices and decisions have major financial consequences for the Government.

Linkages between the SSR and the NIR can result in cost savings across the Social Protection (SP) sector. For example, in WFP's pilot enrollment in the SSR in seven sub-counties of Karamoja, cost of registration has been about US\$5 per enrollment—expensive by comparison to the national ID (US\$7.50 per ID folder) and the Learners Project (US\$14.50 per ID), especially considering that no credential is being issued in the WFP pilot. **Equipping SP program beneficiaries with NIRs and NIDs would reduce duplication across programs and realize significant cost savings alongside the SSR.**

31. World Bank 2018.

32. This is part of a good practice case study of South Africa to also be published by the World Bank.

33. Social Registries are information systems that support outreach, intake, registration, and determination of potential eligibility for one or more social programs. They have both a social policy role, as inclusion systems, and an operational role, as information systems.

34. Development Pathways 2017.

35. Government budget for the Disability Grant, while the number of persons with disabilities according to the population census is 5.6 million, about US\$2 billion (less than US\$1 billion) per year only. The same amount is available for the Uganda Women's Entrepreneurship Programme (UWEP). The Youth Livelihood Programme (YLP) receives about US\$12 million per year.

36. Statistics as of May 2016. The statistics are from Uganda Retirement Benefits Regulatory Authority 2017.

37. Statistics as of 2015. National Social Security Fund 2016. NSSF's own statistics differ from those reported by Uganda Retirement Benefits Regulatory Authority (URBRA) for end of 2016 (1,143,910 registered members, of which "active" 521,603).

38. Statistics as of 2015. Source: Ministry of Gender, Labour and Social Development 2016. URBRA reports 152,353 beneficiaries of the Senior Citizens Grant as at June 2016; Oxford Policy Management 2016 (the evaluation of SAGE) states that the SAGE pilot reached around 560,005 people in 124,547 households over a period of four years (April 2011–February 2015), covering approximately 15 percent of households in 14 pilot districts.

33 can help return, social protection programs and the SSF can help address gaps in NID enrollment by including them with a program component that provides beneficiaries with support to acquire identity documents.³⁹ SP programs might neglect children left out of the “Learners Project” because they were not enrolled in school. For example, in Karamoja, where more than half of school-age children are not in school, this leaves out a significant number of poor and vulnerable children. Office- and hospital-based registration will not succeed in capturing those children in the short term without the support of SP programs.

The Ministry of Gender, Labour, and Social Development has already put forward a request to work alongside NIRA to validate the identities of beneficiaries and register those who are eligible under the SAGE scheme.

2.3.3. Electronic health management information system

The Ministry of Health (MoH) uses identity information for clients that use its intramural and extramural health services. The vast majority of Ugandans will at some point be clients of the health service, and hence will be entered into a health record kept by the ministry. These records are still very much paper based, but the ministry has plans to further develop the electronic Health Management Information System, as well as a second-generation District Health Information System.

A health credential (health card) has been contemplated but has not been introduced. At some point in the future, a fully functioning electronic health records system will be in place and could in theory have as many records as Uganda’s total population. This system will have potential to capture all deaths and their causes, which is the Achilles heel of civil registration and national ID systems in developing countries in general. Health insurance coverage will also begin expanding. For both of these services, electronic authentication of patients’ identities can greatly reduce staff time. Future linkages between NIRA, health facilities, and health insurance companies will be discussed.

MoH is also critical for identity management—especially for the notification of births and deaths, in addition to the capture of cause of death, and the generation of vital statistics. While ROPA 2015 does not provide for a notification role for the health sector, NIRA has reported that “All Government, Missionary and Industrial Hospitals (153 in 2012) are notification areas” to which Health Centres Type IV (193) have been added.⁴⁰ The health sector has a presence in the country with over 5,000 health facilities and interaction with the population for births and deaths, which makes it the natural partner for NIRA. For example, 97 percent of access to those requiring immunization for their children access a health center.⁴¹

2.3.4. Education Management Information System (EMIS)

The identity of children and youth in school, as well as the identity of teaching staff and other staff in schools are important. According to the latest Uganda National Household Survey of 2017, for the whole of Uganda, 70 percent of the age group of 6–24 years old are in school, which is a total of 12 million, while the number of teaching staff is about 488,000—together amounting to 12.5 million identities. This makes the Ministry of Education and Sports (MoES) a very important institutional client of NIRA.⁴²

MoES was a key partner in the implementation of the “Learners Project,” whose expected benefits included:

1. Authoritative identification of students and pupils,
2. Ensure effective implementation of capitation grants and,
3. In the future the NINs will be used as index numbers during national examinations.

39 The study done for the single social registry noted: “Since the NIN will effectively act as unique number for establishing linkages among program MISs and other external databases, the SP sector should put in place strategies to ensure that vulnerable households that do not have National IDs are supported to enroll with NIRA.” Development Pathways 2017.

40 Kiviringira, Brig. Stephen 2017; Ministry of Health 2017.

41 Data from Uganda Bureau of Statistics 2016-2.

42 An important proportion of schools is run by religious institutions, not-for-profit organizations (NGOs), and private enterprises.

Now that the project has been concluded, MoES plans to use NINs and NIDs as the primary identifiers of pupils and students in schools. This will enable establishment of a credible functional register for learners and weeding out of "ghosts." The statistics generated through the functional register will be linked to the Education Management Information System (EMIS) and will facilitate easy tracking of transfer of learners, drop-out, and fresh enrollment rates, and ensure effective implementation of capitation grants.⁴³ This will also support MoES in providing timely data to OPM to establish feedback mechanisms between results and budgeting.

The linkage to the NIR and NID systems will also benefit NIRA by encouraging greater registration. In Kenya, for example, the requirement that students have a birth certificate to enroll in school leads to a rush to registration offices each year (and a high birth registration rate of 60 percent). In Uganda, about 1.2 million children turn six every year and enter primary school. Requiring them to have a birth certificate in order to enroll in school would boost civil registration and help keep the NIR up to date.

2.3.5. Integrated Personnel and Payroll Service (IPPS)

The Ministry of Public Service (MoPS) is responsible for human resource management in the government sector—central and local. The government payroll is a substantial outlay. According to the Ministry of Finance data, it amounts to USh 3.2 trillion (US\$880 million) in FY2017/18, or 3.1 percent of GDP.⁴⁴ The Ministry is using an Integrated Personnel and Payroll System (IPPS) which it commissioned about nine years ago as part of the Public Service Reform Programme (PSRP). It is a web-based human resource information management and payroll system, implemented in about 200 sites, including in all central government ministries, agencies, departments, and in local government. IPPS includes a payroll system managing a civil service workforce of active employees, as well as pensioners.

From April 11–30, 2016, the Ministry, together with the Office of the Auditor General, conducted a validation exercise by matching the Ministry of Public Service payroll with the data held in the NIR, as a follow-up to an earlier payroll validation exercise conducted in 2014. Civil servants were required to present themselves at NIR offices for validation. (Some categories such as Foreign Service Officers deployed abroad, Administrative Attachés, Officers on Study Leave, and Newly Elected Political Leaders were exempt from the exercise.) The "Current Size of Service" was 313,979, of which 303,149 were validated (including 20,678 for follow-up). A total of 2,477 names obtained of birth (1.8 percent of the total) proved irreconcilable and were removed from the July 2016 payroll. The exercise led to an annual savings in the government wage bill of USh 2,400 billion (US\$619 million).⁴⁵ As a follow-up an interface between IPPS and the NIRA database has been established.

2.3.6. Driving permits

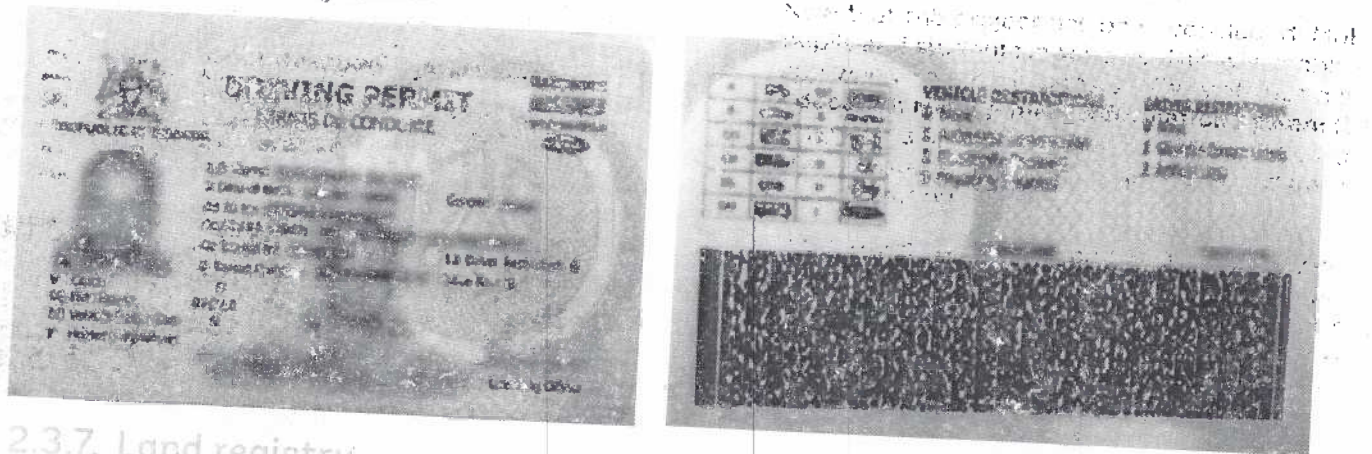
The Ministry of Works and Transportation is responsible for the issuance and replacement of driving permits. Data from the Uganda Revenue Authority (URA) indicate that the number of motor vehicle licenses is close to 800,000 (786,397 per 31 December 2016). The ministry is in contact with NIRA to discuss how to collaborate. The current driving license operation is managed by Face Technologies from South Africa in the form of a Build-Operate-Transfer (B.O.T.) contract that was entered into in 2005. Driving licenses currently have a one- or three-year validity, and the cost of the license depends on the validity duration: USh 115,000 (US\$25) for a one-year license and USh 210,000 (US\$47) for the three-year version. They are laminated, paper-based cards (Figure 5). For each license issued Face Technologies retains USh 60,000 (US\$13.50, since 2011). This contract is set to expire by 2020. The ministry was unable to provide the number of licenses issued yearly, but given the short validity duration, estimate that the annual number might be around 500,000. The current ID card is used for identity verification.

⁴³ Capitation grants are paid to schools based on the number of recognized pupils enrolled in the schools.

⁴⁴ Ministry of Finance, Planning, and Economic Development 2016.

⁴⁵ Estimate provided by Ministry of Public Service of Uganda.

Figure 5. Current Driving License



2.3.7. Land registry

The Ministry of Lands, Housing and Urban Development (MLHUD), is a cabinet-level government ministry responsible for "policy direction, national standards and coordination of all matters concerning lands, housing and urban development." The ministry's responsibility for land administration reform is of special interest. This process includes: (i) improving land administration; (ii) systematic registration of communal and individually owned land; (iii) strengthening institutions and mechanisms for land dispute resolution; and (iv) strengthening land administration and land management institutions.

A Land Information System (LIS) was launched in 2013. The modernization and computerization of the land registry entailed sorting, reconstruction, indexing, and data capture. By November 2017, 784,000 records had been captured. The modernization of land administration contributed to the reduction in time and costs associated with the registration, storage, access, and retrieval of titles. It prevents encroachment and forest reserves, and other public land reserves, and reduces the risk of fraud and litigation among individuals, families, and communities, and improves the service delivery to the public. Of currently registered land titles, 85 percent are linked to a single owner, while 15 percent have multiple owners. Revenue collection has increased since the launch of the LIS in January 2013 from US\$10.4 million per annum to US\$36 million per annum, an increase of almost 250 percent. Total revenue collected from 2013 to 2015 is US\$68 million.

The ministry would like to be able to verify the identity of owners to enhance integrity of its system. While virtually the whole of the Central Region is covered by the new, digital land administration system, at the start of the project only 15 percent of the country's land was registered, with registration of rural areas as low as 5 percent. Land administration has been highly inefficient and characterized by corruption. Risks remain very high for both investors and communities, thus limiting volumes of investment. Improved access to land would enable firms in the private sector to secure loans using land as collateral. Security of property rights and the ability to draw on local or national authorities to enforce those rights would be central to preserving livelihoods and maintaining social stability in Uganda.⁴⁶

For government there is also the immediate interest of land tax revenue. It is hard to estimate how many individual identities are associated with land ownership for the whole country. Based on what has been captured and assuming two owners for the 15 percent of properties with multiple ownership, 900,000 individuals are associated with 18 percent of the country's land. Applying this to the whole of the country renders 5 million persons, which may be well below the actual number, considering the important share of the population in agriculture (about 60 percent are engaged in agriculture, forestry, and fishing).

⁴⁶ Customary land tenure, applicable to about 80 percent of Ugandan landownership, is without any official documentation. Local systems of justice that were used to settle disputes have suffered from a breakdown of the clan system.

Figure 15 Current Paying License

Uganda's financial inclusion profile is weak compared to selected African countries, but over the short period covered by research (2009–2013), there has been significant improvement. The FINSCOPE survey for 2013 showed that the share of financially excluded adults decreased from 30 percent in 2009 to 15 percent in 2013.⁴⁷ While the (adult) population grew from 14.1 million to 16.3 million, the number of financially excluded adults decreased from 4.2 million to 2.4 million. The growth of the use of formal institutions (banks and former non-banks)⁴⁸ from 4 million adults in 2009 to **3.8 million adults in 2013 (54 percent of all adults)** is most relevant in this context, as it is an indicator of the number of persons whose official and accurate identity registration is essential for KYC⁴⁹ requirements. This number will have grown further. This increase has not been accompanied by an increase in the number of persons that operate an account, which remained at only **19.5 percent (3.1 million adults)**. Further, FINSCOPE analysis shows that bank account penetration is highly correlated with financial affluence. Banks have difficulty bringing down perceived and actual thresholds for less affluent citizens.

World Bank data indicate that 28 percent of the population 15 years and older had an account with a financial institution in 2014, equivalent to 4.8 million Ugandans.⁵⁰ **The number of bank accounts by end of 2017 was approximately 8 million, of which 6 million were active.** By comparison, there is serious competition from **Mobile Phone Network Operators (MNOs) which have 19 million registered mobile money accounts of which 11 million are active.** Unlike the growth in banking, **mobile money services** have expanded quickly. The FINSCOPE survey has shown that it is especially these services that have brought about the decrease in financial exclusion over the 2009-2013 period. The number of mobile phone subscriptions rose from 2 million in 2006 to 16 million in 2012 (and according to GSMA have further risen to 29.5 million subscriptions), while **33.7 percent of the adult population (5.4 million) were registered users on mobile money services, 56 percent (8.9 million) are using the services.** For banks this means an extra challenge from MNO competition over customers. On the other hand, it implies that financial inclusion could be further improved if financial services can be offered in an easily comprehensible and user-friendly way. The inclusive coverage of the NiD is helpful in this regard.

The Uganda Bankers' Association (UBA) management believes banks do have a disadvantage in onboarding clients because of KYC regulations. Even while progress has been made because of the NID, there are remaining problems. Even if a customer has a NID, providers are unable to directly query the NID to verify the authenticity of the information. As a result, providers must conduct manual customer identity verification. Many banks will not onboard customers without requesting additional documentation, such as utility bills, local council letters, or tenancy agreements. This drives up the cost of doing business, discouraging banks from targeting low-income customers. In addition, low-income customers may struggle to obtain the required documents and drop out of the bank account application process (UNCDF/M4P 2015).

A recent study of KYC requirements for digital financial services, done for the United Nations Capital Development Fund's (UNCDF) Mobile Money for the Poor (MM4P) program sets out how the new national ID can bring about a watershed change for the KYC process.² Discussions are taking place between the Bank of Uganda (BoU), the Uganda Bankers Association (UBA), NIRA, and National Information Technology Authority (NITA-U) about allowing banks access to the NIRA database for online

47 Economic Policy Research Centre 2013. An invitation to submit expressions of interest for conducting a new survey was issued in September 2017 by Financial Sector Deepening Uganda (FSDU); unfortunately the data used in the text is somewhat dated.

48 "Formal" financial institutions are those regulated by the Bank of Uganda (commercial banks, microfinance deposit-taking institutions [MDIs], and credit institutions). "Non-bank formal" institutions (other formal) are other microfinance institutions (MFIs), Savings and credit cooperative organizations (SACCOs), insurance companies, cell phone mobile money, non-banking financial institutions like foreign exchange bureau, money companies, money transfer services like Western Union.

49 e-KYC facilitates banking, insurance, telecoms, and other institutions to validate the identity of an individual by verifying their personal details, such as name, address, etc., against his or her biometric information stored in a national ID system. Robust national ID systems (with authentication mechanisms) can reduce AML/CTF risks by supporting financial institutions to reliably identify and authenticate users through e-KYC.

50 <https://www.fda.gov/oc/privacy-policy> (URL as of 24 March 2018).

51. UNDCF-MMAF 2017.

Identify verification (e.g., KYC) and the role which BoU, NIRA, and NITA-U will play. Options need to be evaluated for technical and legal feasibility, costs, and risks of data breaches (identity and/or financial). The stakeholders may learn from the solutions that have been found in other countries (e.g., in Estonia and South Africa).

For both banks and MNOs, the additional challenge is how to establish a solution for a large number of market players, without the risk of leaks of sensitive information both about clients as well as the banks/MNOs themselves, and the establishment of collective defenses for cybersecurity. For government and NIRA the risk of private sector players harvesting data from NIR needs to be managed as well.

2.3.9. Tax register

Uganda has a structurally low tax revenue to GDP ratio, 10-12 percent of GDP—the lowest among East African countries. Tax compliance and the broadening of the tax base would benefit from better data, including data concerning taxpayer identity. The Uganda Revenue Authority (URA), which is, just as BoU, an autonomous organization under the Ministry of Finance, Planning, and Economic Development, keeps a **tax register** that by end of 2016 numbered **79,243 nonindividual (legal person) taxpayers and 883,632 individual taxpayers**. URA requires both groups of taxpayers to have a **tax identification number (TIN)**, however the forms used for the acquisition of the TIN have not yet been amended to include the NIN, and the tax register has no existing linkage to the NIR. The TIN is needed for all taxpayers, for import and export, to claim benefits (e.g., tax refunds), to access bank loans over US\$ 50 million (US\$13,750), first time motor vehicle registration, and process land transactions over US\$ 50 million. This led the URA to administer transactions that involved **2.3 million natural or legal persons** alone in the first half of fiscal year 2016/17. One could easily see that, when a TIN is required for a land or bank transaction, verification against the NIR could be simplified, and duplication of efforts could be avoided by linking the tax register as a functional user of the NIR to access basic information about individuals applying for a TIN.

2.3.10. Business registration

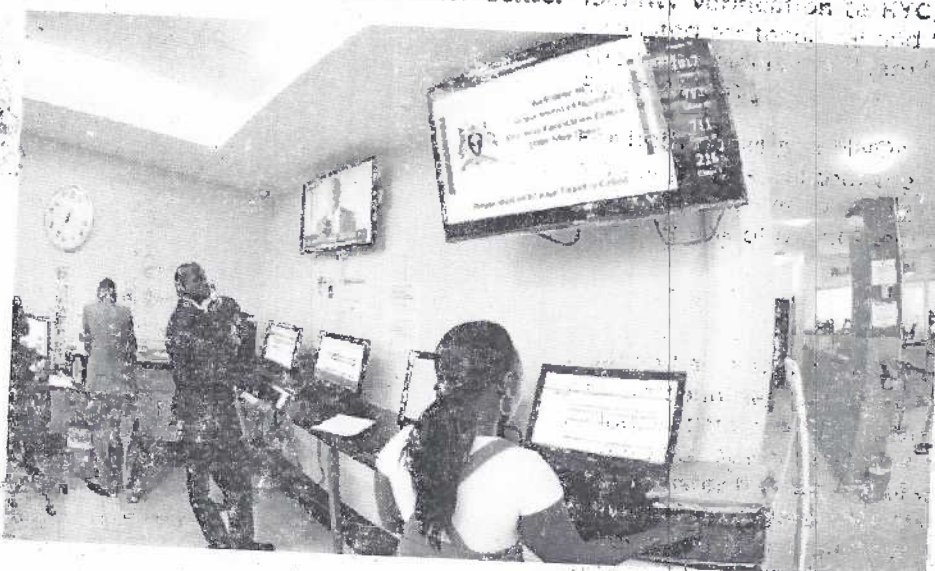
URSB's business registration system is another important functional system that could benefit from a linkage to the NIR. The business registration process, which has been found to be inefficient, slow, and a significant barrier for entering the Ugandan market, continues to be a burden for enterprises. According to the Doing Business Report 2017, starting a business in Uganda required 15 procedural steps and took 33 days, with a cost amounting to 77 percent of income per capita. This ranked Uganda number 144 among 183 economies analyzed on this indicator, significantly behind such regional neighbors as Rwanda (8), South Africa (53), and Tanzania (113). Forty-eight percent of surveyed microenterprises in Uganda noted that the financial cost of completing registration procedures was a serious barrier.

Business licensing was an additional encumbrance for businesses. The multiplicity and overlap of business licenses, levies, fees, and permits that exist at the national and subnational government levels creates unnecessary costs and stifles business activities. To avoid the high cost of compliance, a lot of firms choose to operate informally and, as result, gain an unfair advantage over formal firms. Easier registration and licensing processes could have a major impact on the reduction of transactions costs for firms operating informally and improve their competitiveness. It could also motivate firms in the informal sector to transition to the formal sector, thus leveling the field and also contributing to the increase in government revenues.

An **One-Stop-Shop** (Figure 6) on a dedicated floor in the URSB office and an online presence has been developed. The Pilot: **"Business Facilitation Centre"** currently represents seven agencies: Uganda Registration Services Bureau, Uganda Revenue Authority, National Social Security Fund, National Identification and Registration Authority, Kampala Capital City Authority, National Environmental Agency, and the Ministry of Local Government.

URSB annual reports do reveal a growth trend of 11.3 percent for **business registration** over five fiscal years, 2012/13-2016/17. Each business registration requires due diligence regarding the identity of persons

Figure 6. URSB One-Stop-Shop Business Facilitation Center



Source: URSB 2017

involved, but URSB's volume of business registrations is very modest. Digital identity authentication might be possible at the point of service as URSB is now hosting NIRA in the Business Facilitation Centre. URSB conducts other activities of a legal nature, including trademarks, patents, and more, amounting to a total of almost 100,000 identified outputs (not including marriage registration) that all may require reliable identity authentication of one or more identities of natural persons. That number has grown more quickly, from about 40,000 to about 100,000.

2.3.11. Vital statistics

UBOS is an autonomous agency under the Ministry of Finance, Planning and Economic Development. UBOS has a seat on the NIRA board, and it has played an important role in the NSIS project. Its statistical work has been instrumental in providing insight in the coverage of birth registration and the new NID, as has been shown before. The bureau is not a client for personal information on individuals. However, it is an institutional client for depersonalized data from the NIRA for the purposes of producing and publishing vital statistics. NIRA needs to work with UBOS to define what data UBOS needs, and what NIRA is advised to use in terms of key performance indicators. Monitoring coverage of the national ID system is equally important, and requires continuous engagement between UBOS and NIRA.

2.3.12. Mobile Network Operators (MNOs)

MNOs are regulated by the Uganda Communications Commission. Mobile phone penetration according to the International Telecommunications Union (ITU) data (2016) was 55/100 as compared to 74/100 for Sub-Saharan Africa. Mobile voice and data services have changed Uganda's telecommunications market, as fixed-line infrastructure is rudimentary. Mobile networks carry most voice traffic and account for the vast majority of Internet connections. With recent investment in long-term evolution (LTE) (4G) technologies, the reach and capabilities of mobile broadband services have increased immeasurably. This has led to a range of social benefits including the ability of individuals to make use of banking and a range of e-commerce services. Greater Internet bandwidth through international cables has also reduced the cost of mobile backhaul, and consequently the end-user cost of such services has fallen steadily. The market

has seen consolidation among operators. CCA data⁵² show a 4th quarter of 2017 number of connections of 29.5 million, and a year-on-year growth of 5 percent, 97 percent being prepaid and 32 percent having broadband. A large number of Ugandans thus access the Internet with their mobile phones. International Telecommunications Union data indicate that Uganda had 21.9 million users of the Internet, the providers of whom are regulated by the Uganda Communication Commission (UCC) as well.⁵³ According to information shared by UBA, MNOs have 19 million registered mobile money accounts of which 11 million are active.

Two high-profile incidents have led to a strengthening of the regulations and identity verification of applicants for SIM cards.⁵⁴ Forensic research after the first incident in March 2017 led to information found on the victim's mobile phone regarding messages originating from unregistered SIM cards. This triggered the decision for a complete and mandatory re-registration of SIM cards, for which the NID was the only allowed credential. This led to a wave of new ID enrollments as well as collection of personalized IDs at NIRA offices from prior registration. Most recently a new problem of mobile money fraud has led to new concerns.

The onboarding of new mobile phone users, and frequency of de- and re-activation of SIM cards, make identity verification a high-volume, high-cost business obligation. For example, MTN has cited a volume of 10,000 identity verifications per day. In the beginning of 2018, the government obliged all SIM-card holders to register their SIM card. NIRA provided some biometric ID readers to the UCC to enable MNOs to conduct real-time NID authentication while they aligned specifications with NIRA to procure their own devices. A third party interface integration for the telecom sector is now reported live.

2.3.13. Credit reference bureaus

Banks and financial institutions more broadly depend for their lending business on credit reference information and client credit scores. Compuscan Uganda is one of nine subsidiaries of Compuscan Holdings South Africa (founded in 1994). Compuscan had for seven years (2008-2015) been the only credit reference bureau. In 2015, BoU licensed Metropol, a Kenyan company, to enter the credit reference market. Compuscan has been issuing "financial cards." It is currently mandatory that a customer presents a financial card detailing credit history during loan appraisal. Credit reference bureaus aggregate financial information about companies (corporate and SMEs) as well as individuals, providing lenders with information on creditworthiness of borrowers and mitigating risk of default. To access credit, an individual or company must present a financial card to the commercial bank. This helps commercial banks track customers. Compuscan has issued close to 1.5 million financial cards in Uganda. Reportedly, the cards contain biometrics that can be read by fingerprint readers available in over 700 branches of financial institutions. The ability for credit bureaus to authenticate customers against NIRA's data has enormous positive implication for the financial sector and credit market development based on the increased access to credit for individuals and businesses. This will also facilitate and increase financial inclusion, including for the underserved layers of the Uganda population.

2.3.14. Insurance

The insurance industry in Uganda is still nascent.⁵⁵ Uganda has one of the lowest insurance penetration rates in Sub-Saharan Africa, estimated at 0.8 percent compared to Tanzania's 1.1 percent, Rwanda's 2.3 percent, Kenya's 3.5 percent, and South Africa's 14.2 percent. Uganda's 0.8 percent penetration implies

⁵² CCA, "Africa's mobile money market," (URL as of 23 March 2018).

⁵³ ITC, "The mobile money market in Africa," (URL as of 23 March 2018).

⁵⁴ One incident in 2017 concerned the killing of police spokesman Andrew Felix Kaweesi, his bodyguard, and driver who were assassinated on 17 March, (URL as of 23 March 2018). The second incident was a kidnapping case which led to the killing of the victim in February 2018, (URL as of 23 March 2018).

⁵⁵ A survey commissioned by the Financial Sector Deepening Uganda (FSDU) on behalf of Uganda Insurers' Association (UIA) has allowed a better understanding of the sector. Financial Sector Deepening Uganda and Uganda Insurers Association 2016.

policy not insurance coverage for just 300,000 insurance policy holders in 2018. In light of this low penetration rate, the insurance regulator, Insurance Regulatory Authority (IRA), has over the years undertaken reforms in a bid to improve the industry. According to IRA, there are about 28 insurance companies in Uganda with 20 companies offering non-life insurance policies and eight companies offering life policies.

Ugandans still use “informal” coping mechanisms much more often than formal insurance. This includes borrowing from formal and informal institutions, friends or family, a salary advance, borrowing from moneylenders, seeking donations, or reducing consumption (FINSCOPE survey 2013). The FINSCOPE survey 2013 reports that around 350,000 adults use formal insurance.⁵⁹ The formal insurance market is still so small that, for online identity authentication services, the larger insurance companies would do best to join forces with the banking industry.

2.4. Legal and Regulatory Framework

No legal review has been carried out as part of this assessment. However, it should be noted that Uganda has a number of important pieces of legislation that may need to be reviewed in the future to ensure a favorable legal environment and clarity in the mandate.

ROPA No. 4 of 2015, which established the National Identification and Registration Authority with a mandate to register citizens in Uganda and in the diaspora, and aliens. ROPA does not cover refugees other than for purposes of birth and death registrations. It should be noted that ROPA 2015 excludes marriages and divorces, which are still under the jurisdiction of the URSB. Although ROPA 2015 may have some gaps, it is a relatively new piece of legislation and has not run its course to be fully tested before amendments are considered. In the immediate term, there is a need to focus on enforcement of the ROPA provisions to enable NIRA to deliver on its mandate. Future amendments of the law may be necessary at a later date to close gaps identified during implementation.

Data Protection and Privacy law is currently being considered by the Parliament. There is an immediate need to expedite its adoption to ensure safeguarding of personal information sharing. Amendments to the current draft law need to be introduced to align with the EU's General Data Protection Regulation.

The Refugee Act mandates the Refugee Eligibility Committee, supported by the Commissioner of the Department of Refugees, to accept and process applications for refugee status, but it is silent on the issue of refugee registration and identification. The 2010 Refugee Regulations have specific provisions regarding the registration and provision of identification and travel documents for refugees by the Commissioner. Neither the law nor the regulations refer to civil registration of refugees. Meanwhile, ROPA, which is supposed to govern the civil registration and identification of all persons in Uganda, specifically excludes refugees. In terms of confidentiality, the Commissioner is only allowed to disclose information in the register of refugees after receiving written consent from the refugee concerned. The regulations also allow, “... any public officer, in the exercise of his or her official duties, with the written authority of the Minister, inspect the register of refugees and make copies of extracts from it,” which, owing to ambiguity, could pose a data protection concern.

Other relevant pieces of legislation that need to be looked at in extensive detail to harmonize their correlation to the use of the NIR database include:

- Children's Act
- National Citizenship and Immigration Control Act

⁵⁹ In the case of insurance policies there may be more than one beneficiary (e.g., 3rd party liability) as beneficiaries of a policy, which implies that a policy may often imply more than just one person and identity record needed.

- National Information Security Strategy (NISS) 2011 and the National Information Security Framework (NISF)
- Computer Misuse Act 2011
- Electronic Signatures Act 2011
- Electronic Transactions Act 2011

The laws listed above are critical aspects of the legal enabling environment for effective identity management.

2.5. Principles on Identification

Table 4 summarizes Uganda's degree of alignment with the Principles on Identification for Sustainable Development, which have been endorsed by 22 organizations including the World Bank, UN agencies, and other public and private sector institutions.⁵⁷

Table 4. Principles on Identification

Principle	Diagnostic Uganda
Ensuring universal coverage for individuals from birth to death, free from discrimination.	Foundational Identity System rollout is equitable for the NID registration of learners focused on learners in registered government and private schools. Birth registration is currently done at NIRA HQ and four regional offices. However, registration campaigns have left out about 4 million children, 5-15-year-olds who were out of school, as well as those whose citizenship is difficult to determine.
Removing barriers to access and usage and disparities in the availability of information and technology.	NIRA is moving cautiously with regards to online identity authentication and working with a variety of stakeholders to find the best arrangements for each. Work is ongoing to improve connectivity between NIRA HQ and the districts to enable full service delivery at the districts.
Design	
Establishing a robust—unique, secure, and accurate—identity.	As far as the NID is concerned, this appears to be the case. NIRA is recommended to be in control of civil registration service delivery.
Creating a platform that is interoperable and responsive to the needs of various users.	NIRA is constrained by budget and human resources and a seriously challenging mission to achieve and maintain universal coverage of foundational identity, and at the same time serve institutional demand.
Using open standards and ensuring vendor and technology neutrality.	NIRA is constrained by contractual obligations.
Protecting user privacy and control through system design.	Data Protection and Privacy Law is now in Parliament (August 2018). No review has been done as part of this assessment.
Planning for financial and operational sustainability without compromising accessibility.	Uganda's Government is running a substantial deficit requiring fiscal restraint. NIRA is still forced to work with insufficient financial and human resources.

⁵⁷ World Bank 2017-1.

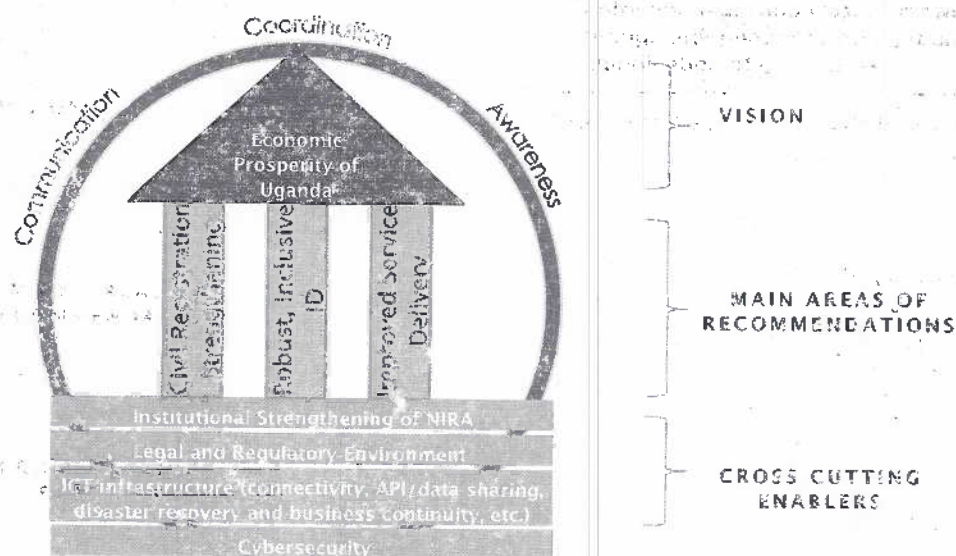
Governance	
Safeguarding data privacy, security, and user rights through a comprehensive legal and regulatory framework.	No legal assessment has been done as part of this work, but can and should be addressed through a targeted legal review exercise.
Establishing clear institutional mandates and accountability.	Improvement is needed in establishing accountability and performance parameters for all ministries and agencies involved in birth and death registration, in particular the Ministry of Health and Ministry of Local Government.
Enforcing legal and trust frameworks through independent oversight and adjudication of grievances.	The Minister of Internal Affairs, Parliament, and the Auditor General subject NIRA to oversight.

Source: For the principles, World Bank 2017-1.

3. Recommendations

The recommendations from this assessment fall within the following categories:

Overview of recommendations



Based on Best Practices from OECD, InfoDev, UNESCO, ITU, NIAT

3.1. Overall Recommendations

At the top priority level, NIRA lacks the proper budget and staffing to fully meet its mandate. This lack prevents NIRA from providing robust, continuous service at district levels and making necessary investments to address coverage gaps and deficiencies in the civil registration system. Lack of staff also hinders NIRA's ability to meet growing demand from government and private stakeholders for access to NIRA's TPI for authentication and verification of identities.

NIRA's budget needs to be raised to 2 percent of GDP for the medium term (2018/19–2023/24), justified by itemization and review. This translates to US\$ 200 billion annually with a 5 percent annual inflation adjustment.

NIRA's Strategic Plan for 2017/18–2019/20 provided for a total budget of US\$ 624.2 billion over three years, in comparison, Peru spends 0.065 percent of its GDP on civil registration and national ID (US\$ 65 billion), while South Africa spends 0.2 percent (US\$ 200 billion).⁵⁸ This puts Uganda in the same league as South Africa, at 0.2 percent of GDP. However, both Peru and South Africa have systems in a “steady state,” meaning they already have universal coverage of their civil registration and national ID systems and require no further major

⁵⁸ Based on 2016 GDP corrected for 5 percent annual GDP growth and 5 percent annual GDP inflation.

due to the need for investments. Uganda, meanwhile, needs to continue investment to achieve full coverage and a "steady state," thus the budget will need to exceed 0.2 percent of GDP for a few years.

According to benchmark data based on five country cases studied by the World Bank and the World Health Organization, the investment in civil registration needed in Uganda could cost between US\$1.41–2.98/capita.⁵⁹ This implies an investment between US\$ 200 billion and US\$ 420 billion. If this investment were done over a period of five years, NIRA's annual budget would have to be between US\$ 105 billion and US\$ 285 billion. However, NIRA is required to stay within a three-year budget of US\$ 270 billion.

- Justification for increasing NIRA's budget could come from a cost-benefit analysis. In Zambia, for example, a World Bank-funded cost-benefit analysis found an investment of US\$135 million in the ID system was estimated to return US\$1.9 billion in savings and benefits. Costs and savings for Uganda would be proportionally higher given a population 2.5 times as large.
- A costed national CRVS strategic plan will also be critical for providing direction, strategies, and the associated costs for achieving universal civil registration. It should be linked to the NDP to ensure adequate budget allocations.
- A continuous presence in all districts would mean NIRA's workforce must be reviewed and adjusted upwards significantly, with an associated budget increase. NIRA's budget allows the deployment of only 600 staff, 8.5 percent of South Africa's 7,000 staff, while the workload is comparable in both countries. NIRA's staff structure was approved based on operations that focus on registration. With the changing nature of daily work demands, such as to continue to develop TPIs and work more closely with key stakeholders who want to leverage NIR data for authentication and verification, NIRA needs to review its structure to cater for additional requirements, including in managing technology. Therefore, staffing requirements and allocation should also be reviewed and used to amend the wage bills.

Key messages: Revenue streams need to be revisited to encourage birth and death certification. Authentication and verification fees could replace lost revenue from charging for documents.

Fees are an onerous requirement which discourage individuals from seeking birth and death certification. Abolishment of fees for basic NIRA services would raise public awareness through word of mouth and help instill in NIRA, health, and local government staff that civil registration serves the public interest. If it became widely known that NIRA's services are free, charging "informal" fees would also become more difficult and would be more commonly seen (and reported) as corruption.

The Government of Uganda should therefore consider providing free birth and death certification for births registered within the prescribed period, while fees should be charged for late registration certifications and replacement of lost documents. Lost revenue would be compensated for by the savings possible across the public and private sectors from having access to accurate and complete population and identity data (leveraging the NIR).

In revising the revenue streams, it is important to recall that NIRA is expected to contribute to the consolidated fund through Non-Tax Revenue (NTR) from fees levied on services (e.g., access fees for the TPI, etc.). A trade-off would therefore be required between removing fees on birth and death certification and adding or increasing fees on other services, such as authentication and verification. Additional options for revenue generation include building revenue-producing services around civil records, such as services for tracing ancestry.

Changes to the fee structure may necessitate amendments to ROPA 2015; thus revising fee structures is recommended as part of a review of ROPA 2015 once it has run its course.

⁵⁹ World Bank and World Health Organization 2015.

deal significantly with multiple identification issues of national significance, with multiple stakeholders involved and affected.

MDAs need to be held accountable in their key performance parameters for their role in the identification ecosystem.

Other stakeholders, such as Development Partners and the private sector, also need to be accountable for supporting the identification ecosystem for financial inclusion, improved service delivery, and cost savings.

Expedite the adoption of the Data Protection and Privacy Bill, which is needed to safeguard personal information sharing.

Amendments to the current draft may need to be introduced to align with the EU's General Data Protection Regulation.

3.2. Civil Registration Strengthening as the Foundation of Identification

NIRA has to focus on an ambitious civil registration agenda, achieving universal registration of births and deaths within the shortest possible time frame (less than five years).

Civil registration and the national ID should be recognized as national priorities and reflected in the National Development Plan III. NIRA should be included in the consultations on the preparation of the NDP III.

The organization of civil registration should address the 'flow' of vital events, meaning it should be able to capture children's information immediately when they are born or die, enable real-time (or near real-time) updates of the NIR, which is critical for maintaining the veracity of the NIR.

On the path toward universal birth registration, the tendency is for disparities to grow before they have been overcome when universal registration is reached. The country has an option to choose a more "pro-poor" birth registration policy. This, for example, can be achieved when birth registration is linked to social protection programs that are targeted at the poorest segments of the population. Alternatively, adequate management information could help the NIRA to focus especially on regions and districts that show low coverage.

Reduced budget allocations prevent NIRA from adequately populating its structure and bringing services closer to the people. NIRA should have a fully strengthened district presence in the long term, while finding a way to leverage collaboration with others.

NIRA should consider decentralizing its registration and certification services to hospitals, health centers, and sub-counties. It may also consider conducting itinerant (mobile) registration for underserved and hard-to-reach locations to ensure that all vital events are captured, including those not notified. Mobile registration units (traveling buses) can be introduced for late and delayed registrations, special events, or where a temporary office is needed. These should not, however, replace permanent district presence.

NIRA would benefit from more presence in larger district health facilities where higher volumes of vital events occur and limiting dependency on local governments for notification by employing mobile phone notification using a standard analog and/or digital (USSD) format.

NIRA should supply standard birth and death registration materials to all registration points, to eliminate the various types of materials used in the field.

A multi-sectoral CRVS coordination mechanism is needed to support strategic planning and coordinate implementation of CRVS across agencies.

Registration Information: To ensure continuity in efforts of registration, NIRA needs to build partnerships with stakeholders, leveraging the complementary advantages of key stakeholders, particularly the Ministry of Health, Ministry of Local Government, Government, faith-based organizations, cultural institutions, civil society organizations, and the private sector.

A stakeholder mapping is needed to assess opportunities for collaboration with the Ministry of Health/Ministry of Local Government, and other civil society and community-based organizations. A national-level workshop should be held with identified stakeholders to discuss ways forward and agree on the role each can play in achieving universal registration.

NIRA should engage with the Ministry of Local Government to include CRVS as part of the performance assessment indicators for local government, and to ensure that NIRA's activities are embedded in local governments' development plans and are not seen as "other activities."

NIRA should engage with the Ministry of Health and Ministry of Local Government to have clear roles and responsibilities for health works and sub-county chiefs, which should be included in their official roles and responsibilities.

Health officials could, for example, do the very simple e-birth notification or registration of deaths occurring at health facilities. Registration points at health facilities and elsewhere could be staffed by civil registration personnel, and NIRA could consider using NIRA staff as registration officers in those health institution-based registration points.

The enforcement of performance parameters for the Ministry of Local Government and the Ministry of Health in their support of BDAR is essential. Government can play a significant role in driving this message through a requirement that Ministerial Policy Statements should be explicit about ministries' roles in BDAR.

NIRA staff deployed to districts should be introduced to the CAOs and the district leadership (LCM Chairpersons, RPs, etc.) and incorporated as members of the District Technical Committees for ease of coordination.

Local district presence with NIRA staff will toward a functional district presence with a fully populated staff establishment, and this requires Parliamentary support.

As noted in the overall recommendations, this necessitates proper budget and staffing to be addressed.

Awareness needs to be raised within the policy arm of Government on the importance of properly funding and staffing continued registration to keep BDAR up to date and ensure the NIR is reliable.

The deficiency of death registration should be addressed.

Death registration is compulsory by Ugandan law, but enforcement is lacking and actual death registration rates are extremely low.

Flagging of deceased NID holders in the NIR is one of the most important activities that needs to be done to preserve the veracity of NIRA's database.

Considerable investments will be needed to increase birth and death registration, including partnerships with the health sector and local governments. In particular, the health sector and NIRA should enter into a detailed discussion on how to better capture deaths occurring at health facilities.

Positive incentives for timely vital event registration (e.g., burial permit, life insurance) need to be identified and introduced. An awareness campaign also needs to be launched to help people understand the importance of proper reporting of vital events such as deaths.

The importance of birth and death registration could be articulated in the NDP III. Coordination and joint reporting of CRVS activities

critical part of civil registration. Marriage registration is also a critical part of civil registration. Act laws continue to drive the

ROPA 2015 excludes marriages and divorces, which remain under the jurisdiction of the URSS. There are a critical part of the overall CPVS system.

URSB is working to improve the organization of marriage registration and already requires a NIN for marriage registration. Once records are computerized, a linkage to NIRA's TPI should be explored to enable the systems to interoperate.

Key message: Legacy records are permanent, legal records which will eventually need to be collected and digitized, though this may not be an immediate priority.

Legacy records are present in local government offices countrywide and will need to be collected and centrally stored. Part of these records will have to be digitized. Domestic and international support can be sought for the preservation and digitization of these records.

Key message: NIRA and partners should carry out awareness campaigns and sensitization for citizens to understand the importance of registering vital events.

3.3. Ensuring a Robust, Inclusive NID System

The current model employing both continuous registration combined with the campaign-based approach of the past is not sufficient to meet the annual expected caseload for registering vital events and issuing NINs and NIDs.

Government will need to be made aware of the necessary planning and budgetary implications of continuing to institute mandatory registration campaigns which NIRA must execute. Campaigns should be planned at a national level, and NIRA should be included in the planning process.

The campaign approach can continue to be used to address backlogs and ensure data are up to date.

NIRA's continuous country-wide presence needs to focus on single year cohorts: those that will reach 16 (the age for the NID), the expected newborns, and the estimated deaths in a given year, while also managing late registrations.

Staffing in NIRA district offices will need to be increased in order to meet annual demand of new entrants.

Key message: Focus is needed on closing coverage gaps, especially among vulnerable populations, and clearing backlogs.

Closing remaining coverage gaps should be prioritized. For example, children who may have been missed in the registration of learners' project.

Emphasis also needs to be made to extend registration service to vulnerable populations (e.g., people in hard-to-reach areas, the elderly, and special needs persons). This may necessitate a mapping of the existing excluded groups and structures which exist to help reach them, as well as development of incentives and tools (e.g., developing an app) to encourage and facilitate registration.

Backlogs arise when applications are held up in the process of citizenship verification. More time and resources may be required to verify citizenship and address other issues to ensure that applications are processed in a timely fashion.

improving their backend system UBOS into a more robust and improving their backend system to link with NIRA's TPI for continued collaboration. NIRA already employs UBOS' detailed population projections to predict annual caseloads. NIRA is also charged with producing vital statistics data on an annual basis and receives technical assistance (TA) from UBOS for this purpose.

To further strengthen existing collaboration, the UBOS system needs to be upgraded to meet the technical requirements for linking with NIRA's TPI.

NIRA and the Directorate of Citizenship and Immigration Control (DCIC) need to develop and upgrade their 3rd Party Interfaces to be able to link to the NIR for mutual benefit.

DCIC needs to expand the information it collects from resident aliens to support NIRA to update the NIR without having to redo each resident alien's registration.

Linkages between the two systems are needed to facilitate the production of nationals' passports by DCIC, which requires information from the NIR, and the registration of aliens by NIRA, which requires information collected by DCIC.

To ensure information sharing and the updating of the NIR, DCIC should have online access to the NIR. This will necessitate they fast-track the development of a third-party application program interface (API) to link to NIRA's TPI.

NIRA needs adequate information and communication technology (ICT) infrastructure and solutions, including a full disaster recovery and business continuity plan and a business resumption plan of a disaster so services can quickly resume in the event of a disaster.

NIRA needs the budget to achieve a robust ICT infrastructure. This is outlined in the draft ICT strategic plan.

Key stakeholders should be identified (e.g., UTL, NITA-U, etc.) and their roles and potential synergies should be explored to facilitate connectivity and achievement of a robust ICT infrastructure.

Time notification and feedback to clients throughout the ID application process is important. The NIRA/UBOS Shortcode should continue to be employed for checking status of applications, and the potential Short Message Service (SMS) notification in some cases should be explored.

NIRA will need to undertake a detailed review of their business process workflows to improve efficiency and turnaround times.

NIRA identified a number of business processes on civil registration and registration of persons and needs to streamline their current process flow.

Registration, Provision of Identification, and authentication of refugees and asylum seekers is a critical function within the ID ecosystem. It is important for Government to explore linkages between the NIR and refugee registration systems in use (e.g., currently ProGres v4 and BIMS).

NIRA is mandated to register all births and deaths occurring in Uganda, including refugee births and deaths.

Furthermore, there is a need to link the refugee registration systems used by ORM with the NIR as NIRA to facilitate cross verification of applicants on either side and the inclusion of refugee births, marriages, and deaths in the civil register. This will involve the development and upgrade of systems to enable interlinkages.

Efficiency gains could be realized by linking NIR to the refugee registration system through NIRA's TPI. The ongoing biometric verification exercise is an opportunity for the Government to develop a long-term strategy for refugee registration that will reinforce Uganda's progressive

refugee management policies and provide coherence to the overall identification ecosystem in the country, including deduplication of citizen, foreign resident, and ID-free identity records. Global learnings on effective integration of refugee populations into foundational ID systems should also be explored, including ensuring appropriate privacy and data protection guarantees.

National level measures for cybersecurity are critical. Cybersecurity capacity building for technical and management staff, as well as other measures, are necessary to ensure the security of NIRA's data.

A national task force on cyberthreats should also be considered, to monitor threats on a continual basis and support upgrading of systems as necessary.

- NIRA should undertake regular, independent, and external cybersecurity audits of systems and processor.
- As enrollment and authentication processes move online, consider a Computer Emergency Response Team (CERT)/Security Operations Center (SOC) for NIRA and the ID ecosystem, aiming at threat intelligence, detection, defense, and breach mitigation.
- NIRA should develop a capacity building plan for technical staff to be exposed to cutting edge technologies and tools for real-time solutions, awareness of new threats, and enhanced technological exposure.
- NIRA should also develop a capacity building plan for top management, so that cybersecurity can be appropriately prioritized in budgets and procurement.

Continue collaboration with public and private sector stakeholders, as well as development partners (e.g., UNICEF, and the World Bank).

NIRA is already collaborating with a number of public and private sector stakeholders; further stakeholders should be mapped to explore additional opportunities for collaboration. Development partners need to recognize that NIRA and the underlying law have created an integrated verification system, and assistance which does not support this degree of integration may be less suitable for Uganda (e.g., a business process mapping exercise that ignores the link between a birth record and the ID system and NIN).

3.4. Improving Service Delivery

NIRA should continue to increase linkages to the TPI to meet demand for authentication and verification of identities by other stakeholders.

The focus in the long term needs to be on ensuring adequate full-time personnel are available to support the additional workload of adding stakeholders interested in authentication services. NIRA has clearly outlined its long-term staffing needs in its Strategic Plan and in the draft ICI strategic plan.

In the short term, temporary staffing could be explored to fill gaps while recruitment for long-term staff is ongoing.

Functional users wishing to link to NIRA's TPI need to meet the technical requirements and be prepared to provide for change management of their own business processes.

NIRA has a functioning TPI which already provides services to several functional users. NIRA should continue to clearly publicize its technical specifications to new stakeholders wishing to link to the TPI.

Functional users wishing to access the TPI for authentication will need to be responsible for upgrading their systems to meet minimum technical specifications. This is primarily an issue for public sector partners as the private sector systems already meet the technical specifications.

- NITA-U should support a needs assessment of public sector agencies and provide technical and support for upgrading their systems to meet the technical requirements. Priority MDA's for this support include the Ministries of Gender, Education, Health, and Agriculture and JLOS.
- Functional users joining NIRA's TPI will need to provide for change management of their business processes.
- NIRA may wish to explore the experience of other countries, such as India, Tanzania, and South Africa, to draw some applicable lessons learned in expanding its TPI.

- The TPI should be a secure, reliable, and scalable system that can handle a large number of users and transactions.
- The TPI should be designed to be user-friendly and easy to use.
- The TPI should be designed to be secure and reliable.
- The TPI should be designed to be scalable and flexible.
- The TPI should be designed to be cost-effective.

Comprehensive information management system for the Plan, Monitor, and the World Bank.

- NIRA should be able to integrate with other systems and data sources.
- Development of a comprehensive information management system and integration with other systems and data sources.

NIRA should be able to integrate with other systems and data sources.

- The TPI should be able to integrate with other systems and data sources.
- The TPI should be able to integrate with other systems and data sources.

Least-cost users designed to the and be prepared to provide for change management.

- The TPI should be able to integrate with other systems and data sources.
- The TPI should be able to integrate with other systems and data sources.

Next 4t Conclusion and Next Steps

A robust and inclusive Identification system is a matter of national significance. It is a part of critical infrastructure that touches every aspect of a person's life, produces significant cost savings for the government, and improves service delivery in key sectors.

This ID4D assessment noted significant progress in Uganda in the area of registration, with almost 27 million registered (including nationals and nonnationals and with 15.7 million NID cards printed for citizens 16+ years old. No other country in Africa has issued first and new national ID cards so quickly.

In addition, first examples of successfully leveraging NIRA's data was noted, such as in cases of SIM card verification and identifying "ghost" public service employees, which resulted in an estimated in US\$ 24.6 billion savings for government in less than a year.

Even more efficiencies and cost savings can be achieved when a national ID register starts being used by other key stakeholders such as the Electoral Commission of Uganda, MDAs engaged in social protection, subsidy programs, education, health, land, agriculture, taxes, and business registration, as well as private sector partners including banks, mobile network operators, insurance companies, and credit reference bureaus.

However, the initial investments into national ID systems can be undermined unless strong attention is paid to improving civil registration and statistics. Integration of the national ID system and civil registration system is critical for a dynamic, sustainable, and accurate NIR. Special attention is needed to improve birth and death registration rates, which remain quite low. Focus on death registration is an urgent priority, to remove the deceased from the NIR and keep it up to date.

NIRA cannot do it alone and needs to build partnerships with key stakeholders to achieve continuous universal registration and coverage. This includes the Ministry of Health, Ministry of Local Government, community-based organizations, and development partners.

NIRA is currently understaffed, and although already receiving substantial resources from the Government, even more investments are needed. In addition, NIRA now needs a different set of skills to address the growing demand to access NIRA's data and continue to keep the data secure. Multiple government and private stakeholders are eager to develop services that require authentication and verification of identity against NIRA's database.

In addition, with more personal data collected and used, it is important for Uganda to ensure the proper legal and regulatory environment. The adoption of the Data Protection and Privacy Bill to safeguard personal information sharing needs to be expedited.

The recommendations made in the ID4D assessment are based on lessons learned from best practice in other countries, understanding Uganda's unique environment, and feedback resulting from consultations with key stakeholders. They are made in support of the objectives set out in NIRA's 3-year Strategic Plan 2017/18-2019/20 and to position NIRA for the next phase, to address the growing demand for authentication and verification services for other MDAs, and to improve financial inclusion and service delivery in key sectors.

refugee management policies and provide coherence to the overall identification ecosystem, including the court system and deduplication of citizen, foreign resident, and ID identity records. Global learnings on effective integration of refugee populations into foundational ID systems should also be explored, including ensuring appropriate privacy and data protection guarantees.

National level measures for cybersecurity are critical. Cybersecurity capacity building for technical and management staff, as well as other measures, are necessary to ensure the security of NIRA's data.

A national task force on cyberthreats should also be considered, to monitor threats on a continual basis and support upgrading of systems as necessary.

- NIRA should undertake regular, independent, and external cybersecurity audits of systems and processes.
- As enrollment and authentication processes move online, consider a Computer Emergency Response Team (CERT)/Security Operations Center (SOC) for NIRA and the ID ecosystem, aiming at threat intelligence, detection, defense, and breach mitigation.
- NIRA should develop a capacity building plan for technical staff to be exposed to cutting-edge technologies and tools for real-time solutions, awareness of new threats, and enhanced technological exposure.
- NIRA should also develop a capacity building plan for top management, so that cybersecurity can be appropriately prioritized in budgets and procurement.

Continue collaboration with public and private sector stakeholders, as well as development partners (e.g., UNICEF, and the World Bank).

NIRA is already collaborating with a number of public and private sector stakeholders; further stakeholders should be tapped to explore additional opportunities for collaboration. Development partners need to recognize that NIRA and the underlying law have created an integrated identification system, and assistance which does not support this degree of integration may be less suitable for Uganda (e.g., a business process mapping exercise that ignores the link between a birth record and the ID system and NIN).

3.4. Improving Service Delivery

NIRA will continue to increase linkages to the TPI to meet demand for authentication and verification of identities by other stakeholders.

The focus in the long-term needs to be on ensuring adequate full-time personnel are available to support the additional workload of adding stakeholders interested in authentication services. NIRA has clearly outlined its long-term staffing needs in its Strategic Plan and in the draft ICT strategic plan.

In the short-term, temporary staffing could be explored to fill gaps while recruitment for long-term staff is ongoing.

Functional users wishing to link to NIRA's TPI need to meet the technical requirements and be prepared to provide for change management of their own business processes.

NIRA has a functioning TPI which already provides services to several functional users. NIRA should continue to clearly publicize its technical specifications to new stakeholders wishing to link to the TPI.

Functional users wishing to access the TPI for authentication will need to be responsible for upgrading their systems to meet minimum technical specifications. This is primarily an issue for public sector partners as the private sector systems already meet the technical specifications.

NITA-U should support a needs assessment of public sector agencies and provide technical and support for upgrading their systems to meet the technical requirements. Priority MDA's for this support include the Ministries of Gender, Education, Health, and Agriculture and JLOS.

Functional users joining NIRA's TPI will need to provide for change management of their business processes.

NIRA may wish to explore the experience of other countries, such as India, Tanzania, and South Africa, to draw some applicable lessons learned in expanding its TPI.

Continued collaboration with partners to grow, plan, test, and the second phase.

- Develop a plan for the second phase of the TPI, including a timeline and a budget.
- Develop a plan for the second phase of the TPI, including a timeline and a budget.
- Develop a plan for the second phase of the TPI, including a timeline and a budget.
- Develop a plan for the second phase of the TPI, including a timeline and a budget.

Continued collaboration with partners to grow, plan, test, and the second phase.

- Develop a plan for the second phase of the TPI, including a timeline and a budget.
- Develop a plan for the second phase of the TPI, including a timeline and a budget.
- Develop a plan for the second phase of the TPI, including a timeline and a budget.
- Develop a plan for the second phase of the TPI, including a timeline and a budget.

Continued collaboration with partners to grow, plan, test, and the second phase.

- Develop a plan for the second phase of the TPI, including a timeline and a budget.
- Develop a plan for the second phase of the TPI, including a timeline and a budget.
- Develop a plan for the second phase of the TPI, including a timeline and a budget.
- Develop a plan for the second phase of the TPI, including a timeline and a budget.

Continued collaboration with partners to grow, plan, test, and the second phase.

- Develop a plan for the second phase of the TPI, including a timeline and a budget.
- Develop a plan for the second phase of the TPI, including a timeline and a budget.
- Develop a plan for the second phase of the TPI, including a timeline and a budget.
- Develop a plan for the second phase of the TPI, including a timeline and a budget.

References

4. Conclusion and

Demographic and Health Survey 2016.

Doyle, Shane. 2012. Parish baptism registers, vital registration and fixing identities in Uganda. In: Breckenridge, Keith and Simon Szreter. Registration and recognition. Documenting the person in world history. Proceedings of the British Academy, 182, 277–298. Oxford, United Kingdom.

Economic Policy Research Centre. 2013. Uganda 2013 Finscope III Survey. Report findings. Unlocking barriers to financial inclusion. Kampala, Uganda. (URL as of 22 March 2018). https://www.eprc.org/bau/bau-downloads/Financial_Inclusion/Uganda2013FinscopeIIIReport.pdf

—. 1961. Uganda Census 1959. Nairobi, Kenya. Government Printer.

Financial Sector Deepening Uganda and Uganda Insurers Association. 2016. Customer Satisfaction and needs assessment. A report about Uganda's insurance sector. Kampala, Uganda. (URL as of 24 March). <http://fsduganda.org/customer-satisfaction-and-needs-assessment-report-about-ugandas-insurance-sector/>

Kwiringira, Brig. Stephen. 2017. Integration of services with the national identification system. Uganda's case. Windhoek, Namibia. (URL as of 2 April 2017). http://www.unhcr.org/refugees/pdf/presentations/1-2-5_National_Identification_and_Registrations_Uganda_Brig_SStephen_Kwiringira.pdf

Ministry of Finance, Planning and Economic Development. 2016. National Budget Framework Paper FY 2017/18–FY2021/22. Kampala, Uganda. (URL 4 April 2018). <http://sbad.org/wp-content/uploads/2017/01/NATIONAL-BUDGET-FRAMEWORK-PAPER-FY-2017-18-FY-2021-22.pdf>

Ministry of Health. 2012. Health facilities inventory. July 2012. Kampala, Uganda. (URL 28 Feb 2018). <http://library.health.go.ug/publications/health-infrastructure-physical-infrastructure/health-facility-inventory/>

National Identification and Registration Authority. 2017. Strategic Plan 2017/18–2019/20. Safeguarding Identity, Scaling up, Civil Registration, and Vital Statistics. Kampala, Uganda.

National Identification and Registration and Plan International. 2017. Uganda birth registration business process analysis report. Kampala, Uganda, and Woking, United Kingdom.

—. 2017. A Pathway to Social Protection in Uganda Report. 2017. Economic Policy Research Center. <http://www.africaportal.org/publications/pathway-social-protection-in-uganda-report-2017-2018/>

Uganda Annual Report. 2015/16. Kampala, Uganda. (URL as of 22 March 2018). <http://ursb.go.ug/wp-content/uploads/2017/02/URSB-Annual-Report-2016.pdf>

Uganda Bureau of Statistics. 2016. 2. National Service Delivery Survey—2015 Report. Kampala, Uganda. (URL as of 17 February 2018). <http://www.ubos.org/onlinefilesandreports/uganda%20national%20service%20survey%20report.pdf>

Uganda Registration Services Bureau. 2014. Annual Report 2013/14. Kampala, Uganda. (URL as of 22 March 2018). <http://ursb.go.ug/wp-content/uploads/2015/05/Annual-Report-2013-2014-1.pdf>

UNCDF-MM4P. 2017. United Nations Capital Development Fund. Mobile Money for the Poor Program. Study on Know-Your-Customer Requirements for Know-Your-Customer Requirements for Digital Financial Services in Uganda. New York. (URL 23 March 2018). <https://uncdf-cdp.azureedge.net/media-manager/79041?sv=2016-11-30&sr=b&sig=b%2Fh5ByRE01k58wHLuQVvVY%2FV75P%2FFeVYp5PydgAx4%3D&se=2018-04-03T07%3A13%3A14Z&sp=r>

World Bank World Health Organisation. 2014. Global civil registration and vital statistics scaling-up investment plan 2015-2024. Washington D.C. and Geneva. (URL as of 2 April 2018). <https://openknowledge.worldbank.org/bitstream/handle/0936/18962/883510W2UCRV50008755319130PUBLIC0.pdf?sequence=1&isAllowed=y>

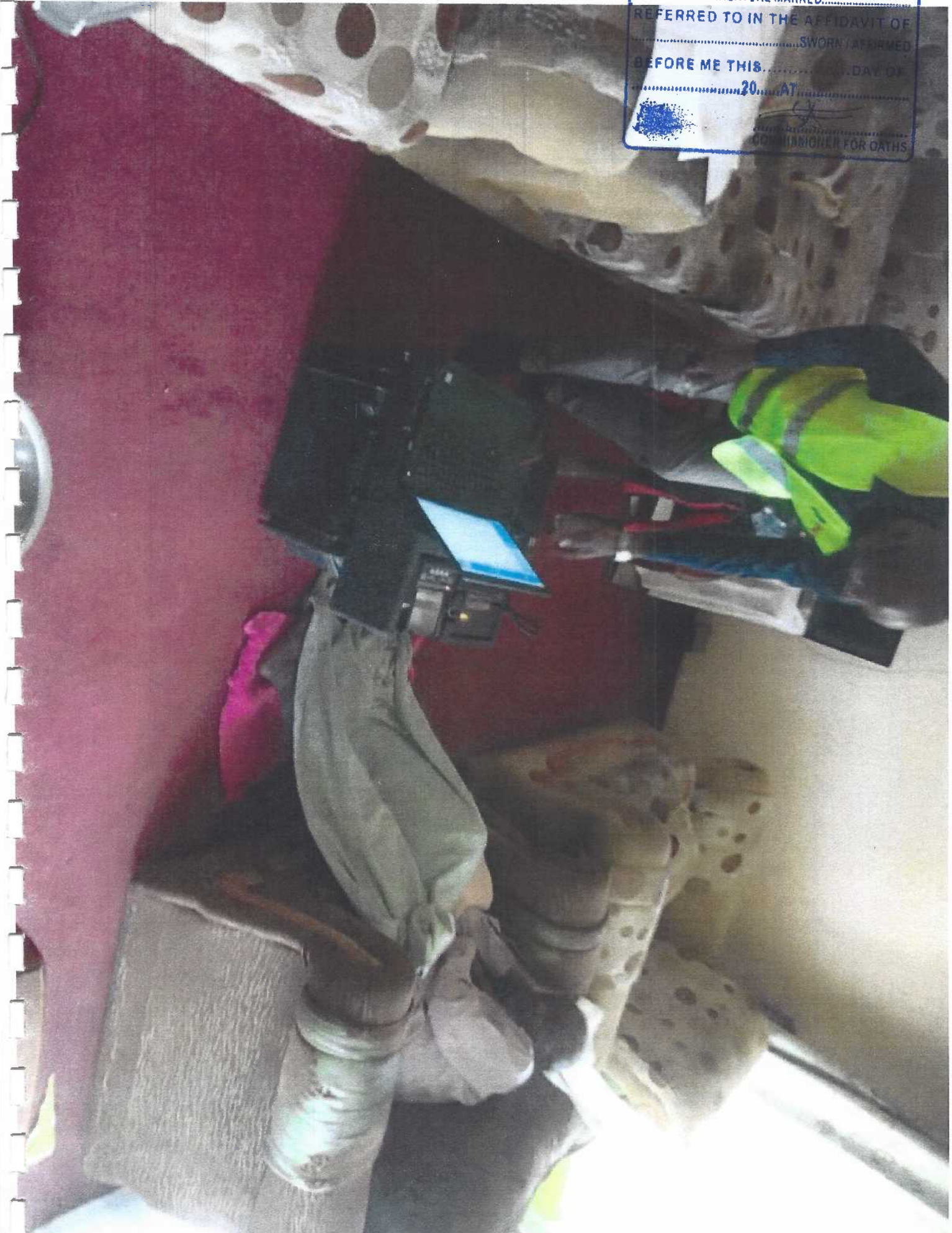
World Bank. 2017-1. Principles on identification for sustainability: Toward the digital age. Washington D.C. (URL as of 2 April 2018). <http://pubdocs.worldbank.org/en/200361509656712342/web-English-ID4D-IdentificationPrinciples.pdf>

World Bank. 2018. *Incentives for Improving Birth Registration Coverage*.

id4d.worldbank.org

Rk 2

THIS IS THE ANNEXTURE MARKED.....
REFERRED TO IN THE AFFIDAVIT OF
.....SWORN / AFFIRMED
BEFORE ME THIS.....DAY OF
.....20.....AT.....
.....
COMMISSIONER FOR OATHS

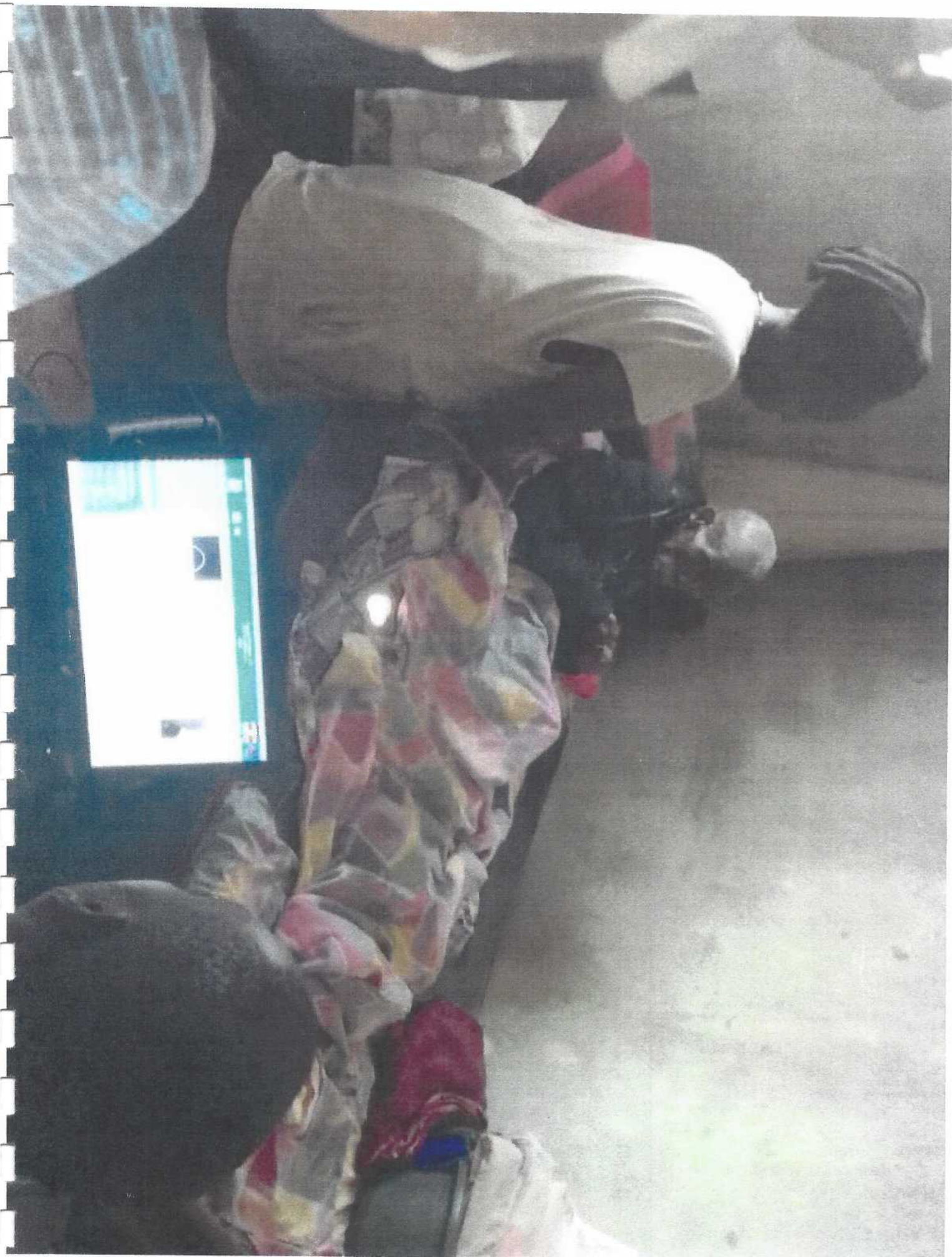












PART C.														
7 Father's details														
Surname														
Given Names														
Previous Names					Other Names									
National ID Number (NIN)										ID Document Number				
Citizenship Type					By Birth		By Registration			By Naturalization			Dual Citizenship	
Citizenship acquired before 1995 Constitution other than the above stated														
Citizenship Certificate Number(if Naturalization,Registration or Dual)														
If Dual, state Citizenship and also state other Nationality														
Living Status					Alive		Deceased			Unknown				
Occupation														
Father's Place of Residence														
Country					District									
County					Sub-County									
Parish/Ward					Village									
Street					Street/House No.									
Father's Place of Origin														
Country					District									
County					Sub-County									
Parish/Ward					Village									
Street					Street/House No.									
8 Mother's details														
Surname					Given Names									
Other Names					Maiden Names					Previous Names				
National ID Number (NIN)										ID Document Number				
Citizenship Type					By Birth		By Registration			By Naturalization			Dual Citizenship	
Citizenship acquired before 1995 Constitution other than the above stated														
Citizenship Certificate Number(if Naturalization,Registration or Dual)														
If Dual, state Citizenship and also state other Nationality														
Living Status					Alive		Deceased			Unknown				
Occupation														
Mother's Place of Residence														
Country					District									
County					Sub-County									
Parish/Ward					Village									
Street					Street / House No.									
Mother's Place of Origin														
Country					District									
County					Sub-County									
Parish/Ward					Village									
Street					Street / House No.									
9 1st Adoptive / Responsible Guardian's details														
Surname					Given Names					Occupation				
Other Names					Passport No (A must for Foreigners)									
National/Alien ID No (NIN/AIN)										ID Document Number				
Citizenship Type					By Birth		By Registration			By Naturalization			Dual Citizenship	
Citizenship acquired before 1995 Constitution other than the above stated														
Citizenship Certificate Number(if Naturalization,Registration or Dual)														
If Dual, state Citizenship and also state other Nationality														
Guardian's Residential Address														
Country					District									
County					Sub-County									
Parish/Ward					Village									
Street					Street / House No.									

PK-3

THIS IS THE ANNEX/RE MARKED
REFERRED TO IN THE ANNEX/RE MARKED

P525BORN / AFFIRMED

BEFORE ME THIS.....DAY OF
.....20.....AT

Dual Citizenship

COMMISSIONER FOR OATHS

FORM FILLING INFORMATION GUIDE

SECTIONS	TO BE FILLED BY	DATA CATEGORIES	FORM LABEL(S)	GUIDANCE/ EXPECTED INFORMATION
FOR OFFICIAL USE	ENROLLMENT OFFICER	ADDRESS CODES	Enrollment Location Code	Administrative Unit Codes to be obtained from Electoral Commission
		APPLICATION ID	Application ID	To be generated by the Application
PERSONAL INFORMATION	APPLICANT	NAME DATA	Surname	Clan name, Tribal name or Last Name
			Given names	Religious name First name or Foreign names
			Other names	Middle name or Extra names
			Maiden names	Names carried before Marriage (Females Only)
			Previous names	If you have ever changed names
		SEX	Sex (Male Female)	Tick Male if Man/Boy and Tick Female if a Woman/Girl
		DATE (DD/MM/YYYY)	Date of Birth	Date when you were born, if you are estimating then Tick against "select if estimated"
		CONTACT	Email	e.g chrisokello@yahoo.com
			Home Phone Number	Telephone number at your Home/ Residence
			Mobile Number	Mobile Phone Number e.g mtn, airtel, warid, orange etc.
		EDUCATION	Highest Level of Education	State last class attended, or last certificate attained (whichever was last)
		PROFESSION	Profession	State your professional group e.g Education, Law, Health Sciences etc.
		OCCUPATION	Occupation	State your known work or Job e.g Teacher, Lawyer, Bodaboda, Driver, Accountant, Politician, Nurse, Doctor, Market Vendor etc.
APPLICANT'S RESIDENTIAL ADDRESS (Place where you ordinarily reside or spend the nights)	APPLICANT	LOCATION OF RESIDENTIAL ADDRESS	Residential Address (Local Foreign)	Tick Local if official residence in Uganda OR Foreign if outside Uganda
		ADDRESS STRUCTURE	Country of Residence	Write down your Country of Residence e.g Uganda
			District	Write down your District / LC5
			County	Write down your County / LC4
			Sub County	Write down your Subcounty / LC3
			Parish/ Ward	Write down your Parish/ Ward / LC2
			Village	Write down your Village / LC1
			Street	Write down your residential street number if it exists
			Plot / House Number	Write down your residential Plot Number and House Number
		MORE INFORMATION	Number of Years lived at address	Allowed values are 1 to 99
			District of Previous Residential Address	Write down your district of previous residence
			Postal Address	write down your Post Office Box Number e.g. P.O.Box 111 Kampala
PLACE OF BIRTH (Actual Place of Birth e.g Hospital or SubCounty)	APPLICANT	ADDRESS STRUCTURE	Country, District, County, Subcounty, Parish, Village	Guidance for this is same as Place of Residence
			City/ Town	City or Town name
			Health Facility	Indicate Hospital Name
APPLICANT'S PLACE OF ORIGIN (Ancestral Home)	APPLICANT	ADDRESS STRUCTURE	Country, District, County, Subcounty, Parish, Village	Guidance for this is same as Place of Residence
		MORE INFORMATION	Indigenous Community	e.g Basoga, Banyoro, Baganda, Bacholi, Batiga, Bagisu, Banyole etc
			Clan	Mpewo, Nta etc.
APPLICANT'S PASSPORT INFORMATION	APPLICANT	PASSPORT DETAILS	Passport Number	Get this number from your passport.
			File Number	FA/XXXXXX or IM/XXXXXX
		VOTER DETAILS	Voter Number	This number is on the EC Voters Card
			Preferred Polling Station	Select your preferred option. Tick Place of origin or Place of Residence
CITIZENSHIP TYPE	APPLICANT	CITIZENSHIP OF APPLICANT	Citizenship Type	By Birth, By registration, By Presumption, By Naturalisation, DUAL
			Certificate Number	Fill if By registration, Naturalisation or Dual
			Other Nationality	If DUAL Citizen (Double Citizen) then fill Other Country
		OTHER INFORMATION	Marital Status	SINGLE, MARRIED, DIVORCED, WIDOWED, SEPARATED
			Religion	ANGLICAN/PROTESTANT, MUSLIM, ROMAN CATHOLIC etc.
SPOUSE DETAILS	APPLICANT	NAME DATA FOR SPOUSE	Surname, Given names, Previous names, Maiden names, Other names	Same as above (see name data under PERSONAL INFORMATION)
		SPOUSE REGISTRATION DETAILS	National Identification Number (NIN)	Read this number from the National ID Card if you have one
			Application ID	Read this number from the spouse registration form
		CITIZENSHIP OF SPOUSE	Citizenship Type	Same as Citizenship of Applicant
		MARRIAGE INFORMATION	Place of Marriage	State Church, Mosque, Temple etc and Location
			Date of Marriage (DD/MM/YYYY)	ANGLICAN/PROTESTANT, MUSLIM, ROMAN CATHOLIC etc.
			Type of Marriage	Select Civil, Religious or Traditional
			Marriage Certificate Number	This number is on your marriage certificate
			Other Spouses on separate sheet	If Yes is ticked, state number of spouses
FATHERS DETAILS	APPLICANT	NAME DATA FOR FATHER	Surname, Given names, Previous names, Other names	Same as above (see name data under PERSONAL INFORMATION)
		FATHERS REGISTRATION DETAILS	National Identification Number (NIN)	Read this number from the National ID if already Provided
			Application ID	Read this number from Fathers registration form
		CITIZENSHIP OF FATHER	Citizenship Type	Same as Citizenship of Applicant
		OTHER INFORMATION	Living Status	allowable answers are Alive, Deceased or Unknown
			Occupation	State Fathers known work or Job e.g Teacher, Lawyer, Bodaboda, Driver etc.
FATHERS RESIDENTIAL ADDRESS	APPLICANT	ADDRESS STRUCTURE	Country, District, County, Subcounty, Parish, Village	Guidance same as Place of Residence
MOTHERS DETAILS	APPLICANT	NAME DATA FOR MOTHER	Surname, Given names, Previous names, Other names	Same as above (see name data under PERSONAL INFORMATION)
		MOTHERS REGISTRATION DETAILS	National Identification Number (NIN)	Read this number from the National ID if already Provided
			Application ID	Read this number from Mothers registration form
		CITIZENSHIP OF MOTHER	Citizenship Type	Same as Citizenship of Applicant
		OTHER INFORMATION	Living Status	allowable answers are Alive, Deceased or Unknown
			Occupation	Mothers known work or Job e.g Teacher, Nurse, Doctor, Market Vendor etc.
MOTHERS RESIDENTIAL ADDRESS	APPLICANT	ADDRESS STRUCTURE	Country, District, County, Subcounty, Parish, Village	Guidance same as Place of Residence
ADOPTIVE/ RESPONSIBLE GUARDIANS DETAILS	APPLICANT	NAME DATA FOR GUARDIAN	Surname, Given names, Previous names, Other names	Same as above (see name data under PERSONAL INFORMATION)
		GUARDIAN REGISTRATION DETAILS	National Identification Number (NIN)	Read this number from the National ID if already Provided
			Application ID	Read this number from Guardian's registration form
		CITIZENSHIP OF GUARDIAN	Citizenship Type	Same as Citizenship of Applicant
GUARDIANS RESIDENTIAL ADDRESS	APPLICANT	ADDRESS STRUCTURE	Country, District, County, Subcounty, Parish, Village	Guidance same as Place of Residence
OFFICIAL USE ONLY	VERIFICATION COMMITTEE	REGISTRAR INFORMATION	Names	Names of the registrar (parish Chief) at the registration center
			Signature	Signature or Thumbprint
			Date of Registration	Day/Month/Year
		ENROLLMENT OFFICER INFORMATION	Names	Full names of the enrollment officer at the registration center
			Signature	Signature or Thumbprint
			Date of Registration	Day/Month/Year
			Comments of Enrollment Officer	Comments in regard to citizenship preliminary examination
		CHAIRMAN VERIFICATION COMMITTEE	Names	Names of the Verification committee chairman at the registration center
			Signature	Signature or Thumbprint
			Date of Registration	Day/Month/Year
	APPLICANT	DECLARATION	Names of Applicant	Provide names
			Signature of Applicant	Signature or Thumbprint
PART B. APPLICANT DECLARATION	APPLICANT	NAME DATA	Surname, Given names, Other names, Maiden names, Previous names	same as applicable name data in Part A
		OTHER INFORMATION	Sex (Male Female)	Select as applicable
			Date of Birth	Day/Month/Year
			Applicants Signature	Sign or Thumbprint
			Date	Date of declaration
OFFICIAL USE ONLY, Form 1 - Part A	VERIFICATION	DONT FILL	Part A No. 9, 10 Part B No 3,4	TO BE FILLED BY VERIFICATION TEAM



THE REPUBLIC OF UGANDA
IN THE HIGH COURT OF UGANDA AT KAMPALA
(CIVIL DIVISION)
MISC. CAUSE NO. 86 OF 2022

1. INITIATIVE FOR SOCIAL AND ECONOMIC RIGHTS (ISER) LTD
2. THE UNWANTED WITNESS (U) LIMITED
3. HEALTH EQUITY AND POLICY INITIATIVE LIMITED]:.....

APPLICANTS

VERSUS

1. ATTORNEY GENERAL
2. NATIONAL IDENTIFICATION AND REGISTRATION AUTHORITY]:.....

RESPONDENTS

THE 2nd RESPONDENT'S AFFIDAVIT IN REPLY

I, **MIKE MOSES ODHIAMBO** of C/O the Attorney General's Chambers, Baumann House Plot 7, Parliament Avenue P.O. Box 7183 Kampala, do solemnly make oath and state as follows:

1. **THAT** I am a male adult Ugandan of sound mind, the District Registration Officer of Nebbi District employed by the 2nd Respondent and I swear this affidavit in that capacity.
2. **THAT** I have read the contents of *Miscellaneous Cause No. 86 of 2022* and the Affidavits deposed in support thereof and I have had

the same explained to me by Attorneys in the Attorney General's Chambers and I respond thereto as follows;

3. **THAT** I know that the 2nd Respondent makes no admission to any of the contents in the Affidavits in support of the Application.
4. **THAT** in addition I have read and understood the affidavit of Acen Anna and Akumu Sofia deponed in support of the application to which I respond as follows;
5. **THAT** I am currently employed as the District Registration Officer in Nebbi District and I am aware of the workings of the 2nd Respondent's office located in Nebbi District.
6. **THAT** the contents of paragraph 1, 2, 3, 6 and 7 of the affidavit in support of the application sworn by Acen Anna are noted and the 2nd Respondent shall contend that the contents therein are not within its knowledge.
7. **THAT** the contents of paragraph 1, 2, 3, 9 and 10 of the affidavit in support of the application sworn by Akumu Sofia are noted and the 2nd Respondent shall contend that the contents therein are not within its knowledge

8. **THAT** in reply to paragraph 4 of Anna Acen's affidavit in support of the application I know that Anna Acen registered for the National Identification Card on the 21st day of April 2014 and indicated her date of birth as 1st February 1961 and she was issued with an identity card with the same date of birth as indicated (**A copy of her Enrollment Form is hereto attached Marked "A"**).
9. **THAT** in reply to paragraph 5 of Anna Acen's affidavit I know that the 2nd respondent's office in Nebbi District is located in Afere Village Forest Ward, Thatha Division, Nebbi Municipality. I also know that Opano Village where Acen Anna resides is approximately 1.5 kilometers from the 2nd respondent's office.
10. **THAT** in further reply to paragraph 5 of Anna Acen's affidavit in support of the application I know that in cases of persons incapacitated by illness, old age and other reason from accessing 2nd respondent's services, we are usually notified by the Local Council Chairpersons, Parish Chiefs, Relatives or any other concerned persons. Upon receipt of the notification, we move to the applicant's homes to register them.
11. **THAT** in further reply to paragraph 5 of Anna Acen's Affidavit in support of the application, I know that in the case of an incapacitated applicant in the SAGE Program we receive notifications through the SAGE focal person or through the SAGE

alternative recipient. Upon receipt of the notification, we move to the applicants' homes and register them.

12. **THAT** I know from time to time we work together with SAGE teams in Nebbi District as they conduct outreaches to their beneficiaries. We then register the unregistered and issue National Identity Cards to the registered beneficiaries.
13. **THAT** in reply to paragraph 4 of Akumu Sofia's Affidavit in support of the application I know that Akumu Sofia registered for the National Identification Card on the 25th day of May 2014 and indicated her date of birth on the enrollment form as 1st January 1952 and she was issued with an identity card with the same date of birth as indicated. I further know that she supported her application with a voter location slip indicating the same date of birth. **(A copy of her Enrollment Form and the Voters Slip are hereto attached Marked "B" and "C" respectively).**
14. **THAT** I know there was no error in the information/basic bio-data on the National Identification Card issued to Akumu Sofia by the 2nd Respondent. The information she provided at the time of registration is the what the 2nd respondent printed on the card **(See enrollment form Attached Marked "B")**.
15. **THAT** in reply paragraph 5, 6 and 7 of Akumu Sofia's Affidavit in support of the application I know that 2nd Respondent has never

received a notification of error or request for change of error from Akumu Sofia as alleged.

16. **THAT** in further reply to paragraph 5, 6 and 7 of Akumu Sofia's affidavit I know that Akumu Sofia instead made a fresh registration with different information from her previous application where she indicated her name as Ruzalia Acoka and her date of Birth as 01/01/1952 (**Attached hereto is her second enrollment form Marked "D"**).
17. **THAT** in reply to paragraph 8 of Akumu Sofia's affidavit I know that the National Identification Register is set up in a way that, a person who has already been registered cannot register a second time and a second National Identity card cannot be issued to a person who has already been issued with one. I further know that on the National register there is a de-duplicate analysis automatically done by comparing the biometrics in particular the face, finger prints among others.
18. **THAT** I know that whatever I have stated herein above is true and correct to the best of my knowledge save for the paragraphs whose source of information has been disclosed.

SWORN at Kampala this.....29th.....day of September.....2022

By the said **MIKE MOSES ODHIAMBO.**

DEPONENT

BEFORE ME:

SA
COMMISSIONER FOR OATHS

Drawn and Filed by:

Attorney General's Chambers
Baumann House, Plot 7, Parliament Avenue
P.O. Box 7183,
Kampala.

'A'

NSIS FORM I (Enrolment Form)



NSIS - MASS ENROLMENT

Application for Registration of Citizens, National Identification Number(NIN),
National Identity Card and Voter Registration

(Please Use Capital Letters)



62KHKR5

PART A.

1 Personal Information

Surname

ALLEN

Given Name

ANNA

Maiden Name

Sex

Male

☒ Female

Date Of Birth (DD/MM/YYYY)

Email

Contacts

Highest Level Of Education

NONE

Occupation

GOVERNMENT EMPLOYEE

Disabilities, if any

Blind

Deaf

Physical

2 Place of Residence

(Tick Appropriate)

☒ Local

Foreign

Country

UGANDA

District

NEBBI

County

PADJERE

Sub-County

NEBBI TOWN COUNCIL

Parish/Ward

CENTRAL

Village

OPAND

Street

Plot / House No.

Number of years at this address

25 Previous District Of Residence

NEBBI

Postal Address

THIS IS THE ANNEXURE MARKED... Tick if Estimated
REFERRED TO IN THE AFFIDAVIT OF
MIKE MOSES O... SWORN / AFFIRMED
BEFORE ME THIS 29th DAY OF
Sept 2022 AT
SA
COMMISSIONER FOR OATHS

3 Place Of Birth

(Indicate where you were born in order of District, County, Sub-county, parish and Hospital)

Country

UGANDA

District

ZOMBO

County

OKORO

Sub-County

ATYAK SUB-COUNTY

Parish/Ward

ANYOLA

Village

ARINGU

City/Town

Health Facility

KIARR HEALTH CENTRE

4 Place Of Origin

Country

UGANDA

District

ZOMBO

County

OKORO

Sub-County

ATYAK SUB-COUNTY

Parish/Ward

ANYOLA

Village

ARINGU

Indigenous Community/Tribe

ALUR

Clan

ALWORUNGA

Citizenship Type

☒ By Birth

By Naturalization

By Registration

Dual Citizenship

By Presumption

Citizenship Certificate Number (if Naturalization, Registration or Dual)

If Dual, state Citizenship and the other Nationality

Passport Information

Passport Number

File Number

Voter's
Information

Preferred Polling Station

☒ Place of Residence

Place Of Origin

Name of Polling Station

BOMA I

Previous Voter's Number

00528139

Religion

Marital Status

Married

Single

Divorced

☒ Widowed

Separated

(Tick Appropriate)

5 Spouse Details

Surname

OTING

Given Name

MATINO

Other Names

Maiden Name

Previous Name

National ID Number (NIN) or Application ID

Citizenship Type

☒ By Birth

By Naturalization

By Registration

Dual Citizenship

By Presumption

If Dual, state Citizenship and the other Nationality

Place of Marriage

ARINGU

Date of Marriage (DD/MM/YYYY)

Type of Marriage

Civil

Religious

☒ Cultural

Marriage Certificate Number

6 Father's details



62KHKR5

Surname UPOTI
 Given Name IULLIANO
 Previous Name _____ Other Names _____
 National ID Number (NIN) or Application ID _____
 Citizenship Type ☐ By Birth ☐ By Registration ☐ By Presumption ☐ By Naturalization ☐ Dual Citizenship
 Citizenship Certificate Number (if Naturalization, Registration or Dual) _____
 If Dual, state Citizenship and also state other Nationality _____
 Living Status ☐ Alive ☒ Deceased ☐ Unknown
 Occupation GOVERNMENT EMPLOYEE

Father's Place Of Residence

Country UGANDA District ARUA
 County _____ Sub-County _____
 Parish/Ward _____ Village _____
 Street _____ Plot/House No. _____

7 Mother's details

Surname ANNA Given Name SERENA
 Other Names _____ Maiden Name _____ Previous Name _____
 National ID Number (NIN) or Application ID _____
 Citizenship ☒ By Birth ☐ By Registration ☐ By Presumption ☐ By Naturalization ☐ Dual Citizenship
 Citizenship Certificate Number (if Naturalization, Registration or Dual) _____
 If Dual, state Citizenship and the other Nationality _____
 Living Status ☐ Alive ☒ Deceased ☐ Unknown
 Occupation HOUSE WIFE

Mother's Place of Residence

Country UGANDA District ZOMBO
 County OKORO Sub-County ATYAK SUB-COUNTY
 Parish/Ward ANYOLA Village ARINGU
 Street _____ Plot / House No. _____

8 Adoptive/Guardian's details

Surname ATIMANGO Given Name VERONIKA
 Other Names _____ Occupation GOVERNMENT EMPLOYEE
 National ID Number (NIN) or Application ID _____
 Citizenship ☒ By Birth ☐ By Registration ☐ By Presumption ☐ By Naturalization ☐ Dual Citizenship
 Citizenship Certificate Number (if Naturalization, Registration or Dual) _____
 If Dual, state Citizenship and also state other Nationality _____

Guardian's Residential Address

Country UGANDA District ZOMBO ARUA
 County OKORO Sub-County _____
 Parish/Ward _____ Village _____
 Street _____ Plot / House No. _____

9 FOR OFFICIAL USE ONLY

Registrar/Parish Chief's Name MAGDA NELSON PATRICK
 Date Of Registration (DD/MM/YYYY) 21/04/2014
 Enrolment Officer's Name _____
 Comments of Enrolment Officer _____
 Applicant's Signature/Thumbprint _____

Location
 Signature [Signature]

Signature

Date
 (DD/MM/YYYY) 21/04/2014

10 Chairman, Verification Committee *

(Parish Chief)

Names MAGDA NELSON PATRICK

Signature

[Signature]

ART B.

Form Section to be retained by GOU at the Sub-County



62KHKR5

1 Applicant's Declaration (To be Filed by Applicant)

Application ID 1170320000968

Surname ACEN

Given Name ANNA

Maiden Name

Other Names

Previous Name

Sex Male ☒ Female

Date Of Birth (DD/MM/YYYY) 10/02/1961

2 Place of Birth

Country UGANDA

District

ZOMBO

County OKORO

Sub-County

ATIAK

Parish/Ward ANYOLA

Village

ARINGU

City/Town

Health Facility

Birth Registered By ☒ Hospital Administrator

Town Clerk

Sub-County Chief

Parish Chief

Applicant's Signature

Date (DD/MM/YYYY) 21/04/2014

3 FOR OFFICIAL USE ONLY

Citizenship Type ☒ By Birth ☐ By Registration ☐ By Presumption ☐ By Naturalization ☐ Dual Citizenship

Citizenship Certificate Number (if Naturalization, Registration or Dual)

If Dual, state Citizenship and also state other Nationality

Preliminary Citizenship Assessment

Approved

Deferred

Rejected

Documentary Proof

Passport

Birth Certificate ☒

Voter's Card

LC Letter

(Tick Appropriate)

Others specify

Comments

ATIAK CITIZEN

4 Chairman, Verification Committee

(Parish Chief)

Names

MASIA NIGUN PASTICK

Signature

[Signature]

'B'

ZT46MWJ

REPUBLIC OF UGANDA

National Identity Card and Voter Registration
(Please Use Capital Letters)

PART A.

1 Personal Information

Surname **AKUMU** Given Name **SOFIA**
Maiden Name Previous Name
Sex ☒ Male ☐ Female Date Of Birth (DD/MM/YYYY) **01/01/1972**
Email Home Phone No. Mobile No.

THIS IS THE ANNEXURE MARKED OF Estimated...
REFERRED TO IN THE AFFIDAVIT OF
MIKE MOSES O SWORN / AFFIRMED
BEFORE ME THIS **29th** DAY OF
SEPT 2022 AT
SA
COMMISSIONER FOR OATHS

2 Place of Residence (Tick Appropriate)

Country **UGANDA** District
County **PADYERE** Sub-County
Parish/Ward **PADULO** Village
Street Plot / House No.
Number of years at this address **47** Previous District Of Residence

NEBBI
ERUSSI
PULAKA

3 Place Of Birth (Indicate where you were born in order of District, County, Sub-county, parish and Hospital)

Country **UGANDA** District
County **PADYERE** Sub-County
Parish/Ward **PACAKA** Village
City/Town Health Facility

NEBBI
ERUSSI
ORIWO ACWERA
ANGAL HOSP.

4 Place Of Origin

Country **UGANDA** District
County **PADYERE** Sub-County
Parish/Ward **PACAKA** Village

NEBBI
ERUSSI
ORIWO ACWERA
JUPA ALOGA

Indigenous Community/Tribe **ALUR** Clan
Citizenship Type ☒ By Birth ☐ By Registration ☐ By Naturalization ☐ Dual Citizenship ☐ By Presumption

Citizenship Certificate Number (if Naturalization, Registration or Dual)

Dual, state Citizenship and the other Nationality

Passport Information

Passport Number File Number
Preferred Polling Station Place of Residence Place Of Origin
Voter's Information Name of Polling Station **ERUSSI POLICE STATION**
Previous Voter's Number **02092720**

Religion **CATHOLIC** Marital Status ☒ Married ☐ Single ☐ Divorced ☐ Widowed ☐ Separated (Tick Appropriate)

5 Spouse Details

Surname **OTHUBA** Other Names
Given Name **FABIYANO** Previous Name
Maiden Name
National ID Number (NIN) or Application ID
Citizenship Type ☒ By Birth ☐ By Registration ☐ By Naturalization ☐ Dual Citizenship ☐ By Presumption

If Dual, state Citizenship and the other Nationality

Place of Marriage

Date of Marriage (DD/MM/YYYY)

Type of Marriage Civil ☒ Religious ☐ Cultural ☐

Marriage Certificate Number

Other Spouses (Refer to Annex 1) Yes ☒ No ☐ If yes, Number of other spouses

Surname	OMWOM		Other Names		ZT46MWJ	
Given Name	ANDERIA					
Previous Name						
National ID Number (NIN) or Application ID						
Citizenship Type	<input checked="" type="checkbox"/> By Birth	<input type="checkbox"/> By Registration	<input type="checkbox"/> By Presumption	<input type="checkbox"/> By Naturalization	<input type="checkbox"/> Dual Citizenship	
Citizenship Certificate Number (if Naturalization, Registration or Dual)						
If Dual, state Citizenship and also state other Nationality						
Living Status	<input type="checkbox"/> Alive	<input checked="" type="checkbox"/> Deceased	<input type="checkbox"/> Unknown			
Occupation	PEASANT FARMER					
Father's Place Of Residence						
Country	UGANDA		District	NEBBI		
County	PADYERE		Sub-County	ERUSI		
Parish/Ward	PACAKA		Village	ORIWO ACWERA		
Street			Plot/House No.			
Mother's details						
Surname	MAKETH		Given Name			
Other Names	APOLLINA		Maiden Name			
National ID Number (NIN) or Application ID					Previous Name	
Citizenship	<input checked="" type="checkbox"/> By Birth	<input type="checkbox"/> By Registration	<input type="checkbox"/> By Presumption	<input type="checkbox"/> By Naturalization	<input type="checkbox"/> Dual Citizenship	
Citizenship Certificate Number (if Naturalization, Registration or Dual)						
If Dual, state Citizenship and the other Nationality						
Living Status	<input type="checkbox"/> Alive	<input checked="" type="checkbox"/> Deceased	<input type="checkbox"/> Unknown			
Occupation	PEASANT FARMER					
Mother's Place of Residence						
Country	UGANDA		District	NEBBI		
County	PADYERE		Sub-County	ERUSI		
Parish/Ward	PADOLO		Village	KOTHONGOLA ORIWO ACWERA		
Street			Plot / House No.			
Adoptive/Guardian's details						
Surname			Given Name			
Other Names			Occupation			
National ID Number (NIN) or Application ID						
Citizenship	<input type="checkbox"/> By Birth	<input type="checkbox"/> By Registration	<input type="checkbox"/> By Presumption	<input type="checkbox"/> By Naturalization	<input type="checkbox"/> Dual Citizenship	
Citizenship Certificate Number (if Naturalization, Registration or Dual)						
If Dual, state Citizenship and also state other Nationality						
Guardian's Residential Address						
Country			District			
County			Sub-County			
Parish/Ward			Village			
Street			Plot / House No.			
FOR OFFICIAL USE ONLY						
Registrar/Parish Chief's Name	KUDOCWIMY BEATRICE		Location	PULAKA		
Date Of Registration (DD/MM/YYYY)	25/05/2014		Signature			
Enrolment Officer's Name	RINGITHO CHRISTINE		Signature			
Comments of Enrolment Officer	Approved					
Applicant's Signature/Thumbprint			Date (DD/MM/YYYY)	25/05/2014		
Chairman, Verification Committee	(Parish Chief)					
Names	KUDOCWIMY BEATRICE		Signature			

Applicant's Declaration


(To be filled by Applicant)

Uganda Ministry of Health

ZT46MWJ

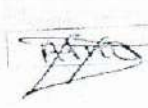
Application ID: 1072420001KwZ

Surname: AKUMU
Given Name: SOFIA
Other Names:
Previous Name:
Sex: Male ☒ Female ☐
Date Of Birth (DD/MM/YYYY): 01/01/1952

Place of Birth:
Country: UGANDA
County: PADTARE
Parish/Ward: PACAKA
District: NEBBI
Sub-County: ERUSI
Village: ORIWO
Health Facility: ANGAL HOSPITAL
Registered By: ☒ Hospital Administrator
Town Clerk:
Sub-County Chief:
Parish Chief:
Applicant's Signature: 
Date (DD/MM/YYYY): 25/05/2014


FOR OFFICIAL USE ONLY

Citizenship Type: ☒ By Birth ☐ By Registration ☐ By Presumption ☐ By Naturalization ☐ Dual Citizenship ☐
Identify: Certificate Number (if Naturalization, Registration or Dual):
Dual, state Citizenship and also state other Nationality:
Eliminary Citizenship Assessment:
Documentary Proof (Tick Appropriate): ☒ Approved Birth Certificate ☐ Deferred Voter's Card ☐ Rejected LC Letter ☒
☐ Passport ☐ Others specify:

Comments:
Chairman, Verification Committee: 
Name: KWIICUWIMU
(Parish Chief): BEATRICE
Signature:

THIS IS THE ANNEXTURE MARKED.....^{"C"}.....
REFERRED TO IN THE AFFIDAVIT OF
MIKE MOSES - O.....SWORN / AFFIRMED
BEFORE ME THIS.....^{29th}.....DAY OF
^{sept}.....2022 AT.....
.....
COMMISSIONER FOR OATHS

THE REPUBLIC OF UGANDA
The Electoral Commission
VOTER PERSONAL ID. NO: 02092720



Surname: AKUMU
First Name: SOFIA
Other Names:
Date Of Birth: 01/01/1952
Place Of First Registration:
District: NEEBI
Constituency: PADYERE COUNTY
Sub-County: ERUSSI
Parish: PADOLO
P / Station: ERUSSI POLICE STATION
Date Of Issue: 08/05/2002 Sex: F
* LOCATION CODE NO: 33183020901 *

Applicant's Declaration

(To be filled by Applicant)

Uganda Nationality Act, 2000

Application ID: 1072420001KJZ
 Surname: AKUMU
 Given Name: SOFIA
 Other Names:
 Previous Name:
 Sex: Male ☒ Female ☐
 Date Of Birth (DD/MM/YYYY): 01/01/1952

ZT46MWJ

Place of Birth

Country: UGANDA District: NEBBI
 County: PADTARE Sub-County: ERWSSI
 Parish/Ward: PACAKA Village: ORIWO
 Health Facility: ANGAL HOSPITAL
 Registered By: ☒ Hospital Administrator ☐ Town Clerk ☐ Sub-County Chief ☐ Parish Chief
 Applicant's Signature: Date (DD/MM/YYYY): 25/05/2014

FOR OFFICIAL USE ONLY

Citizenship Type: ☒ By Birth ☐ By Registration ☐ By Presumption ☐ By Naturalization ☐ Dual Citizenship
 Identifier: Certificate Number (if Naturalization, Registration or Dual)
 Dual, state Citizenship and also state other Nationality
 Preliminary Citizenship Assessment: ☒ Approved ☐ Deferred ☐ Rejected
 Documentary Proof: ☐ Passport ☐ Birth Certificate ☐ Voter's Card ☒ LC Letter
 (Tick Appropriate) Others specify:

Comments:

Chairman, Verification Committee

(Parish Chief)

Names: KWIOWINY BERTICE Signature: [Signature]



REPUBLIC OF UGANDA

Application for registration of citizens, national identity card number (NIN),
National Identity Card and Voter Registration
(Please Use Capital Letters)

Uganda National Identity Card Number (NIN)

SJTCHCJ

PART A.

Enrolment Location Code 33081183020912
Application ID 1182630006FM2

Personal Information

Surname RUZALIA

Given Name ALOKA

Other Names

Maiden Name

Previous Name

Sex Male ☒ FemaleDate Of Birth (DD/MM/YYYY) 08/03/1939 Tick If Estimated ☒

Contacts

Email

Home Phone No.

Mobile No.

Highest Level Of Education

Occupation PEASANT FARMER

Profession

Disabilities, if any Blind Deaf

Place of Residence (Tick Appropriate)

Country UGANDA

County PADYERE

Parish/Ward PADOLO

Street

Physical

Local

Foreign

District

NEBBI

Sub-County

ERUSI

Village

PULAKA

Plot / House No.

Number of years at this address

A1

Previous District Of Residence

Postal Address

Place Of Birth (Indicate where you were born in order of District, County, Sub-county, parish and Hospital)

Country UGANDA

County PADYERE

Parish/Ward PADOLO

City/Town

District

NEBBI

Sub-County

ERUSI

Village

PULAKA

Health Facility

Place Of Origin

Country UGANDA

County PADYERE

Parish/Ward PADOLO

District

NEBBI

Sub-County

ERUSI

Village

PULAKA

Indigenous Community/Tribe ALUR

Clan

JURAMAMBA

Citizenship Type

By Birth ☒

By Naturalization

By Registration

Dual Citizenship

By Presumption

Citizenship Certificate Number (if Naturalization, Registration or Dual)

If Dual, state Citizenship and the other Nationality

Passport Information

Passport Number

File Number

Voter's Information

Preferred Polling Station

Place of Residence

Place Of Origin

Name of Polling Station

ERUSI PRIMARY SCHOOL

Previous Voter's Number

Religion CATHOLIC

Marital Status ☒ Married

Single

Divorced

Widowed

Separated

(Tick Appropriate)

Spouse Details

Surname OTAWBA

Given Name FABIANO

Maiden Name

Other Names

Previous Name

National ID Number (NIN) or Application ID

CM330331003RKS

Citizenship Type

☒ By Birth

By Naturalization

By Registration

By Presumption

Dual Citizenship

If Dual, state Citizenship and the other Nationality

Place of Marriage PADOLO

Date of Marriage (DD/MM/YYYY)

Type of Marriage

Civil

Religious

☒ Cultural

Marriage Certificate Number

Other Spouses (Refer to Annex 1)

☒ Yes

No

If yes, Number of other spouses

61

Given Name	ANDERUA					SURNAME					
Previous Name						Other Names					
National ID Number (NIN) or Application ID											
Citizenship Type	<input checked="" type="checkbox"/> By Birth	<input type="checkbox"/> By Registration	<input type="checkbox"/> By Presumption	<input type="checkbox"/> By Naturalization	<input type="checkbox"/> Dual Citizenship						
Citizenship Certificate Number(if Naturalization,Registration or Dual)											
If Dual, state Citizenship and also state other Nationality											
Living Status	<input type="checkbox"/> Alive	<input checked="" type="checkbox"/> Deceased	<input type="checkbox"/> Unknown								
Occupation	YEASANT FARMER										
Father's Place Of Residence											
Country	UGANDA				District	NEBBI					
County	PADYERE				Sub-County	PADYERE					
Parish/Ward	PADOLO				Village	PULAKA					
Street					Plot/House No.						
Mother's details											
Surname	MAKETH				Given Name	APOLINA					
Other Names					Maiden Name	Previous Name					
National ID Number (NIN) or Application ID											
Citizenship	<input checked="" type="checkbox"/> By Birth	<input type="checkbox"/> By Registration	<input type="checkbox"/> By Presumption	<input type="checkbox"/> By Naturalization	<input type="checkbox"/> Dual Citizenship						
Citizenship Certificate Number(if Naturalization,Registration or Dual)											
If Dual, state Citizenship and the other Nationality											
Living Status	<input type="checkbox"/> Alive	<input checked="" type="checkbox"/> Deceased	<input type="checkbox"/> Unknown								
Occupation	YEASANT FARMER										
Mother's Place of Residence											
Country	UGANDA				District	NEBBI					
County	PADYERE				Sub-County	PADYERE					
Parish/Ward	PADOLO				Village	PULAKA					
Street					Plot / House No.						
Adoptive/Guardian's details											
Surname					Given Name						
Other Names					Occupation						
National ID Number (NIN) or Application ID											
Citizenship	<input type="checkbox"/> By Birth	<input type="checkbox"/> By Registration	<input type="checkbox"/> By Presumption	<input type="checkbox"/> By Naturalization	<input type="checkbox"/> Dual Citizenship						
Citizenship Certificate Number(if Naturalization,Registration or Dual)											
If Dual, state Citizenship and also state other Nationality											
Guardian's Residential Address											
Country					District						
County					Sub-County						
Parish/Ward					Village						
Street					Plot / House No.						
FOR OFFICIAL USE ONLY											
Registrar/Parish Chief's Name					Location						
Date Of Registration (DD/MM/YYYY)					Signature						
Enrolment Officer's Name					Signature						
Comments of Enrolment Officer					Date (DD/MM/YYYY)						
Applicant's Signature/Thumbprint											
Chairman, Verification Committee (Parish Chief)											
Names					Signature						

Recommendation and
all considerations
should be given
to the applicant



THE REPUBLIC OF UGANDA
IN THE HIGH COURT OF UGANDA AT KAMPALA
(CIVIL DIVISION)

MISC. CAUSE NO. 86 OF 2022

1. INITIATIVE FOR SOCIAL AND ECONOMIC RIGHTS (ISER) LTD
2. THE UNWANTED WITNESS (U) LIMITED
3. HEALTH EQUITY AND POLICY INITIATIVE LIMITED]:.....

APPLICANTS

VERSUS

1. ATTORNEY GENERAL
2. NATIONAL IDENTIFICATION AND REGISTRATION AUTHORITY]:.....

RESPONDENTS

THE 2nd RESPONDENT'S AFFIDAVIT IN REPLY

I, **ATUKUNDA JOB** of C/O the Attorney General's Chambers, Baumann House Plot 7, Parliament Avenue P.O. Box 7183 Kampala, do solemnly make oath and state as follows:

1. **THAT** I am a male adult Ugandan of sound mind, the Information Technology Officer and Acting District Registration Officer of Kumi District employed by the 2nd Respondent and I swear this affidavit in that capacity.

2. **THAT** I have read the contents of *Miscellaneous Cause No. 86 of 2022* and the Affidavits deposed in support thereof and I have had the same explained to me by Attorneys in the Attorney General's Chambers and I respond thereto as follows;
3. **THAT** I know that the 2nd Respondent makes no admission to any of the contents in the Affidavits in support of the Application.
4. **THAT** in addition I have read and understood the affidavit of Otajar John, Imaling Rose, Akello Irene and Madudu Mary deposed in support of the application to which I respond as follows;
5. **THAT** I am aware of the workings of the 2nd Respondent's office located in Kumi District.
6. **THAT** the contents of paragraph 1, 2, 3 and 8 of the affidavit in support of the application sworn by Otajar John are noted and the 2nd Respondent shall contend that the contents therein are not within its knowledge.
7. **THAT** the contents of paragraph 1, 2, 3, 6, 7 and 8 of the affidavit in support of the application sworn by Imaling Rose are noted and the 2nd Respondent shall contend that the contents therein are not within its knowledge.

8. **THAT** the contents of paragraph 1, 2, 3, 4, 5, 10, 11, 12 and 13 of the affidavit in support of the application sworn by Akello Irene are noted and the 2nd Respondent shall contend that the contents therein are not within its knowledge.
9. **THAT** the contents of paragraph 1, 2, 3, 4, 5, 6, 7, 8, 11 of the affidavit in support of the application sworn by Madudu Mary are noted and the 2nd Respondent shall contend that the contents therein are not within its knowledge.
10. **THAT** in reply to paragraph 4 of Otajar John's affidavit in support of the application I know that Otajar John registered for the National Identification Card on the 25th May 2014 and indicated his date of birth as 5th October 1949 and he was issued with an identity card with the same date of birth as indicated (**A copy of his Enrollment Form is hereto attached Marked "A"**).
11. **THAT** in reply to paragraph 5 and 6 of Otajar John's affidavit in support of the application I know that the 2nd respondent did not receive the application for rectification allegedly submitted to the Local Council 1 Chairperson and there is no evidence in our records to show that he came to our offices.
12. **THAT** in reply to paragraph 7 of Otajar John's affidavit in support of the application I am not aware of any errors as alleged by Otajar John. I know that the 2nd issued the National Identity Card with the

information as provided on the Enrollment Form (**See Form attached hereto Marked "A"**).

13. **THAT** in reply to paragraph 4 of Imaling Rose's affidavit in support of the application I know that Imaling Rose registered for the National Identification Card on the 25th June 2014 and indicated her date of birth as 13th December 1947 and she was issued with an identity card with the same date of birth as indicated (**A copy of her Enrollment Form is hereto attached Marked "B"**)
14. **THAT** in reply to paragraph 5 of Imaling Rose's affidavit in support of the application I know that there is no evidence in our records to show that she notified the 2nd respondent's office of the alleged error.
15. **THAT** in reply to paragraph 6 of Akello Irene's affidavit in support of the application I know that the 2nd Respondent does not have any record of her alleged application for a National Identity Card. She has also not provided any evidence of her alleged application.
16. **THAT** in reply to paragraph 7, 8 and 9 of Akello Irene's affidavit in support of the application I know that the allegations of inaccessibility of the services of the 2nd respondent made by Akello Irene therein are not true. I further know that in cases of persons incapacitated by illness, old age and other reason from accessing 2nd respondent's services, we are usually notified by the Local Council Chairpersons, Parish Chiefs, Relatives or any other concerned

persons. Upon receipt of the notification, we move to the applicant's homes

17. **THAT** I also know that in the case of an incapacitated applicant in the SAGE Program we receive notifications through the SAGE focal person or through the SAGE alternative recipient. Upon receipt of the notification, we move to the applicants' homes.
18. **THAT** in reply to paragraph 9 of Akello Irene's affidavit in support of the application I know that Registration of persons is an activity that the 2nd respondent conducts continuously.
19. **THAT** in reply to paragraph 9 and 10 of Madudu Mary's affidavit in support of the application, I know that Madudu Mary's National Identity Card is ready and can be obtained at the 2nd respondent's office in Kumi.
20. **THAT** I know that for Gorja Village where Madudu Mary resides we have done several outreaches where we have been able to issue National Identity Cards various persons especially those persons of advanced age, those suffering from illness among others.
21. **THAT** I know that whatever I have stated herein above is true and correct to the best of my knowledge save for the paragraphs whose source of information has been disclosed.

SWORN at Kampala this...^{29th} day of ...^{September} 2022

By the said **ATUKUNDA JOB.**


DEPONENT

BEFORE ME:


COMMISSIONER FOR OATHS

Drawn and Filed by:

Attorney General's Chambers
Baumann House, Plot 7, Parliament Avenue
P.O. Box 7183,
Kampala.

'A'

NSIS FORM 1 (Enrolment Form)

NSIS - MASS ENROLMENT

Application for Registration of Citizens, National Identification Number(NIN),
National Identity Card and Voter Registration
(Please Use Capital Letters)



3XQJTO3

Enrolment Location Code 1052097642002
Application ID 1033620001AFA
Other Names

PART A.

1 Personal Information

Surname OTAIAR

Given Name JOHN

Previous Name

Maiden Name

Sex

☒ Male

☐ Female

Date Of Birth (DD/MM/YYYY)

Home

Contacts

Highest Level Of Education

Occupation

Disabilities, if any

☐ Blind

☐ Deaf

Physical

☐ Local

☐ Foreign

2 Place of Residence

(Tick Appropriate)

Country

County

Parish/Ward

Street

Number of years at this address

01 Previous District Of Residence

Postal Address

3 Place Of Birth

(Indicate where you were born in order of District, County, Sub-county, parish and Hospital)

Country

County

Parish/Ward

City/Town

District

Sub-County

Village

Health Facility

4 Place Of Origin

Country

County

Parish/Ward

Indigenous Community/Tribe

District

Sub-County

Village

Clan

Citizenship Type

☒ By Birth

☐ By Naturalization

☐ By Registration

☐ Dual Citizenship

Citizenship Certificate Number(if Naturalization, Registration or Dual)

If Dual, state Citizenship and the other Nationality

Passport Information

Passport Number

Voter's Information

Preferred Polling Station

Name of Polling Station

Previous Voter's Number

☒ Place of Residence

File Number

☒ Place Of Origin

Religion

Marital Status

CATHOLIC

☐ Married

☒ Single

☐ Divorced

☐ Widowed

☐ Separated (Tick Appropriate)

5 Spouse Details

Surname

Given Name

Maiden Name

National ID Number (NIN) or Application ID

☐ By Birth

☐ By Naturalization

Other Names

Previous Name

☐ By Registration

☐ Dual Citizenship

☐ By Presumption

Citizenship Type

If Dual, state Citizenship and the other Nationality

Place of Marriage

Date of Marriage (DD/MM/YYYY)

Type of Marriage

Marriage Certificate Number

Other Spouses (Refer to Annex 1)

☐ Civil

☐ Religious

☐ Cultural

☐ Yes

☐ No

If yes, Number of other spouses

SN 0501283



3XQJT03

6 Father's details

Surname	ANCAR				
Given Name	SAULO				
Previous Name					
Other Names					
National ID Number (NIN) or Application ID					
Citizenship Type	<input checked="" type="checkbox"/> By Birth	<input type="checkbox"/> By Registration	<input type="checkbox"/> By Presumption	<input type="checkbox"/> By Naturalization	<input type="checkbox"/> Dual Citizenship
Citizenship Certificate Number(if Naturalization,Registration or Dual)					
If Dual, state Citizenship and also state other Nationality					
Living Status	<input type="checkbox"/> Alive	<input checked="" type="checkbox"/> Deceased	<input type="checkbox"/> Unknown		
Occupation	PEASANT				
Father's Place Of Residence					
Country	UGANDA		District	AMURIA	
County	KAMPUBONG		Sub-County	ALOA	
Parish/Ward	ALOA		Village	OIBUR	
Street			Plot/House No.		

7 Mother's details

Surname	ADON		Given Name	MADELENA	
Other Names			Maiden Name		
Previous Name					
National ID Number (NIN) or Application ID					
Citizenship	<input checked="" type="checkbox"/> By Birth	<input type="checkbox"/> By Registration	<input type="checkbox"/> By Presumption	<input type="checkbox"/> By Naturalization	<input type="checkbox"/> Dual Citizenship
Citizenship Certificate Number(if Naturalization,Registration or Dual)					
If Dual, state Citizenship and the other Nationality					
Living Status	<input type="checkbox"/> Alive	<input checked="" type="checkbox"/> Deceased	<input type="checkbox"/> Unknown		
Occupation	PEASANT				
Mother's Place of Residence					
Country	UGANDA		District	AMURIA	
County	KAMPUBONG		Sub-County	ALOA	
Parish/Ward	ALOA		Village	OIBUR	
Street			Plot / House No.		

8 Adoptive/Guardian's details

Surname			Given Name		
Other Names			Occupation		
National ID Number (NIN) or Application ID					
Citizenship	<input type="checkbox"/> By Birth	<input type="checkbox"/> By Registration	<input type="checkbox"/> By Presumption	<input type="checkbox"/> By Naturalization	<input type="checkbox"/> Dual Citizenship
Citizenship Certificate Number(if Naturalization,Registration or Dual)					
If Dual, state Citizenship and also state other Nationality					
Guardian's Residential Address					
Country			District		
County			Sub-County		
Parish/Ward			Village		
Street			Plot / House No.		

9 FOR OFFICIAL USE ONLY

Registrar/Parish Chief's Name	OKIA MICHAEL ROBE	Location	AMURIA
Date Of Registration (DD/MM/YYYY)	25/05/2014	Signature	
Enrolment Officer's Name		Signature	
Comments of Enrolment Officer			
Applicant's Signature/Thumbprint		Date (DD/MM/YYYY)	25/05/2014

10 Chairman, Verification Committee

(Parish Chief)	
Names	OKIA MICHAEL ROBE
Signature	

Applicant's Declaration (To be filled by Applicant)		3XQJTO3	
Application ID: 1033620001AF4			
Surname: OTHMAR	Other Names:		
Given Name: JOHN	Previous Name:		
Maiden Name:			
Sex: <input checked="" type="checkbox"/> Male <input type="checkbox"/> Female	Date Of Birth (DD/MM/YYYY): 05/10/1979		
2 Place of Birth			
Country: UGANDA	District: KAMPALA		
County: KAMPALA	Sub-County: KAMPALA		
Parish/Ward: KAMPALA	Village: KAMPALA		
City/Town:			
Health Facility:			
Birth Registered By:	Hospital Administrator:	Town Clerk:	Sub-County Chief:
Applicant's Signature: [Signature]	Date (DD/MM/YYYY): 25/05/2014		
3 FOR OFFICIAL USE ONLY			
Citizenship Type: <input checked="" type="checkbox"/> By Birth <input type="checkbox"/> By Registration <input type="checkbox"/> By Presumption <input type="checkbox"/> By Naturalization <input type="checkbox"/> Dual Citizenship			
Citizenship Certificate Number (if Naturalization, Registration or Dual):			
If Dual, state Citizenship and also state other Nationality:			
Preliminary Citizenship Assessment: <input checked="" type="checkbox"/> Approved <input type="checkbox"/> Deferred <input type="checkbox"/> Rejected			
Documentary Proof: <input type="checkbox"/> Passport <input type="checkbox"/> Birth Certificate <input checked="" type="checkbox"/> Voter's Card <input type="checkbox"/> LC Letter			
(Tick Appropriate)	Others specify:		
Comments: RECOMMENDED FOR REGISTRATION			
4 Chairman, Verification Committee (Parish Chief)			
Names: OLIVER MICHAEL PETER	Signature: [Signature]		

'B'

NSIS FORM I (Enrolment Form)

NSIS - MASS ENROLMENT

Application for Registration of Citizens, National Identification Number(NIN)
National Identity Card and Voter Registration
(Please Use Capital Letters)



5ENSEBV

Enrolment Location Code

021 052 097 0102

Application ID

101362000100X

Other Names

PART A.

1 Personal Information

Surname

IMAHING

Given Name

ROSE

Previous Name

Maiden Name

Sex

Male

☒ Female

Date Of Birth (DD/MM/YYYY)

13/12/1947

Home Phone No.

Mobile No.

Contacts

Highest Level Of Education

Primary Six

Occupation

PRISONER

Disabilities, if any

Blind

Deaf

Physical

Local

Foreign

THIS IS THE ANNEX TO THE AFFIDAVIT OF
REFERRED TO IN THE AFFIDAVIT OF
ATUKUNDA JOB SWORN AFFIRMED
BEFORE ME THIS 29th DAY OF
Sept 2022 AT
Kumi
COMMISSIONER FOR OATH

2 Place of Residence

(Tick Appropriate)

Country

UGANDA

District

Kumi

County

Kumi

Sub-County

Akuma

Parish/Ward

Abubura

Village

Abubura

Street

Plot / House No.

Number of years at this address

67

Previous District Of Residence

Postal Address

3 Place Of Birth

(Indicate where you were born in order of District, County, Sub-county, parish and Hospital)

Country

UGANDA

District

Kumi

County

Kumi

Sub-County

Akuma

Parish/Ward

Abubura

Village

Abubura

City/Town

Health Facility

Kumi Health Centre

4 Place Of Origin

Country

UGANDA

District

Kumi

County

Kumi

Sub-County

Akuma

Parish/Ward

Abubura

Village

Abubura

Indigenous Community/Tribe

AND AKEBO

Clan

IBASERE IBUORO

Citizenship Type

☒ By Birth

By Registration

By Naturalization

Dual Citizenship

Citizenship Certificate Number (if Naturalization, Registration or Dual)

If Dual, state Citizenship and the other Nationality

Passport Information

Passport Number

File Number

Voter's Information

Preferred Polling Station

☒ Place of Residence

Place Of Origin

Name of Polling Station

ABUBURA POLLING STATION

Previous Voter's Number

07317518

Religion

CATHOLIC

Marital Status

☒ Married

Single

Divorced

☒ Widowed

Separated

(Tick Appropriate)

5 Spouse Details

Surname

OKOLONG

Given Name

JOSEPH

Maiden Name

OKOTI

National ID Number (NIN) or Application ID

Other Names

Previous Name

Citizenship Type

☒ By Birth

By Registration

By Naturalization

Dual Citizenship

By Presumption

If Dual, state Citizenship and the other Nationality

Place of Marriage

ABUBURA

Date of Marriage (DD/MM/YYYY)

11/03/1966

Type of Marriage

Civil

Religious

☒ Cultural

Marriage Certificate Number

Other Spouses (Refer to Annex 1)

Yes

No

If yes, Number of other spouses

Form Section to be retained by GOU at the Sub-County

1 Applicant's Declaration (To be Filed by Applicant)



5ENSEBV

Application ID 1101362000100X
Surname IMALING RO
Given Name ROSE
Maiden Name
Sex Male ☒ Female
Date Of Birth (DD/MM/YYYY) 13/12/1947

2 Place of Birth

Country UGANDA
County Kumi
Parish/Ward ABUBUR
City/Town
Health Facility KUMI HEALTH CENTRE
Birth Registered By ☒ Hospital Administrator
Applicant's Signature
District Kumi
Sub-County Aritur
Village ABUBUR
Town Clerk
Sub-County Chief
Parish Chief
Date (DD/MM/YYYY) 13/12/1947

3 FOR OFFICIAL USE ONLY

Citizenship Type ☒ By Birth ☐ By Registration ☐ By Presumption ☐ By Naturalization ☐ Dual Citizenship
Citizenship Certificate Number (if Naturalization, Registration or Dual)
If Dual, state Citizenship and also state other Nationality
Preliminary Citizenship Assessment ☒ Approved ☐ Deferred ☐ Rejected
Documentary Proof ☐ Passport ☒ Birth Certificate ☐ Voter's Card ☐ LC Letter
(Tick Appropriate) Others specify

Comments CONFIRMED

4 Chairman, Verification Committee (Parish Chief)

Names OMITI ENOCH R.
Signature

**THE REPUBLIC OF UGANDA
IN THE HIGH COURT OF UGANDA AT KAMPALA
(CIVIL DIVISION)
MISC. CAUSE NO. 86 OF 2022**



1. INITIATIVE FOR SOCIAL AND ECONOMIC RIGHTS (ISER) LTD..... APPLICANT
2. THE UNWANTED WITNESS (U) LIMITED
3. HEALTH EQUITY AND POLICY INITIATIVE LIMITED

VERSUS

1. ATTORNEY GENERAL
2. NATIONAL IDENTIFICATION AND REGISTRATION AUTHORITY (NIRA) RESPONDENTS

INDEX OF AFFIDAVITS VOLUME 2

S/N	Affidavit of	Attachments	Affidavit Number	Page Number
1	Stephen Kasaija	Senior Citizen Grant Stakeholder's Handbook	1	1
2	Paul Mbaka	Out-Patient Registration form	2	61

THE REPUBLIC OF UGANDA
IN THE HIGH COURT OF UGANDA AT KAMPALA
(CIVIL DIVISION)
MISCELLANEOUS CAUSE NO.86 OF 2022

- 1. INITIATIVE FOR SOCIAL AND ECONOMIC RIGHTS (ISER) LTD**
- 2. THE UNWANTED WITNESS (U) LIMITED ::: APPLICANTS**
- 3. HEALTH EQUITY AND POLICY INITIATIVE LIMITED**

VERSUS

- 1. ATTORNEY GENERAL**
 - 2. NATIONAL IDENTITY CARDENTIFICATION REGISTRATION
AUTHORITY (NIRA)**
- ::::::RESPONDENTS**

THE 1ST RESPONDENT'S AFFIDAVIT IN REPLY

I, STEPHEN KASAIJA of C/O The Attorney General's Chambers, Baumann House Plot 7, Parliament Avenue P.O Box 7183 Kampala, do solemnly make oath and state as follows:

- 1. THAT I** am a male adult Ugandan of sound mind, the Head, Expanding Social Protection Programme, under which the Social Assistance Grants for Empowerment (SAGE) Program, of the Ministry of Gender Labor and Social Development (MGLSD) falls, and I swear this affidavit in that capacity.
- 2. THAT I** have with the help of Attorneys in the Attorney General's Chambers read and understood the Contents of Miscellaneous Cause No.86 of 2022 and the affidavits in support of the Application and I respond thereto as follows;

3. **THAT I** know that the 1st Respondent makes no admission to any of the contents in the Applicants' affidavits in support of the Application.
4. **THAT I** know SAGE is a scheme under the MGLSD that is directly responsible for management and payment of grants to older persons above the age of 80 years who were previously not in the Public Service of Uganda.
5. **THAT I** know the MGLSD published a Senior Citizens Grant Stakeholders Handbook explaining how the SAGE program works (*Attached hereto is a copy of the Handbook Marked "SM1"*).
6. **THAT I** know in order to identify beneficiaries, the SAGE program currently uses the National Identity Cardentification and Registration Authority (NIRA) database for identifying eligible older persons. The program derives a provisional list of potential beneficiaries from the NIRA register of all people who are 80 years and above in a particular sub county. This list is then subjected to verification to ensure that those people who meet the selection criteria come on board. (*See page 8 of Annexure "SM1" The Senior Citizens Grant Stakeholders' Handbook, May 2022) and the SAGE Implementation Guide lines 2019*
7. **THAT I** know all new beneficiaries joining the program under the national rollout are required;
 - a. To be 80 years and above,
 - b. To be registered with NIRA and to hold a valid National Identity Card, and

- c. To not be receiving any other government pension.
8. (See page 8 of *The Senior Citizens Grant Stakeholders' Handbook, May 2022*)
9. THAT I know the use of the National Identity Card to access SAGE benefits is not exclusionary but rather an efficient measure, aimed at promoting effective and efficient service delivery.
10. THAT I know in absence of a credible system to authenticate the identity and age of beneficiaries, it is difficult to ensure that the benefits and services reach the intended beneficiaries. The rationale for this is so that ineligible beneficiaries do not access these funds to the disadvantage of those rightfully entitled to the benefits.
11. THAT I know the potential for ID systems in advancing Social Protection Programs (SPP) has been highlighted by the World Bank ID4D Country Diagnostic Study for Uganda 2018 which stated that: "It is especially important to seek synergy between the SPP and the NIR because NIRA has achieved high coverage of the NID and is expanding its authentication services to more functional users.
12. THAT I know identification is crucial for the efficient delivery of social services and programs. The World Bank report referred to above further notes that direct income support and other programs require reliable identification for effecting targeting and financial transfers and also to avoid undue duplication of enrollments (*Page 26 of the World Bank Report*).

13. **THAT** I know linkages between the SPP and the NIR can result in significant cost saving across the Social Protection (SP) sector.
14. **THAT** the World Bank report also notes that the government payroll verification exercise conducted in 2016 which matched Ministry of Public Service records with NIRA identified and removed "ghost workers," leading to an annual saving in the government wage bill of USh.24.6 billion (US\$6.9million).
15. **THAT** there is no evidence that the use of the national identification register to access SAGE benefits by older persons is exclusionary as alleged by the applicants. The NIRA identification system is all inclusive and allows all persons regardless of age to access registration services.
16. **THAT** I know it's the responsibility of the citizens to register themselves for National Identification, but the MGLSD having realized that some of the potential programme beneficiaries had NOT done so, in conjunction with NIRA conducted outreach programs particularly focusing on the registration of the elderly.
17. **THAT** I know that the 2nd Respondent has issued NINs to 13,397,244 women which forms 51.8% of the entire register. The 2nd applicant has also registered over 90% of the persons above 65 years.
18. **THAT** in specific response to paragraph 27 of Kiira Brian Alex's affidavit in support of the application, I know that to be the SAGE beneficiary. To identify the rightful beneficiaries and get their details, the programme carries out the necessary registration only once. However, for the beneficiary to be paid, he has to open a bank account with biometric

details, which has been mistaken as the third registration by Kiira Brian Alex.

19. **THAT** in specific response to paragraph 33 of Kiira Brian Alex's affidavit in support of the application, I know that in the pilot districts targeted in 2011-2015, 60 and 65 years were respectively used to target Karamoja and other regions universally. However, for the roll out districts from 2019, 80 years of age, became the universal targeting age.
20. **THAT** in specific response to paragraph 6 of Dorothy Mukasa's affidavit in support of the application, I know that identification and registration, is crucial and has been critical in informing, the efficient delivery of social protection services.
21. **THAT** in specific response to paragraph 11 of Odur Anthony's affidavit, I am advised by Attorneys in the Attorney General's chambers that the requirement of National Identification and Registration is in accordance with the law and not contrary to the mandate of the 1st and 2nd Respondents under Articles 8A, 20, 21, 22, 33(1), 35, & 45 of the Constitution of the Republic of Uganda, 1995 and National Objectives and Directive Principles of State Policy.
22. **THAT** in response to all the paragraphs of the affidavits of Chepurai Lomor, Lopeta Paul Kichoda, Otajar John, Imaling Rose, Akumu Sofia, Acen Anna, Nafula Jesca and of Chepochepkai Paulina; in support of the application, I know that the age and information entered on National Identification System is as declared by the person registering for the

National Identity Card and that there is a procedure for correction of any errors which is free of charge, if the errors were caused by NIRA.

23. **THAT** in response to all the paragraphs of the affidavits of Pedun Maria Teresa, Usutho Fulabia, Nyiruciba Lucia, Aume Ketula, Ajambo Buluma, Anyango Malisela and Akello Irene; in support of the application, I know that the process for acquiring a National Identity Card is free and accessible in the districts.

24. **THAT I** swear this Affidavit in opposition to this application, declarations and orders sought therein.

25. **THAT I** know that whatever I have stated herein above is true and correct to the best of my knowledge save for the paragraphs whose source of information has been disclosed.

Sworn by the said:

STEPHEN KASAIJA


DEPONENT

At Kampala this 23rd day of September 2022

BEFORE ME


A COMMISSIONER FOR OATHS

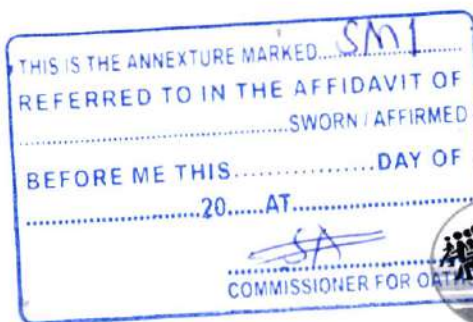
Drawn and Filed By
Attorney General's Chambers
Plot 7, Baumann House, Parliamentary Avenue
P.O Box 7183
KAMPALA
Email: jeffrey.atwine@justice.go.ug

To Be Served on
M/S ALP Advocates

Lotis Towers 5th Floor,
Plot 16 Mackinnon Road, Nakasero
P.O Box 28611, Kampala
info@alp-ca.com



THE REPUBLIC OF UGANDA
Ministry of Gender, Labour
& Social Development



better life chances for all

EXPANDING
SOCIAL
PROTECTION

THE SENIOR CITIZENS GRANT (SCG)

STAKEHOLDERS' HANDBOOK

How SAGE Works in the Community

EXPANDING SOCIAL PROTECTION PROGRAMME,
MINISTRY OF GENDER, LABOUR & SOCIAL
DEVELOPMENT, UGANDA

MAY 2022

TABLE OF CONTENTS

List of Acronyms.....	iv
Foreword- Permanent Secretary.....	v
About this Handbook.....	vi
How to use this Handbook.....	vii
Chap. 1: Introducing the SAGE Programme.....	1
1.1 What is the Senior Citizens Grant?.....	1
1.2 Why does Government of Uganda provide the Senior Citizens Grant?.....	1
1.3 What is SAGE?.....	2
1.4 What is ESP?.....	2
1.5 What is PMU?.....	2
1.6 What are RTSUs and where are they located?.....	2
1.7 Which districts receive the Senior Citizens Grants?.....	3
1.8 For how long will beneficiaries receive the SCG, will it stop?.....	4
1.9 What is social protection?.....	4
Chap. 2: Who pays the Senior Citizens Grant.....	5
2.1 The role of the Government of Uganda.....	5
2.2 The role of the Ministry of Gender, Labour & Social Development.....	5
2.3 Role of UKAID/UK's Foreign, Commonwealth and Development Officer – FCDO.....	5
2.4 Role of Embassy of Ireland in Uganda.....	6
2.5 National Roll out to be taken over by Government of Uganda.....	6
2.6 Role of the Payment Service Providers: Post Bank Uganda, Centenary Bank.....	6
2.7 Will the Programme have other development partners in future?.....	7
Chap. 3: How the Senior Citizens Grant works.....	8
3.1 Identification & selection of beneficiaries.....	8
3.2 Verification of beneficiaries.....	9
3.3 Registration & Enrolment of beneficiaries.....	10
3.4 Payment of beneficiaries.....	10
3.5 If a beneficiary has a problem with registration & payments.....	10
3.6 When a beneficiary dies.....	11
3.7 Do deceased beneficiaries receive transition grants?.....	11
Chap. 4: Roles of Different Offices in Programme Implementation.....	12
4.1 Members of Parliament.....	12
4.2 Resident District Commissioners.....	12
4.3 LCV Chairpersons & District Councillors.....	13
4.4 Chief Administrative Officer (CAO).....	14
4.5 District Security Officials (DPC, DISO).....	14
4.6 District/Sub county/Parish Older Persons Councils.....	14
4.7 District Community Development Officer	14
4.8 Senior Community Development Officer-in charge SAGE	15
4.9 LC III Chairpersons/Town Clerks & LC III Councillors	15
4.10 Sub County Chiefs (Senior Assistant Secretaries)	15

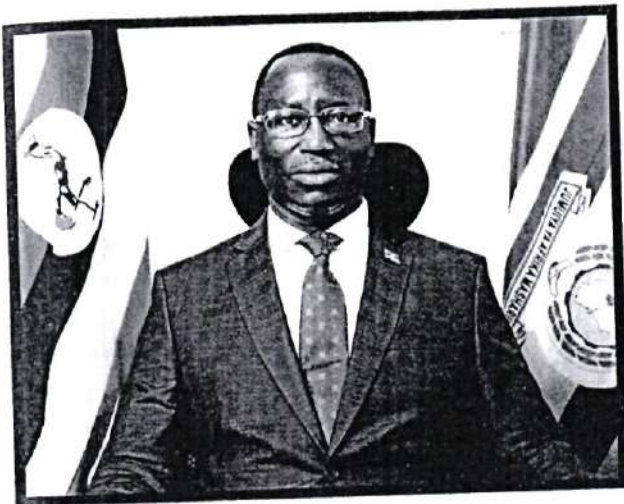
4.11	Subcounty Community Development Officers	16
4.12	Parish Chiefs	16
4.13	Religious, cultural, opinion, civil society, community leaders	17
Chap. 5: The Payment Service Providers (Centenary Bank).....		18
5.1	Enrolment.....	18
5.2	Payments.....	18
5.3	Customer care.....	18
5.4	Mobilising beneficiaries for payments.....	19
5.5	Payment methods.....	20
5.6	If not satisfied with Bank services.....	20
5.7	Alternative Recipients.....	20
Chap. 6: Eligibility Criteria & how Beneficiaries are/were Selected.....		21
6.1	An Old Age Grant.....	21
6.2	National Roll Out.....	21
6.3	Phased roll out districts: 100 per sub county districts (5-2010-2015).....	21
6.4	Pilot district criteria.....	22
6.5	When does one stop being eligible.....	22
6.6	Pensioners.....	22
Chap.7: Common National ID related Challenges and how to deal with them.....		23
7.1	Importance of the National ID for Senior Citizens Grant.....	23
7.2	If an older person registered for National ID but has lost the card.....	23
7.3	If an older person registered for national ID but has not yet picked it.....	24
7.4	If an older person registered in a different district (location) and now lives in a different location.....	24
7.5	If an older person has a valid national ID, right age but not on the payroll	24
7.6	If an older person is not registered with national ID.....	25
7.7	If an older person has age under recorded in their ID.....	25
7.8	If one is eligible but is sick and infirm and cannot come to the pay point...	25
7.9	If the person is not 80 and above, but their age is wrongly captured on their national ID.....	25
7.10	Pensioners.....	25
Chap. 8: How much money?.....		26
8.1	The Shs. 25,000.....	26
8.2	Why Shs. 25,000.....	27
8.3	Little Money?.....	27
8.4	Will government add more money?.....	27
8.5	Why doesn't Government pay once annually, or pay whole amount at once?.....	27
8.6	Older persons in neighbouring countries receiving more money?.....	27

Chap. 9: Complaints & Grievances.....	28
9.1 It is your right to complain.....	28
9.2 Types of complaints.....	29
9.3 Complaints mechanisms.....	29
9.4 Complaints Management Process.....	30
9.5 How to raise a grievance/complaint.....	33
9.6 Feedback.....	33
 Chap. 10: Duties, Rights & Responsibilities of beneficiaries, community leaders, district leaders, community.....	 34
10.1 Empowerment, Human Rights Approach, Strong Citizenship.....	35
10.2 Core Principles of the SAGE Programme Charter.....	36
10.3 Rights of beneficiaries.....	36
10.4 Duties/ Responsibilities of Beneficiaries under the Programme	37
10.5 Duties/responsibilities, rights & of Alternative Recipients.....	37
10.6 Rights of Alternative Recipients.....	37
10.7 Rights, Duties/Responsibilities of community members.....	37
10.8 Rights & Responsibilities of the District Local Government LC1-LCV5 in their district, subcounty, parish or village.....	38
10.9 The rights of the local government leaders under the Programme.....	38
10.10 Responsibilities of the local government leaders.....	38
10.11 Rights, Duties & responsibility of the Payment Service Provider and their staff.....	38
10.12 Rights of Payment Service Providers' (Centenary Bank) staff.....	38
10.13 Responsibility of Payment Service Providers' staff.....	38
10.14 Duties, rights & responsibilities of ESP staff (PMU/RTSU).....	39
10.15 Rights of Programme staff.....	39
10.16 Responsibilities of the ESP Programme staff.....	39
 Chap. 11: How to get your beneficiary information.....	 40
11.1 Your account balance.....	40
11.2 Programme payment cycles/schedules.....	40
 Chap. 12: Brief on the National Social Protection Policy.....	 41
12.1 Introduction to the National Social Protection Policy.....	41
12.2 Elements of the National Social Protection system.....	41
12.3 Social security.....	41
12.4 Social Care and Support services.....	42
12.5 Progress on some elements of the social protection system.....	42
12.6 Importance of social protection to national development.....	43
 Chap. 13: Implementing the Senior Citizens Grants in the context of Covid-19.....	 44
13.1 Covid-19 & SCG Implementation.....	44
13.2 Standard Operating procedures - New Principles.....	44
13.3 Adherence to SOPs in line with MOH Guidelines at the pay points.....	45

List of Acronyms

CAO	Chief Administrative Officer
ESP	Expanding Social Protection Programme
DCDO	District Community Development Officer
DFID	Department for International Development (UK)
DISO	District Internal Security Officer
DLG	District Local Government
DPC	District Police Commander
FCDO	Foreign, Commonwealth and Development Office
GoU	Government of Uganda
IA	Irish Aid
MGLSD	Ministry of Gender, Labour and Social Development
NIRA	National Identity Registration Authority
NSPP	National Social Protection Policy
RTSU	Regional Technical Support Unit
SAGE	Social Assistance Grants for Empowerment
SCDO	Senior Community Development Officer (in charge SAGE)
SCG	Senior Citizen Grants
SOPs	Standard Operating Procedures

Foreword



In our engagements with districts, local level leaders, religious, cultural, civic and opinion leaders, the Ministry has always challenged those leaders to support the Ministry to communicate and explain our Programmes to the people so that they understand what Government is doing for them. These leaders have – in turn - challenged us, arguing that they are not empowered with the information, to enable them to explain Government Programmes to the population.

This *Stakeholders' Handbook* for the Senior Citizens Grant is one of our attempts to package information in an easy and fast to use format so that local leaders of all categories can easily access it, and be able to answer any questions, explain basic things about the Senior Citizens Grant – both to our beneficiaries (older persons) and to the wider members of the community. Lack of information/awareness can lead to low accessibility to the Programme. For the case

of the Senior Citizens Grant (SCG), the target population is older persons. This section of the population tends to have visual, aural, speech and other disabilities, and many times a short memory span. This complicates their access and retention of information- and makes them more vulnerable to exclusion (from benefiting from the Programme) and exploitation (from unscrupulous people (in the absence of information on their rights & responsibilities). A low awareness on how the Programme works can also cause social dissatisfaction if the general public and political actors don't clearly understand the eligibility criteria and how the Programme works.

It is therefore important that the Senior Citizens Grant is well understood in the communities.

I hope you find this Handbook useful in your understanding of the Senior Citizens Grant and in your community information dissemination work.

Aggrey D. Kibenge
Permanent Secretary

About this Handbook

This handbook is intended to provide basic, practical information about the Senior Citizens Grants (SCG) in the communities. It is a handbook for stakeholders - community leaders (including local government -political and technical leaders, opinion, religious, cultural - and all kinds of leaders in the community) - to help them understand the Programme to inform the community accordingly. It is intended to be an easy and light guide to community leaders - those who have direct interaction with the SCG beneficiaries and yet have no formal engagement with the ESP Programme on how different aspects of the Programme work.

Local leaders have many opportunities in which they interface with the people in the community- they have speaking opportunities at public and community events like funerals, community meetings, cultural events, home visits, places of worship, among others. They are also the ones to whom the community members turn, to inquire, clarify, and ask for more information about any specific issue. Yet there is no formal channels for them to access information about the SAGE Programme.

The idea of this handbook is therefore to provide basic information to empower those

local leaders (in their various capacities) regarding the Senior Citizens Grant so that they are armed with the right information, to enable them to effectively use platforms available to them to communicate, explain and ensure that the community understands the SCG, well. These leaders will also be able to answer any basic questions that people ask about the grant. This handbook is therefore intended to be a leading "manual" from which the local leaders can draw to be able to answer any questions about the Programme.

We hope that you will find this handbook useful. We welcome any suggestions towards improving it.

Stephen Kasaija

Head, Programme Management Unit

How to use this handbook

This handbook is not essentially intended to be read from cover to cover. Rather it is intended to be read in a "trouble-shooting" manner. That is to say, the user is able to go directly to any section/page depending on the issues s/he needs to answer/clarify. If for example, a local leader is asked a question on how beneficiaries for the Senior Citizens Grant scheme are selected, s/he only needs to go directly to the page or section that has answers to that specific issue (section 3.1.).

This handbook should be useful to anyone in any sort of authority in the community

Simon E. Omoding
Editor

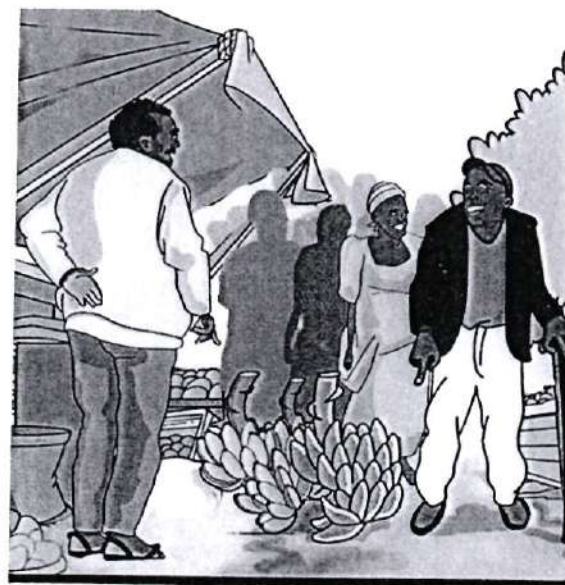
Chapter 1

Introducing Common Terminologies: SCG, SAGE, ESP & PMU

1.1 What is the Senior Citizens Grant?



The Senior Citizens Grant (SCG) refers to the monthly grant provided by the Government of Uganda to older persons. Under this scheme, older persons receive Shs. 25,000 every month, which is paid out every two months. Beneficiaries therefore expect to receive Shs. 50,000 at every payment. However, beneficiaries may receive more, if they have savings on their account or somehow they have outstanding payment arrears due to them over a period of time.



1.2 Why does Government Uganda provide the Senior Citizens Grant?

The Senior Citizens Grant is a social protection instrument designed to provide a minimum level of income security to older people who were previously not in formal employment. This intervention is intended to protect them from falling into destitution; by providing the grant, the Government is addressing old-age poverty. The SCG responds to the constitutional and public concerns on the welfare of older persons—which reflects Ugandan values of support for the elderly. The SCGs – also known as social pensions – aim to reduce poverty among the elderly and their families.

1.3 What is SAGE?

SAGE stands for Social Assistance Grants for Empowerment. SAGE is the scheme within the Expanding Social Protection Programme, under the Ministry of Gender, Labour & Social Development that is directly responsible for the management and payment of the grants. At the moment, SAGE is only managing one grant- the Senior Citizens Grant. In future, however, if some other grants (e.g. disability grants, child grant, etc.) are started, they will all be managed under SAGE.

1.4 What is ESP?

ESP stands for Expanding Social Protection Programme. It is the Programme of the Ministry of Gender, Labour and Social Development. The ESP Programme has two elements to it: the first is the Social Assistance Grants for Empowerment (SAGE), which manages the direct income support scheme(s)- such as the Senior Citizens Grant. The second element of the ESP is the policy element which coordinates the National Social Protection Policy. Under this second element, ESP deals with other social protection interventions e.g. cash for work schemes, etc. Started in 2010, the ESP is funded by the Government of Uganda, UK aid and Irish Aid.

1.5 What is PMU?

PMU stands for Programme Management Unit. It is the unit responsible for implementation and day-to-day management of the Expanding Social Protection Programme and therefore, SAGE and the Senior Citizens Grant. The unit falls under the Directorate of Social Protection in the Ministry of Gender, Labour & Social Development.

1.6 What are RTSUs and where are they located?

RTSU stands for Regional Technical Support Unit. RTSUs have been set up to support district local governments to deliver the Senior Citizens Grants to older persons. One RTSU supports a number of districts in a specific region. There are currently (March 2022) 10 RTSUs in place. These are: Kampala, Mbarara, Mbale, Nebbi, Gulu, Moroto, Kaberamaido, Kamuli, Kiboga and Kyenjojo.

During the Pilot phase of the ESP, the Programme operated fully staffed offices in every implementing district to support local governments to deliver the grants. In the second phase of the ESP Programme, RTSUs provide a more cost effective support mechanism.

The current RTSUs and the districts they serve are as follows:

Nebbi RTSU is responsible for 11 districts in the West Nile region. These are: Adjumani, Arua, Koboko, Madi Okolo, Maracha, Moyo, Nebbi, Obongi, Pakwach, Yumbe and Zombo

Gulu RTSU is responsible for 15 districts in Acholi and part of Lango sub regions: Agago, Amuru, Apac, Gulu, Pader, Lamwo, Kitgum, Kole, Kiryandongo, Lira, Nwoya, Omoro, Otuke, Oyam and Kwanja.

Moroto RTSU is responsible for: Kaabong, Abim, Kotido, Kween, Moroto, Napak, Amudat, Nakapiripirit, Bukwo, Nabilatuk, Karenga, Kapchorwa,

Kaberamaido RTSU is responsible for 13 districts: Amuria, Alebtong, Katakwi, Kaberamaido, Amolatar, Kapelebyong, Kalaki,

Kumi, Ngora, Bukedea, Dokolo, Serere, Soroti, **Kamuli RTSU** is responsible for 15 districts: Kayunga, Kamuli, Mayuge, Namayingo, Bugiri, Pallisa, Bugweri, Buyende, Iganga, Jinja, Kaliro, Kayunga, Luuka, Mayuge, Namayingo, Buvuma, Buikwe.

Kiboga RTSU is responsible for 15 districts: Buliisa, Hoima, Kiboga, Kyankwanzi, Nakaseke, Nakasongola, Kibaale, Kasanda, Mubende, Kikuube, Kagadi, Masindi, Mityana, Luweero and Kakumiro.

Kyenjojo RTSU is responsible for 14 districts: Kyegegwa, Kyenjojo, Bundigubyo, Bunyangabu, Ibanda, Kabarole, Kagadi, Kamwenge, Kasese, Kazo, Kitagwenda, Ntoroko, Kiruhura, Ssembabule

Mbarara RTSU has 15 districts: Buhweju, Isingiro, Kabale, Kanungu, Kisoro, Mbarara, Rwampara, Mitooma, Bushenyi, Sheema, Ntungamo, Rubanda, Rubirizi, Rukiga, Rukungiri **Mbale RTSU** has 14 districts: Budaka, Bududa, Bulambuli, Busia, Butaleja, Tororo, Butebo, Kibuku, Manafwa, Mbale, Namisindwa, Namutumba, Pallisa, Sironko

Kampala RTSU has 14 districts: Bukomansimbi, Butambala, Gomba, Kalangala, Kalungu, Kampala, Kyotera, Lwengo, Masaka, Mpigi, Mukono, Rakai, Wakiso, Lyantonde.

1.7 Which districts receive the Senior Citizens Grants?

In November 2018, the Government made a decision to roll out the Senior Citizens Grant to all districts in the country, starting with people who are 80 years and above in the new districts, while keeping all those who were already on the

Programme since inception. By August 2018, the grant was reaching older persons in all 146 districts in the country.

The roll out has however evolved over years as follows:

- (a) **2010 - 2015:** The Programme was rolled out in 15 pilot districts: Amudat, Apac, Kaberamaido, Katakwi, Kiboga, Kyankwanzi, Kyegegwa, Kyenja, Moroto, Nakapiripirit, Napak, Ntungwe, Yumbe and Zombo
- (b) **2016 - 2018:** The grant was rolled out to 40 additional districts: Kaabong, Aki, Kotido, Koboko, Gulu, Pader, Agago, Lamwo, Amolatar, Pallisa, Amudat, Kween, Namayingo, Mayuge, Karamoja, Kayunga, Nakasongola, Kibaale, Kisoro and Bundibugyo. Others were: Kitgum, Nakaseke, Kabale, Bugiri, and Amudat, Dokolo, Sembabule, Kasese, Sheema, Mubende, Alebtong, Adjumani, Oti, Moyo and Kumi.

Since Financial Year 2016/17, following seven districts were created from the old benefiting districts: they too continue to receive the grant. Omoro (from Gulu), Butebo (from Pallisa), Pakwach (from Nebbi), Ruhukwa and Rukiga (from Kabale), Kagadi and Bukomero (from Kibaale). This means that by 2017, the Programme was in 47 additional districts.

- (c) **2018 - National roll out:** In November 2018, Government decided to roll out the Programme to all the districts in the country. The remaining districts

including Kampala Capital City Authority, all the new cities, all municipalities and town councils- were brought on board by August 2020.

1.8 For how long will beneficiaries receive the SCG, will it stop?

The Senior Citizens Grant is conceived as a social service/pension that the Government of Uganda provides to older persons much like the health services or education. The idea is that once older persons are enrolled on the grant, they receive it for the rest of their life.

1.9 What is social protection?

Social protection refers to interventions by government or other private players that aimed at addressing risks and vulnerabilities to

life shocks that expose individuals to income insecurity and deprivation leading them to lead undignified lives. It is a basic service and a human right that ensures dignity of people.

In Uganda, examples of social protection interventions include the Public Service Pensions, the National Social Security Fund (NSSF), among others. The purpose of these interventions is to ensure that people are guaranteed a decent life upon retirement. Other social protection initiatives are found in various government programmes such as the Orphans and other Vulnerable Children Programme, Community-Based Rehabilitation Programme for persons with disabilities, School Feeding Programme and Social Assistance Grants for Empowerment (SAGE), among others.

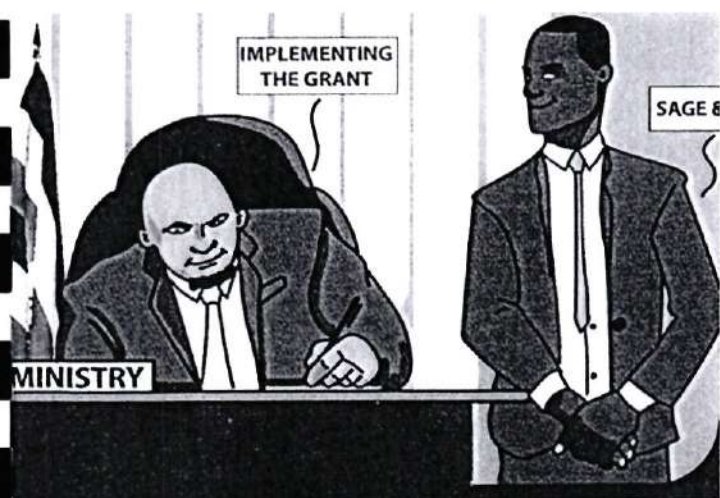
Chapter 2

Who pays the Senior Citizens Grant?

2.1 The role of the Government of Uganda

The Senior Citizens Grant is an intervention by the Government of Uganda through the Ministry of Gender, Labour & Social Development, to address poverty and vulnerability among older persons. It is therefore an initiative of the Government of Uganda, supported by development partners. In the Senior Citizens Grant, the Government is meeting obligations and commitments under the Constitution, National Development Plans (NDPII, III) and Vision 2040 for taking care of older persons as a special interest group, and leaving no one behind.

2.2 The role of the Ministry of Gender, Labour & Social Development



Within the Government of Uganda, the Ministry

specifically social protection. The Ministry is therefore the lead entity in Government in the implementation of the Senior Citizens Grant. That is why the Expanding Social Protection Programme and SAGE, which implement the Senior Citizens Grants, are located in this Ministry.

2.3 Role of UKAID/UK's Foreign, Commonwealth and Development Office – FCDO (previously called Department for International Development (DFID))

The development arm of the UK Government-UKAID, which is also now called FCDO, supports the Government of Uganda by providing funding to the ESP/Senior Citizens Grant Programme. The idea however is that the Government of Uganda gradually takes over funding the grants fully from June 2021.



2.4 Role of Embassy of Ireland in Uganda



The development arm of the Government of the Republic of Ireland (Irish Aid) also supports the Government of Uganda by providing funding for the Senior Citizens Grant. Irish Aid especially has interest in Karamoja region. Like UKAID, Irish Aid support will end in 2022.

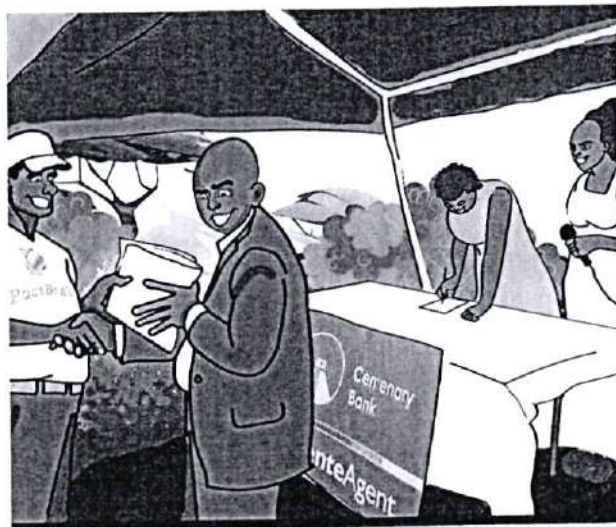
2.5 National Roll out to be taken over by Government of Uganda



Funding from both UK aid/FCDO and Irish Aid has been especially important for starting the

Programme from the pilot to date. It is planned that increasingly the Government of Uganda will fund more areas of the Programme but taking over full funding of the Programme by June 2022.

2.6 Role of the Payment Service Providers: Post Bank Uganda, Centenary Bank



The Ministry of Gender, Labour & Social Development uses competitively selected private actors to deliver the grants to older persons. Post Bank Uganda was selected through a competitive bidding process in 2016 to deliver grants to older persons. Post Bank's contract expired in March 2021. Ahead of the national roll out in June 2020, the Ministry together with the development partners run another tender to advertise the role of payment service provider. Centenary Bank won the tender and took over as payment service provider from Post Bank. Between July 2020 and March 2021, Post Bank and Centenary Bank run side by side as Payment Service Providers. However, when Post Bank's contract ran out, then Centenary Bank took over as the sole payment service provider throughout the country.

2.7 Will the Programme have other development partners in future?



It is possible that in future other development partners will come in to support social protection in country. They may come in to fund specific areas of their interest e.g. social protection for child persons with disability, women, and people affected by climate change, epidemics and pandemics and so on. However, it is important to note that even when other development partners come to fund these programmes, they are doing so in support of the Government of Uganda in line with National Social Protection Policy and the third National Development Plan (NDPIII).

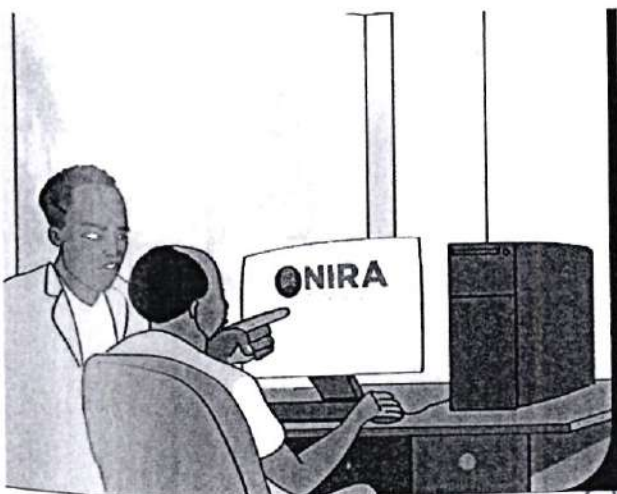
Chapter 3

How the Senior Citizens Grant works: How beneficiaries are identified, selected, registered, verified, enrolled and paid

3.1 Identification & selection of beneficiaries

The Senior Citizens Grant is an old age grant. It targets older persons. The Programme currently uses the National Identification & Registration Authority (NIRA) database for identifying eligible older persons. The Programme derives a provisional lists of potential beneficiaries from the NIRA register of all people who are 80 years and above in a particular sub county. This list is then subjected to verification to ensure that those people meet the selection criteria. The Senior Citizens Grant currently has two categories of beneficiaries. The beneficiaries in the districts that were in the Programme before June 2019, and those that joined the Programme after June 2019 (national rollout).

(a) Beneficiaries joining after June 2019



All new beneficiaries joining the Programme under the national rollout are required to:

- Be 80 years and above
- Be registered with NIRA and hold a valid national ID (those who registered with NIRA but lost their ID cards, or have not picked them are deemed registered as long as they have a NIN). Those whose date of birth was captured wrongly and reflect them as younger than 80, even if they are actually 80 years and above, will be required to first correct the details on their card with NIRA).
- Not receive another government pension

(b) **Beneficiaries in the Programme before June 2017:** These beneficiaries joined the Programme during the pilot and were selected based on achievement of 65 years of age in the rest of the districts (and 60 years in the case of districts in Karamoja region). Beneficiary selection criteria used in the pilot districts at that time, was that one had to be of age, Ugandan and resident in the area for at least a year. The pilot districts were: Amudat, Apac, Kaberamaido, Katakwi, Kiboga, Kole, Kyankwanzi, Kyegegwa, Kyenjojo, Moroto, Nakapiripirit, Napak, Nebbi, Zombo and Yumbe.



(c) **FY 2016/2017 roll out:** In the initial roll out districts (those that joined the Programme starting from Financial Year 2016/17), were selected on the basis of being among the oldest 100 people in the sub county. This means that to be selected in these districts, one had to:

- Be among the oldest 100 people in their sub county of residence,
- Be registered with the National Identification & Registration Authority (NIRA), and posses a national ID
- Be Ugandan and resident in the area for at least a year
- Not receiving any other government pension

Under the national roll out, all older persons selected in category (b) and (c) above remain on the Programme, even if they are not yet 80 years. However, the Programme will also do mop up registration in districts covered under (b) and (c) above to capture all people who have turned 80 in these districts, or who are 80 years and above but may have been missed by the earlier selection criteria for one reason or another, provided they are registered with NIRA

and hold valid national IDs. In (a), (b), (c) at all people newly turning 80 years and at will also be captured as they attain the req age.



3.2 Verification of beneficiaries

Verification is the process where per targeted on the NIRA register are subjected a test to confirm their eligibility, i.e.to con that:

- They are alive
- They are the people whose details are the NIRA list
- They are 80 years and above
- They are not pensioners
- They are registered with NIRA and hav valid national ID

This exercise takes place at the pay point. those who are infirm and not able to come the pay points, the Programme from time time conducts home visits to verify them fr their homes.

3.3 Registration & Enrolment of beneficiaries



Once beneficiaries are verified, the Programme then registers them. Here they fill the provided beneficiary form, which captures their details as provided in the ID register. Once they are registered, the payment service providers capture their biometrics (fingerprints, passport size photos for entry into the payment service provider system. Accounts are then opened for them. Once this is done, then the beneficiary is ready to be paid his/her grant.

3.4 Payment of beneficiaries



The Ministry of Gender, Labour & Social Development from time to time contracts different private sector payment service

providers. In the past, the Ministry contracted MTN who used their Mobile Money system to make payments to beneficiaries.

In 2016, the Ministry contracted Post Bank Uganda to pay using their mobile banking system. In March 2020, and as part of the full national rollout requirements, the Ministry through an open and competitive process contracted Centenary Bank as the next payment service provider, who took over when Post Bank contract expired.

Under the ongoing Covid-19 situation, the processes 3.1 to 3.4 all happen on one day, at the pay point. However, there may be circumstances when these processes have to take place at separate times. When this happens, the beneficiaries and the communities are informed accordingly.

3.5 If a beneficiary has a problem with registration & payments

Generally, there are two types of challenges a beneficiary on the Senior Citizens Grant could face. The first one could be related to payment. For example, a beneficiary goes to the pay point, only to find no money on their account, or less money than expected on the account, etc. These are payment complaints and must be addressed to the payment service provider (Centenary Bank) for action.

The second type of challenge a beneficiary could have is programme related. For example, the beneficiary's name is deleted from the pay roll, or a person who believes they are eligible and should have been selected, but were excluded during targeting and identification. These kinds of challenges should be addressed to the Programme Management unit for action. Experience however shows that a majority of complaints tend to be payment related rather than Programme related. Most of the issues

in Programme category are related with the national ID registration (See section 7.0 for various ID related challenges and solutions).

3.6 When a beneficiary dies

When a beneficiary dies, the family is obliged to report the death to the parish chief. The parish chief will notify the DCDO and the Programme about the death accordingly. Payments to the deceased beneficiary are stopped. If the deceased beneficiary has any balance of funds in his/her account of less than UGX 1 million, the next of kin/alternative recipient will be allowed to withdraw this money, using family/ clan meeting minutes, dully signed by attendees authorising a particular individual to withdraw the deceased benefits on behalf of the family. If, however, the amount exceeds UGX 1 million which is rare, the Bank regulations will apply (then next of kin/family will be required to get powers to attorney of the deceased to access the money).

3.7 Do deceased beneficiaries receive transition grants?

It is important to note that the Programme has stopped payments of the transition allowance (which had been the case during the pilot). When a beneficiary dies, they will not be paid any transition allowance as was the case in the past. The reason for this is that Government of Uganda intends to cover as many older persons as possible with the grant. Once a beneficiary dies they are exited from the list, and the next older person in line by age is entered into the Programme.

Chapter 4

Roles of different offices in SAGE Programme Implementation

Under the ESP Programme, different offices play different roles:

4.1 Members of Parliament:



- Making appropriate and relevant laws for social protection in the country such as the Older Persons Law, etc.
- Appropriate budget to make sure that government puts money into social protection interventions like the Senior Citizens Grant in the national budget
- To monitor releases to ensure that Government releases the money to pay the grants timely and in full.
- To monitor and supervise to ensure that the Senior Citizens Grant reaches beneficiaries who it is intended for, at the right time in their constituencies
- Provide as much information about SCG as possible to beneficiaries and communities

4.2 Resident District Commissioners:



- To monitor and supervise to ensure that the Senior Citizens Grant is delivered well in the district to the rightful older persons
- Ensure security in the district, for the beneficiaries and their communities
- Explain how the Senior Citizens Grant works to the community to ensure that they understand the programme and its implementation
- Provide as much information about SCG as possible to beneficiaries and communities
- Ensure that beneficiaries (especially the very old, deaf, blind and vulnerable) are not cheated at any point of programme implementation
- Ensure that beneficiaries remain law abiding and good members of the communities

- To keep law and order in the district
- To look out for any abuse, cheating, fraud, theft of beneficiary grants or Government funds

4.3 LCV Chairpersons & District Councillors

- To monitor and supervise in the district/sub county to make sure that the Senior Citizens Grant is delivered well, to the right people in the district/sub county
- Explain how the Senior Citizens Grant works to the community to ensure that they understand the Programme and its implementation
- Provide as much information about SCG as possible to beneficiaries and communities
- Using appropriate mechanisms, ensure that they help beneficiaries (especially the very old, deaf, blind and vulnerable) in their communities to understand their entitlements and to ensure that they are not cheated at any point of programme implementation
- Ensure that beneficiaries remain law abiding and good members of the communities
- To keep law and order in their locations
- To report any suspected abuse, cheating, fraud, theft of beneficiary grants or Programme funds to programme management
- Ensure the security of older persons so that they are not exposed to any safety/security risk on account of receiving the SCG

4.4 Chief Administrative Officer (CAO):



government on the Memorandum Understanding with the Ministry Gender, Labour & Social Development is enjoined to ensure all commitments the district in the MoU are met

- As the technical head, is responsible good implementation of the Program in the districts per the terms of Memorandum of Understanding with the Ministry of Gender, Labour & Social Development
- Ensures that the district community development department appropriately mobilises and organizes for efficient smooth payment of the grants in liaison with Centenary Bank and PMU/RTSU
- Provide as much information about SCG as possible to beneficiaries and communities
- Ensure beneficiaries are well mobilised

payments

- Ensure SCG beneficiaries are linked to other social services in the district
- To take action on anyone planning or suspected of abuse, cheated, fraud, steal of beneficiary grants or Programme funds

4.5 District Security Officials (DPC, DISO)



- Ensure security of person and property in the district and locations, including of older persons
- Apprehend and present before the law any unscrupulous individuals who attempt to cheat older persons
- Provide as much information about SCG as possible to beneficiaries and communities
- Ensure that beneficiaries remain law abiding and good members of the communities
- To apprehend anyone planning or suspected of abuse of older persons, cheating, fraud, theft of beneficiary grants or Programme funds

4.6 District/Sub county/Parish Older Persons Councils

- To ensure that the rightful older persons receive the Senior Citizens Grant
- Look out for the most vulnerable older persons who could get excluded to ensure that they are supported to enrol and receive the grant
- Support older persons who may have impediments in accessing the grants e.g. issues related to national ID registration, to resolve these issues so that they are enrolled and start accessing the grant
- Ensure that vulnerable older persons in their jurisdictions are not taken advantage of e.g. those who have alternative recipients actually receive the money they are entitled to, they are not extorted from, etc
- Ensure that older persons are treated with care, dignity and respect at all points of the Programme implementation by payment service providers, ESP Programme staff, District local Government staff

4.7 District Community Development Officer

- To ensure that the Programme is implemented in strict accordance with the established guidelines
- Working with the Senior CDO-SAGE and sub county CDOs, ensure that the district community development department appropriately mobilises and organizes for efficient and smooth payment of the grants in liaison with the payment service provider and PMU/RTSU
- Provide as much information about SCG as possible to beneficiaries and communities
- Adequately mobilise beneficiaries to ensure they are paid on time, and the right

- amounts of money
- To protect and promote the rights of older persons and to ensure that they are treated and served with care, dignity, respect and on time, all the time
- Ensure that client complaints are channelled to the appropriate authority for resolution in a timely manner, and feedback is provided
- To report any suspected fraud, theft, exploitation or other inappropriate behaviour in confidence, without fear of coercion, discrimination or reprisal.

4.8 Senior Community Development Officer-in charge SAGE

Working with the DCDO:

- Ensure that the Programme is implemented in strict accordance with the established guidelines
- Liaising between the DCDO and sub county CDOs, ensure that the district community development department appropriately mobilises and organizes for efficient and smooth payment of the grants in liaison with Post bank and PMU/RTSU
- Provide as much information about SCG as possible to beneficiaries and communities
- Adequately mobilise beneficiaries to ensure they are paid on time, and the right amounts of money
- To protect and promote the rights of older persons and to ensure that they are treated and served with dignity, respect, care and on time by the payment service provider staff and other stakeholders
- Ensure that client complaints are channelled to the appropriate authority for remedial action in a timely manner, and feedback is provided
- To report any suspected fraud, theft, exploitation or other inappropriate

behaviour in confidence, without fear coercion, discrimination or reprisal.

4.9 LC III Chairpersons/Town Clerks & LC III Councillors

- Ensure that the sub county/division implements the Senior Citizens Grant per the terms of the Memorandum of Understanding signed by the district and the Ministry of Gender, Labour & Social Development
- Provide as much information about SCG as possible to beneficiaries and communities
- Ensure that the sub county/division community development department appropriately mobilises and organizes for efficient and smooth payment of the grants in liaison with Post bank and PMU/RTSU
- Ensure beneficiaries are well mobilised for payments
- Ensure SCG beneficiaries are linked to other social services in the sub county
- To keep law and order in the district
- To apprehend anyone planning suspected of abuse, cheating, fraud, theft of beneficiary grants

4.10 Sub County Chiefs (Senior Assistant Secretaries):

- Ensure that the sub county implements the Senior Citizens Grant as per the terms of the Memorandum of Understanding signed by the district and the Ministry of Gender, Labour & Social Development
- Ensure that the sub county community development department appropriately mobilises and organizes for efficient and smooth payment of the grants in liaison with Post bank and PMU/RTSU
- Provide as much information about SCG as possible to beneficiaries and communities

- Ensure beneficiaries are well mobilised for payments
- Ensure SCG beneficiaries are linked to other social services in the sub county
- To keep law and order in the district
- To apprehend anyone planning or suspected of abuse, cheating, fraud, theft of beneficiary grants or Programme funds

4.11 Subcounty Community Development Officers

Working with the DCDO and Senior CDO-SAGE:

- Ensure that the Programme is implemented in strict accordance with the established guidelines
- Working with the DCDO and Senior CDOs-SAGE, ensure that the district community development department appropriately mobilises and organizes for efficient and smooth payment of the grants in liaison with Post bank and PMU/RTSU
- Provide as much information about SCG as possible to beneficiaries and communities
- Adequately mobilise beneficiaries to ensure they are paid on time, and the right amounts of money
- To protect and promote the rights of older persons and to ensure that they are treated and served with dignity, respect, care and on time by the payment service provider staff and other stakeholders at the pay points
- Ensure that client complaints are channelled to the appropriate authority for remedial action in a timely manner, and feedback is provided
- To report any suspected fraud, theft, exploitation or other inappropriate behaviour in confidence, without fear of coercion, discrimination or reprisal.
- Encourage beneficiaries to raise their complaints and grievances through the appropriate channels

- Ensure pre-payment addresses are well delivered to pass the right and necessary information to older persons

4.12 Parish Chiefs

- Ensure that at the community level, beneficiaries are appropriately mobilised and organized for efficient and smooth payment of the grants in liaison with the CDOs
- Adequately mobilise beneficiaries to ensure they are paid on time, and the right amounts of money
- To protect and promote the rights of older persons and to ensure that they are treated and served with dignity, respect, care and on time by the payment service provider staff and other stakeholders at the pay points
- Undertake pay point management to ensure they are well organised, convenient and conducive for offering the service to older persons
- Look out for the most vulnerable of older persons e.g. those with disability, extremely old, etc. to give them priority during payments; where possible provide seats for waiting, etc to make the service responsive to the most vulnerable
- Ensure that client complaints are channelled to the appropriate authority for remedial action in a timely manner, and feedback is provided
- To report any suspected fraud, theft, exploitation or other inappropriate behaviour in confidence, without fear of coercion, discrimination or reprisal.
- Encourage beneficiaries to raise their complaints and grievances through the appropriate channels
- Ensure pre-payment addresses are well delivered to pass the right and necessary information to older persons
- Report deaths of beneficiaries
- Provide feedback to the beneficiaries and

- communities on any issues regarding the SCG
- Ensure smooth processing of Programme documents- death forms,
- Provide feedback to beneficiaries if they raised a complaint or a grievance
- Ensure beneficiaries and the communities have all the information they need know about the SCG

4.13 Religious, cultural, opinion, civil society, community leaders

- Ensure that the beneficiaries are properly mobilised for payments, at every payment cycle
- Look out for the most vulnerable of older persons, to ensure they are not omitted from the Programme
- Provide as much information about SCG as

- possible to beneficiaries and community
- Ensure beneficiaries are not cheated and that they receive the correct amounts of money due to them
- Ensure SCG beneficiaries are linked to other social services in the sub county
- Support beneficiaries to put their grant to good use
- Ensuring that older persons are treated with respect, dignity and care
- Promote strong religious and cultural values of respect to older persons
- Help older persons who have problems accessing their grant to have the issue resolved with the Programme manager

Chapter 5

The Payment Service Providers

For the period 2016-2020, the Ministry of Gender, Labour & Social Development together with development partners UKAID/FCDO and Irish Aid selected Post bank Uganda through a competitive bidding process as the service provider for payments. In March 2020, Centenary Bank was, through another competitive bidding process, selected and over all districts when the Post Bank contract expired in March 2021.

Here are processes that the Bank takes beneficiaries through:

5.1 Enrolment

After eligible beneficiaries have been verified, that is confirmed to be of the eligible age, are alive and not pensioners, they are then entered to the Bank payment systems. Enrolment means that the banks capture the biometric details of the eligible beneficiaries- including passport/ facial photos, fingerprints that are then captured in their systems. This information is used for opening bank accounts for beneficiaries at the Bank.

This is an important part of the registration process, because even if a beneficiary is confirmed and verified to be eligible, but if they are not enrolled with the Bank, they will not receive payments because they remain unknown by payment service providers without these details.

5.2 Payments

Once the beneficiary is confirmed, verified, and enrolled with the payment service provider, it means they can now be paid. Once payments are ready, the Ministry of Gender, Labour & Social Development or the programme fund manager issues instructions to banks to transfer money to beneficiary accounts. Once the accounts are credited, beneficiaries can then be paid.

In principle, beneficiaries receive Shs. 25,000 every month. However, to make it easier for older persons, so that they don't have to come to the pay point every month, and incur costs associated with coming to the pay point (e.g. transport), the Ministry of Gender, Labour & Social Development decided to pay beneficiaries every 2 months-and hence they receive Shs. 50,000 and sometimes shs. 75,000 for 3 months.

5.3 Customer care by Payment Service Providers

The payment service providers play the last mile in the delivery of the Senior Citizens Grant. Their staff/agents directly interact with the clients/ older persons/beneficiaries. Social protection is not just about addressing poverty and vulnerability – it is also about empowerment, participation, justice and building strong citizenship. It is for this reason that the Programme has a human rights approach

of delivering the service. The Programme aims to observe the rights and dignity of the beneficiaries (older persons).

For that reason, the Programme aims to achieve a high quality service delivery at the core of which is treatment of beneficiaries with respect, dignity and care, irrespective of their status in society, condition, education/knowledge levels, age, gender, religious or political affiliation, or any other consideration.

It is therefore expected that all actors-including staff of the payment service provider, Centenary Bank, ESP Programme staff, local government staff, and any other person who is involved in the line of offering the services to older persons provide utmost customer care that maintains the rights, respect, dignity and care of older persons.

If a beneficiary feels that they have been treated without respect, dignity and care, they have a right to complain and demand that they be respected, treated with dignity and care. They also have a right to complain to the Programme management. Members of the community and all leaders in the community should look out for good customer care for beneficiaries, and report to the Programme management where they feel that older persons have not been treated with respect, care and dignity. The Programme Management will take up any such incidences with the management of the Payment Service Providers.

5.4 Mobilising beneficiaries for payments

Mobilisation of beneficiaries for payments is extremely important. Poor mobilisation means that beneficiaries remain unaware of the payments and therefore do not turn up to receive their money, which defeats the purpose

of the Programme. It is therefore extremely important that mobilisation of beneficiaries be well done at every payment cycle.

Although the principle mandate of mobilising beneficiaries for payment lies with the Payment Service provider, the Ministry of Gender, Labour & Social Development/ESP/PMU, the district local government and the entire community network are involved in mobilising beneficiaries for payments.

- At the moment the following channels of communication are used to provide information/mobilise beneficiaries for payments:
- Letters from the ESP/PMU to the Chief Administrative Officer (CAO) announcing the payments
- The Local Government information system from the CAO to the DCDO/Senior CD Sub county CDOs/sub county chiefs/pa chiefs
- Radio announcements
- SMS messages sent on phones of district leaders, local leaders, religious, cultural and opinion leaders
- Messages announced in places of worship (churches, mosques, temples)
- In community events like funerals, weddings, celebrations

All leaders in the community (political, technocrats, religious, cultural, opinion) are encouraged to pass correct information about the Programme using all avenues available to them. Leaders are encouraged to use:

- The pulpit in places of worship on Fridays (for Muslims), Saturday (Seventh Adventists), Sundays (Catholic, Anglican and born again Christian faiths), on prayer days for Bahai etc.
- Speaking opportunities in public events

(community meetings, funerals, weddings, celebrations) to pass information

Regular meetings (district council meetings, LC meetings, teachers meetings, catechists meetings, religious leaders meetings, etc.)

Use church communication tools such as Sunday bulletins, newsletters, radio stations, etc to pass information about payments of the Senior Citizens Grants to mobilise older persons who subscribe to specific faiths, so that they don't miss payment of their grant

5.5 Payment methods

At the moment, Centenary Bank uses their Bank agents through specified pay points. When it is payment time, arrangements are made between the ESP/PMU, the district local government and the bank on a payment schedule by district, by Sub County, by pay point. Beneficiaries are then mobilised to go to the pay points to receive their money from the Centenary Bank agents at the SCG pay points. It is important that beneficiaries are well mobilised to go for their payments in every payment round.

5.6 If not satisfied with Bank services

It is expected that the services by the payment service providers are to the best of their ability in the circumstances. If beneficiaries are not satisfied with services provided by the service providers, they have a right to complain to the Programme Management Unit using available channels.

5.7 Alternative Recipients

Under the SAGE Programme, each older person (beneficiary) is allowed to nominate one person they trust as their alternative recipient, if they wish. The alternative recipient collects the money on behalf of the primary beneficiary (SCG beneficiary) in the event that the primary beneficiary is infirm or unable to go to the pay point to receive their money in person. According to Programme procedures, older persons can change their alternative recipients following established procedure should they have a reason to do so.

However, there is a process to be followed in enrolling an alternative recipient. A beneficiary cannot handpick anyone to send them to the pay point to receive their money. For someone to be enrolled as an alternative recipient, the beneficiary has to fill an alternative recipient forms. The alternative recipients are enrolled following a similar process like the primary beneficiary. They are required to have a national ID from NIRA and to come to the pay point together with the primary beneficiary and have their biometrics (photo, fingerprints) taken by Centenary Bank.

Because of this process, it is not possible for beneficiaries just to send anyone to the pay point as their "alternative recipient." It is important that beneficiaries and those who help them do understand this process. It is because of this misunderstanding of the process of nominating and enrolling the alternative recipient that the payment service providers refuse to honour many people sent to the payments as "alternative recipients."

Chapter. 6

Eligibility Criteria & How Beneficiaries are/were Selected

6.1 An Old Age Grant



The Senior Citizens Grant is an old age grant. The Programme does not segregate by political party affiliation, sex (male or female), religion (Christian, Muslim or otherwise), by tribe or any other differences. As long as one meets the set criteria, they qualify to be on the Programme.

6.2 National Roll Out

In November 2018, the Government of Uganda decided to roll out the grant to all districts in

the country, starting in financial year 2019/20, starting with people who are 80 years and above, registered with the national ID and not receiving any other Government pension. To benefit under the national roll out, one had to meet those three criteria. All older persons joining the Programme after June 2019 will have to fulfil these criteria. These are beneficiaries in the new districts that had not been on the Programme before and new beneficiaries in the older districts who are 80 years and above but had been left out because of the criteria at the time or otherwise.

6.3 Phased roll out districts: 100 per sub county districts (5-2010-2015)

In phased roll out announced by Government in FY 2016/17, the Programme enrolled only the 100 oldest persons per Sub County at any one time; each sub county had only 100 oldest people enrolled on the Programme.

¹The new districts in the national rollout of the Senior Citizens Grant are: Arua, Budaka, Bududa, Bugweri, Buhweju, Buikwe, Bukedea, Bukomansimbi, Bukwo, Bulambuli, Buliisa, Bunyangabo, Bushenyi, Busia, Butaleja, Butambala, Buvuma, Buyende, Gomba, Hoima, Ibanda, Iganga, Isingiro, Jinja, Kabarole, Kalangala, Kaliro, Kalungu, Kampala, Kamwenge, Kanungu, Kapchorwa, Kazo, Kibuku, Kiruhura, Kikuube, Kiryandongo, Kitagwenda, Kyotera, Lira, Luuka, Luwero, Lwengo, Lyatonde, Madi-Okollo, Manafwa, Maracha, Masaka, Masindi, Mbale, Mbarara, Mitooma, Mityana, Mpigi, Mukono, Namisindwa, Namutumba, Ngora, Ntoroko, Ntungamo, Obongi, Nwoya, Oyam, Rakai, Rwampara, Rubirizi, Rukungiri, Serere, Soroti, Sironko, Tororo, Wakiso.

6.4 Pilot district criteria

Selection of beneficiaries in the pilot districts was done between 2011-2015. At the time, the programme was only in 15 districts. All people 65 years and above (60 in the case of Karamoja) were registered and enrolled on the Programme. The criteria for selection were:

- One had to be of old age; men and women- 60 years in Karamoja and 65 years and above in the rest of the country
- One had to be a Ugandan; and lived in benefiting districts for at least one year.
- One had to be known by the community

Over the years, some people have attained the eligibility age, but not enrolled on the Programme. New enrolment in the pilot districts will follow the national rollout criteria.

6.5 When does one stop being eligible

The Senior Citizens Grant is a life grant so once enrolled; a beneficiary receives it until they die. One, however, stops being eligible when they die. The heir of a deceased beneficiary will therefore not be entitled to the Senior Citizens Grant, unless they are eligible on their own accord.

The second way of losing eligibility is if someone wrongly registered on the Programme. For example, if at registration and enrolment the person provided information that made them eligible, and later on it is found that the person (advertently or inadvertently) provided wrong information based on which they were enrolled- and there is new information that renders them ineligible, then such an individual is declared ineligible and removed from the Programme. Such circumstances could include: someone who receives another government pension, are not 80 years. If such people are found to have committed a crime by deliberately providing wrong information about themselves to get registered on the Programme, then they may be prosecuted for criminal offenses.

6.6 Pensioners

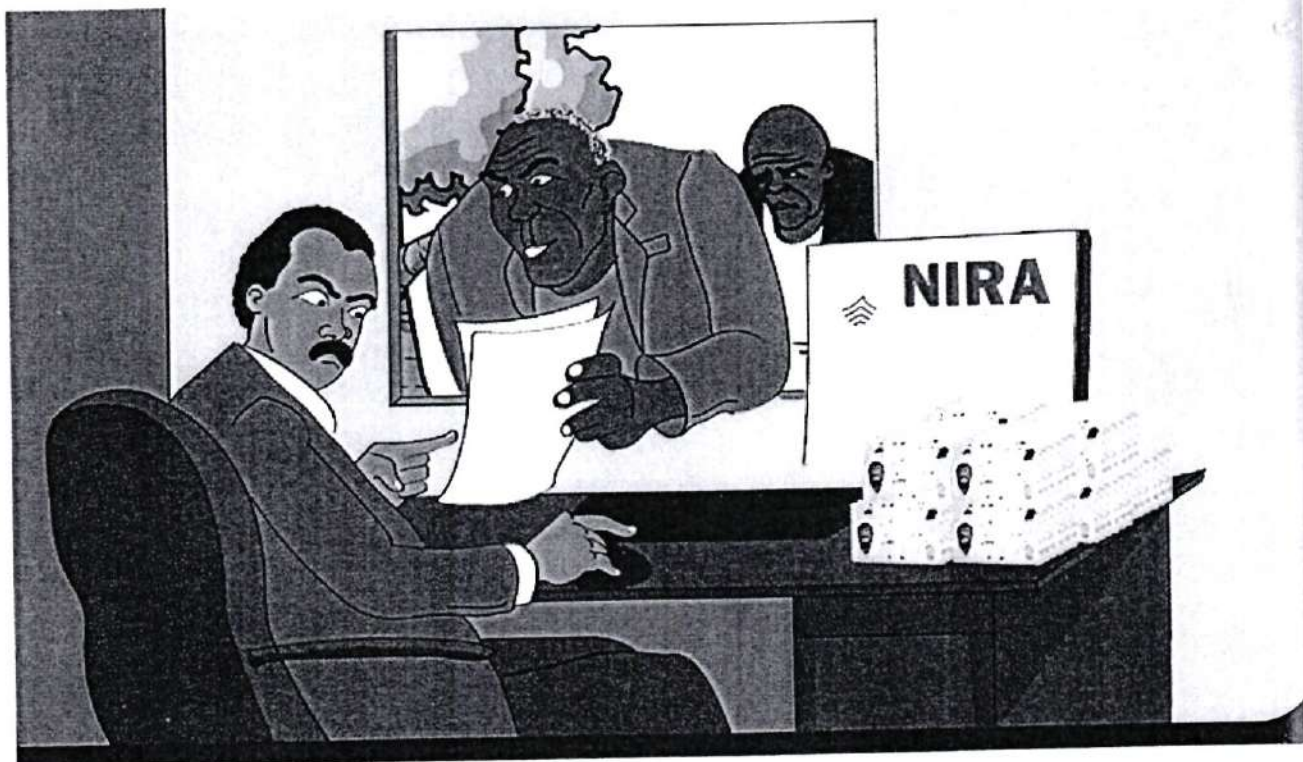
Older person who already receive another government pension are ineligible for the Senior Citizens Grant because that would tantamount to double payment since both the Senior Citizens Grant and another pension are paid from the same source: Consolidated Fund. For this reason, older persons on a government pension are disqualified from the Senior Citizens Grant.

²Districts reached under this approach include: Kaabong, Abim, Kotido, Koboko, Gulu, Pader, Agago, Lamwo, Amolatar, Pallisa, Amuria, Kween, Namayingo, Mayuge, Kamuli, Kayunga, Nakasongola, Kibaale, Kisoro, Bundibugyo, Kitgum, Nakaseke, Kabale, Bugiri, Amuru, Dokolo, Sembabule, Kasese, Sheema and Mubende

³Apac, Amudat, Kole, Kabarama, Katakwi, Napak, Moroto, Nakapiririt, Kiboga, Kyankwanzi, Kyeggwa, Kyenjojo, Nebbi, Yumbe, Zombo

Chapter 7

Common National ID related Challenges and How to Deal with them



7.1 Importance of the National ID

To be enrolled for the Senior Citizens Grant, one must be 80 years and above, registered with NIRA and holding a valid national ID, and must not be pensioners. Registration for the national ID is therefore very important for accessing the grant. Here are common national ID related challenges and solutions to them

7.2 Older persons who are 80 years and above, registered for the national ID, but have since lost their ID cards

Such older persons are considered registered with NIRA as long as they have been allocated a National Identification number (NIN). This NIN remains in the NIRA register. It means that such persons are captured by the SAG process. They therefore are eligible and are

advised to report to get registered and enrolled at the pay points and receive their Senior Citizens Grants. However, they need another identification document which certifies that they are the persons by that name and image in the NIRA register. Such older persons can use other documentation such as driving license, passport, voter's card, etc to confirm their identity against the details available on the NIN.

7.3 Older persons who registered with NIRA but have not yet picked their national ID cards

Older persons who successfully registered with NIRA, and have been allocated a NIN are similarly on the NIRA register but have not picked their IDs such older persons are therefore eligible to be paid their Senior Citizens Grants. They too just need another identification document to certify their identity. They are advised to pick their national ID from NIRA

7.4 Older persons who registered for their national ID in another district, and now reside in a different district

If an older person registered in any other district but are currently residing in a different district,

they will be able to go to any pay point in their current district, to receive their payment, provided that they fully registered with NIRA, and were not paid in the district their ID was registered from.

7.5 Older persons who are 80 years and above, hold a valid national ID but their names don't appear on the SAGE register

Processing payments from NIRA, or NIRA didn't timely enter their data into the registry such older persons are able to report to any pay point and receive their payments after validation of the NIRA Card in consultation with NIRA office. One of the reasons for such scenarios is that the persons registered for the national ID and their details were entered into the NIRA register after the SAGE Programme had extracted data to process payments for a particular round of payments. Their details therefore entered the NIRA register, after SAGE had taken the list of eligible people. Such people remain eligible and will be paid. They are advised to go for registration and enrolled to start receiving their grant, so long as their NIRA documents are found to be genuine.



7.6 Older persons who are 80 years and above, but are NOT registered with NIRA for the National ID

It is a requirement passed by Cabinet that for older persons to benefit from the grant, they must be Ugandans and registered with a national ID. District NIRA offices countrywide are open and every unregistered person is encouraged to go and register. However, given challenges in accessing NIRA district offices by frail older persons, the Ministry through the council for older persons is working out modalities to have the weak and frail older persons registered through NIRA outreaches at lower levels.

7.7 Older persons who are 80 years and above, but a wrong date of birth is captured on their national ID

Change of personal information is a legal matter. Such older persons whose age is wrongly reflected on their national ID, following appropriate procedure, need to apply to NIRA to change their date of birth. However, in the interim, the Ministry through the Council of Older persons is exploring a temporary mechanism to enable them get their ages re-verified based on credible evidence for possible consideration as temporary beneficiaries, as the ideal option of getting IDs corrected is pursued.

7.8 Infirm beneficiaries who are (bedridden) not able to come to the pay point for verification, enrolment and payment

Infirm beneficiaries who are not able to come to the pay point but hold a valid national ID will

be registered and enrolled at their homes. The Ministry/ESP Programme from time to time makes arrangements with the payment service provider to go to the villages/homes to register, enrol and pay such older persons. However, infirm beneficiaries who are not registered for the national ID or whose details on the ID are wrong will have to undergo the processes stated in 7.6 and 7.7 above.

7.9 Persons who are younger than 80 but their age was wrongly captured on NIRA register (making them 80 years and above)

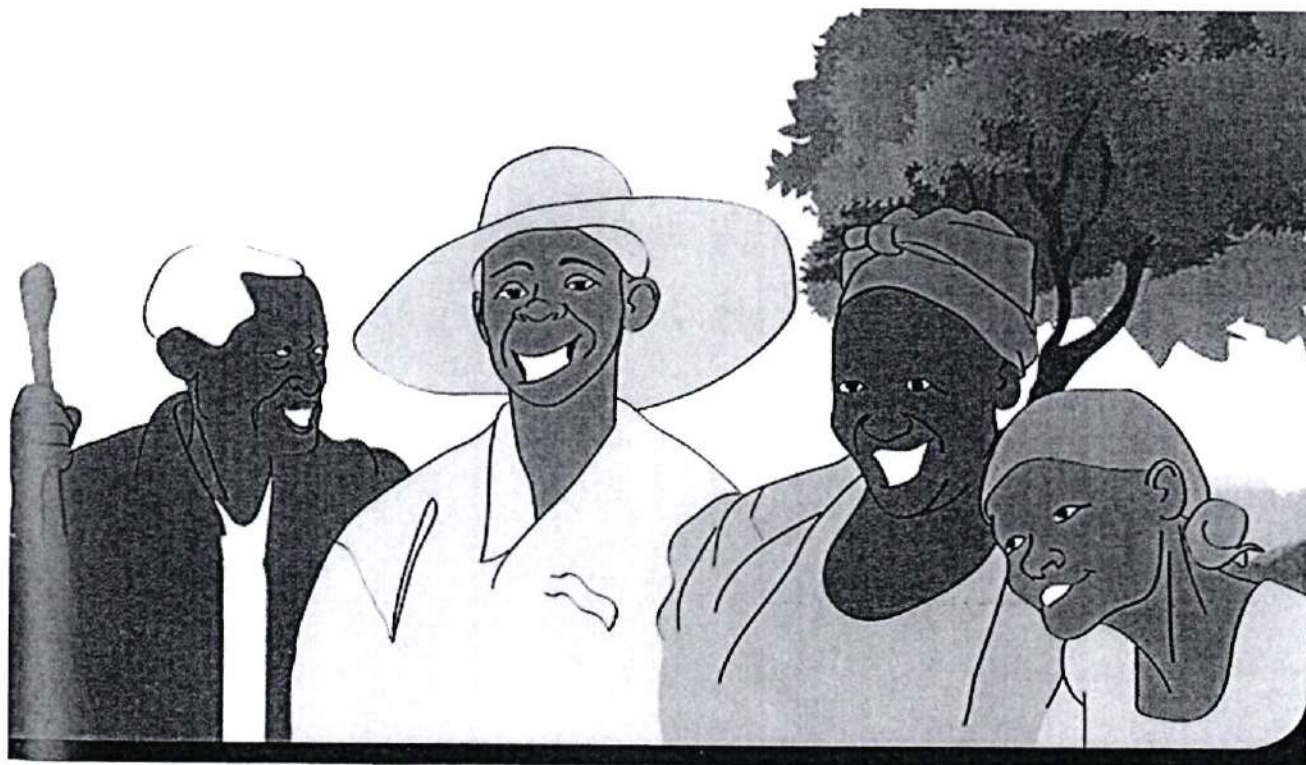
Such persons have been removed when the reported for registration and enrolment, with the help of the local government officials and communities at pay points. If they are absent, they will be removed immediately they are identified. If they are still there, they are required to come forward and declare their status before the Programme finds them.

7.10 Pensioners who were captured and remain on the payroll

Pensioners are not eligible for the Senior Citizens Grant. Pensioners still on the payroll will be removed through the Ministry of Public Service, District Local Governments and the community.

Chapter 8

The Size of the Grant: How much Money?



8.1 The Shs. 25,000

The Government of Uganda pays Shs. 25,000 per month under the Senior Citizens Grant scheme. In the pilot phase, this amount was increased annually to cater for inflation. However, the Ministry of Gender, Labour & Social Development took a decision in 2016 to stop the annual increment. This is for two reasons. Firstly, there was a big demand for the Programme and many older persons remained unreached. It was therefore prudent that Government worked to ensure that more

older persons are covered with the Shs. 25,000 rather than increasing the amount for the few who were already receiving the grant. Now that national rollout has been achieved, but with a cut off age of 80 years, the next task is to lower the age to 70/60. Thereafter, resources permitting, consideration for increasing the amount can be discussed and made.

However, evidence from the pilot shows that even with the Shs. 25,000, beneficiaries can make significant livelihood changes, investments and create bigger impacts in their lives.

8.2 Why Shs. 25,000

This amount was calculated based on what the poorest people in the community spend every month. Secondly, the UGX 25,000 was estimated as what the Government of Uganda realistically could pay at national scale. This sum is determined with sustainability and affordability in mind. However, will more resources in the Government kitty, a consideration will be made to increase this amount at an appropriate time.

8.3 Little Money?

Older persons have called on the amount to be increased while discussions on increasing the amount is welcome emerging evidence from the Senior Citizens Grant and from other countries that pay similar amounts show that a seemingly small amount paid regularly and predictably, makes a huge difference to the lives of poor and vulnerable individuals and families. We can see now that older persons who have received the grants have had significant transformation in their lives and livelihoods. They have made savings, invested in livestock and farming, improved their housing, etc. All this shows, it works. However, when Government resources allow, a consideration for increment will be made.

8.4 Will government add more money?

While it might be true that with more money, the beneficiaries would be able to make more impact. In future, resources permitting, and after all eligible older persons are reached, then

Government might consider increasing the amount and lowering the eligibility age.

8.5 Why doesn't Government pay all the money once annually, or pay whole amount at once?

The Senior Citizens Grant is a social protection instrument aimed at addressing poverty and vulnerability amongst older persons in Uganda. Direct Income Support programmes such as the Senior Citizens Grant are intended to provide regular and reliable transfers of money to vulnerable or excluded citizens.

The idea of the grant is to provide income security by way of direct income support of regular and reliable transfers of money. That is why the money is given in small, regular (every two months), and cannot therefore be paid in a lump sum.

8.6 Older persons in neighbouring countries receiving more money?

It may be true that older persons in similar schemes in other countries receive more money than the Shs. 25,000 under the Senior Citizens Grant. It is however important to realise that each country has different capabilities based on the size of their economy and therefore revenues generated by government. The Government of Uganda decides on an amount that is affordable and sustainable by its economy.

Chapter 9

Beneficiary Complaints & Grievances



9.1 It is your right to complain

A complaint refers to concerns or expressions of dissatisfaction raised by the beneficiaries about aspects of Programme implementation. A Grievance refers to concerns or expressions of dissatisfaction raised by any member of the community about the Programme.

It is important to eligible and beneficiaries of the Programme know that it is their right to raise grievances and complaints and to seek redress/resolution of them. The primary beneficiary, alternative recipient or indeed any member of the community on behalf of the beneficiary can make a complaint.

The Complaints and Grievance (C&G) mechanism is a central element of the SAGE Programme and its implementation. The C&G Mechanism is included in the design and delivery of the Programme. The C&G Mechanisms is put in place in the Programme to ensure that both eligible and actual beneficiaries have a clear understanding of the Programme and where they feel dissatisfied, they follow a clear process to raise their complaints and appeals.

It is important that beneficiaries and the entire community understand the Complaints & Grievance mechanism as part of awareness of their duties, rights and obligations.

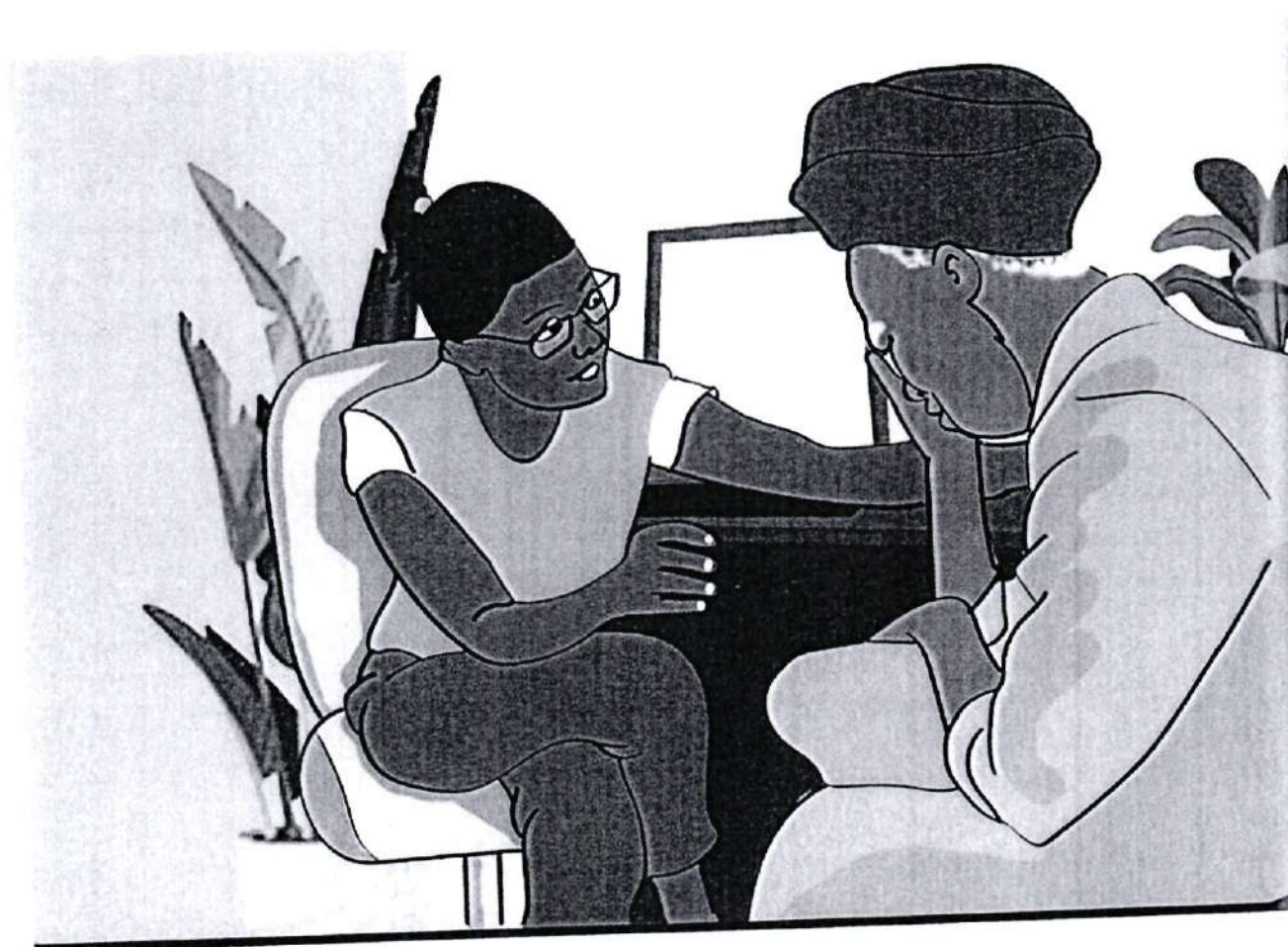
9.2 Types of complaints

There are two types of complaints that a beneficiary can raise. The first type is related to the Programme such as contesting eligibility/ineligibility, if one for example, thinks that they meet all the eligibility criteria but were not selected, or if they were enrolled on the Programme and then reported dead and deleted from the pay roll, yet they are still alive, deactivated for missing validation, etc. These kinds of complaints should be directed to the Programme Management.

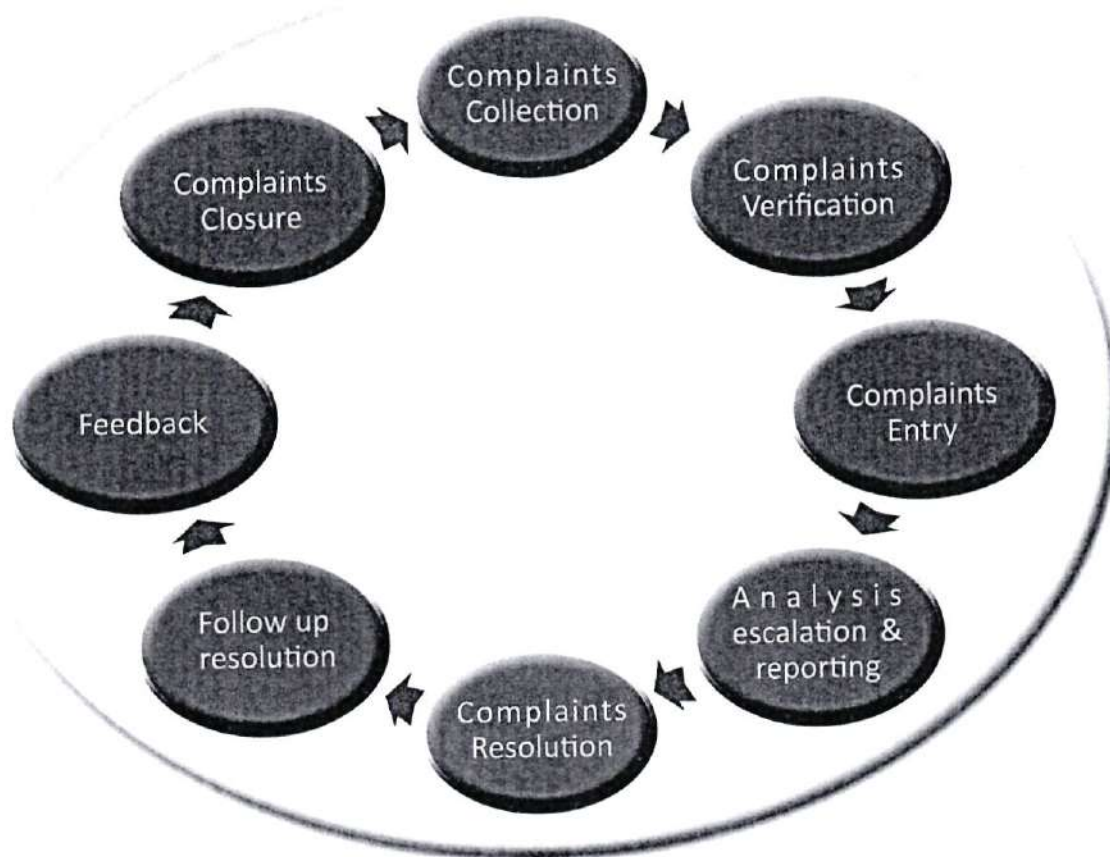
The second type of complaint is related to payments e.g. no money on the account, less money on the account, etc. All these complains should be directed to the payment service providers at the pay point.

9.3 Complaints mechanisms


The Grievance and complaints system comprises people, processes and procures that have been put in place to ensure proper management of complaints & Grievances. The Complaints and Grievance (C&G) system collects/receives complaints, analyses, processes complainants and grievances to generate solutions and provides feedback to the complainant.

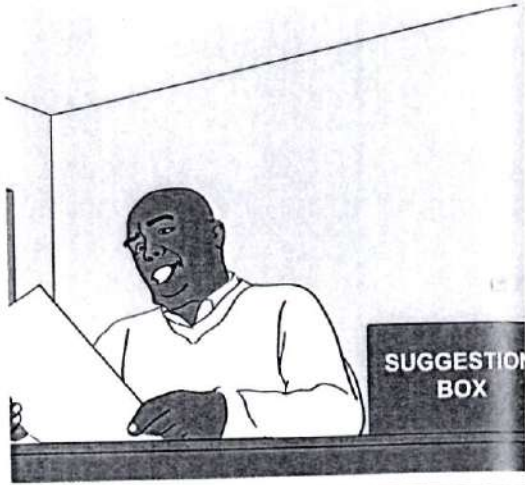

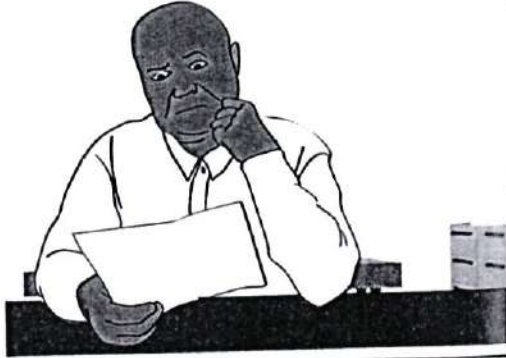



5.4 Complaints Management process



The complaints management process is comprised of eight steps as detailed above and explained below:

Stage	Description
(a) Complaints Collection	<p>Here the issue is raised by the complainant or their representative and is recorded by the pay point administrator. This can be done at the pay point, CDOs office or by the parish chief/CDO who will ask the beneficiary for more details about their complaint and after confirmation that is a valid complaint.</p> 

	<p>The officer then helps the beneficiary fill the details of the complaint into the complaint form and thereafter insert the original yellow complaint form into the complaints box. The complainant is given the green copy of the complaint form and the triplicate (pink copy) stays in the complaint booklet.</p>	
(b) Complaint verification	<p>When the complaints are received at the RTSU offices (from the complaints box or CDO), the RTSU Operations Officer reviews the complaints from their respective districts. The complaint details are crosschecked against the Programme database to determine their validity, completeness and possible actions required for closure or resolution.</p>	
(c) Complaints entry	<p>After the complaint has been verified, the M&E Officer at the RTSU enters the details of the complaint form into the Programme Management Information System (MIS) for reporting, analysis, investigation, resolution and feedback.</p>	
(d) Analysis escalation & reporting	<p>On the 5th of every month, the Senior Programme Officer Complaints and Grievances (SPO C&G) reviews each complaint entered in the previous month, analyses the complaints and submits them to relevant officers for resolution</p>	
(e) Complaints Resolution	<p>The SPO C&G on a weekly basis reminds the complaint resolvers to complete the action required to address the complainant and resolve the complaint within the mandated 30 days resolution timeline.</p>	

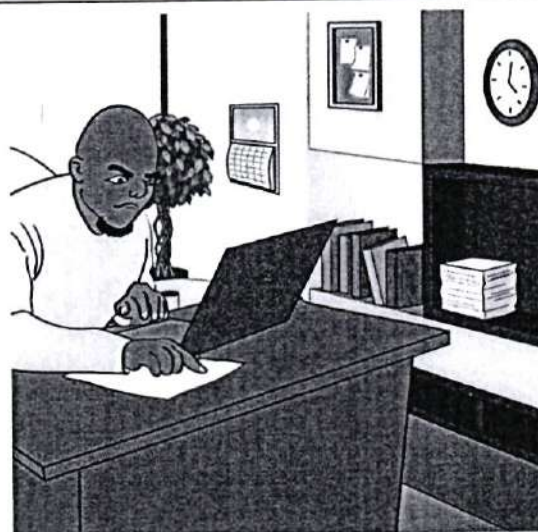
(f) Follow up resolution

At this point, the required action is taken by authorized staff to address the complaint. This is done by the SAGE Operations Coordinator for the Programme complaints and Manager Customer Services for payment complaints.



(g) Feedback

After a complaint has been resolved, the resolvers communicate this to the SPO C&G. The SPO C&G enters this update against each of the complaints in the MIS database. After this is entered into the MIS, the respective RTSU Operations Officer will receive this update immediately through an email and thereafter inform the beneficiary of the outcome/resolution through the CDO and parish chief. Alternatively, at the pay point during the subsequent payment, the resolution feedback is included in the prepayment address.



(h) Complaints Closure

Following the resolution feedback, the pay point administrator will follow up each complaint and beneficiary to confirm that the complaint has been resolved and the beneficiary can access all their entitlements. Once this confirmation is obtained, the pay point administrator informs the RTSU who will feed this post-payment feedback into the MIS and recommend complaint for closure.



9.5 How to make a complaint

A beneficiary or their representative can make a complaint:

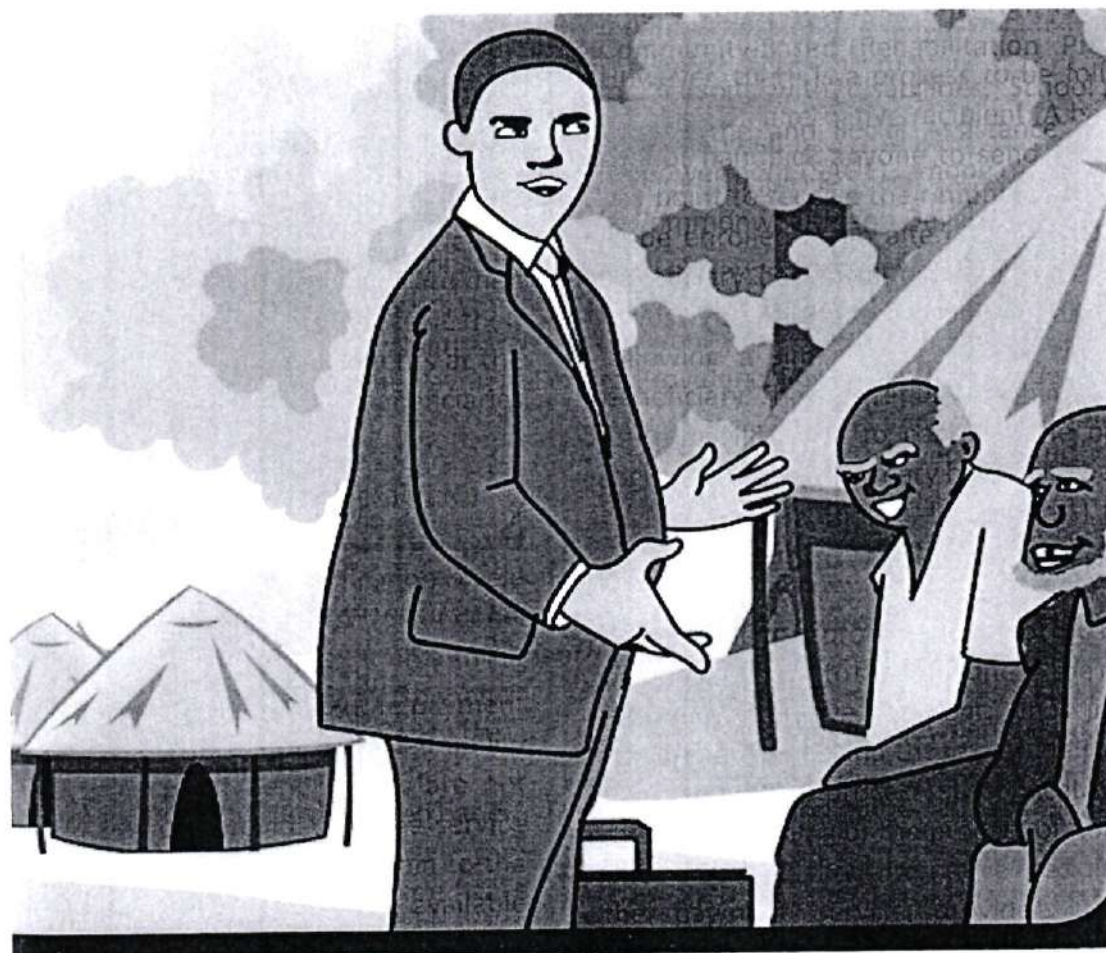
- At the pay point (on a payday/during payments) to the pay point administrator (who can be parish chief, CDOs,). The administrator will fill a form/log in the complaint to the complaints booklet
- Using complaints boxes at pay points
- Calling the Programme Management Unit office
- Sending an e-mail to the Senior Programme Officer, Complaints & Grievances- esp@socialprotection.go.ug
- At the RTSU offices
- Through politicians, a complainant reports to the office of either a Councillor, older persons' executive, Local Council 111 chairperson, Local Council V chairperson, Resident District Commissioner (RDC) or member of parliament (MP).

9.6 Feedback

Once the complaint is received, it is processed by the SPO C&G, who will then cascade the feedback back to the beneficiary using the same mechanisms as the complaints came up. It is expected that within 30 days from the day of logging in a complaints, a beneficiary should have received feedback on actions taken on the issue.

Chapter 10

The ESP Programme Client Charter: Duties, Rights & Responsibilities of Stakeholders



10.1 Empowerment, Human Rights Approach, Strong Citizenship

The Senior Citizens Grant under the Social Assistance Grants for Empowerment (SAGE) is

funded by Ugandan, British and Irish taxpayers and is designed to protect and promote the rights of older people and other vulnerable families to basic social security as provided for in the Ugandan Constitution.

Implementation of SAGE is governed by a range of statutory and administrative instruments including, amongst others: the Constitution of the Republic of Uganda; the Civil Service Code; the Penal Code; The National Council for Older Persons Act 2013, the MoUs between the MGLSD and District Local Governments, institutional policies, and is underlain by the Client Charter of the Ministry of Gender, Labour & Social Development.

In line with the above-mentioned instruments, the SAGE Programme Charter articulates a range of specific Principles, Rights and Responsibilities for the good implementation of the Programme.

Social protection is not just about addressing poverty and vulnerability – it is also about empowerment, participation, justice and building strong citizenship. The SCG grants are targeted at the vulnerable sections of the population with the objective of supporting them to get out of poverty, live dignified lives and empowering them by enhancing their civic awareness and participation. However, the vulnerable individuals and households rarely have a strong understanding of their rights and, often they lack the ability to voice their concerns effectively. For that reason, SAGE seeks to adopt a rights-based approach; where rights of the beneficiaries and the communities where grants are implemented are at the centre of the services of the Programme.

The Charter provides a framework of Principles, Rights and Responsibilities that oblige all SAGE programme actors and activities. All participants' Rights and Responsibilities are clearly defined and recognised. By observing these Rights and Responsibilities, the delivery of the Senior Citizens Grants will be done in a way that is transparent, accountable, allows for participation and involves the most marginalised and vulnerable. If participants' rights under the Charter are breached, they also have the right to a system of redress.

10.2 Core Principles of the SAGE Programme Charter

- **Transparency and accountability;** will be exercised on both the part of the Programme, and on the part of the beneficiaries, community members, civic leaders and other actors. Transparency is here taken to mean acting in a way that is open (disclosure), ensuring all parties are informed at every point of an activity with accurate information. Accountability means being answerable in actions to all parties.

Service delivery quality and client service orientation: The SAGE Programme aims to achieve a high quality service delivery through the accurate targeting of eligible people and the delivery of payments regularly, reliably and accessibly. The Programme and all its service providers and associates will also treat Clients with respect, dignity and care, irrespective of their condition, status in society, education/knowledge levels, age, gender, religious or political affiliation, or any other consideration.

- **Zero tolerance to corruption, fraud, theft and exploitation:** The Programme will not tolerate any attempts to defraud or exploit the Programme, its Clients or any other Programme stakeholder. This includes theft of Client benefits, deliberate targeting of ineligible individuals and the extraction of illegitimate commissions or fees from beneficiaries or potential beneficiaries at any point during programme implementation.
- **Inclusion:** The Programme will strive to ensure that those who are eligible by set criteria will not be excluded by reason of disability and inability, gender, or any other

circumstances that otherwise eligible persons find themselves in

Do no harm: The Programme will strive to ensure that its clients and partners in implementation are to the extent possible, not exposed to harm by reason of accessing or delivering the grant – by way of exposure to infection, personal harm, etc

Grievance handling: The Programme commits to transparent, timely and impartial management of grievances from Clients and other stakeholders. Duties, rights & responsibilities of beneficiaries

10.3 Rights of beneficiaries

- The right to be informed of all their rights and responsibilities, developments and all key policy decisions regarding the Programme
- The right to understand all aspects of the Programme and to make informed decisions
- The right to be treated fairly and with respect and dignity at all times, irrespective of gender, ethnicity, age or any other status.
- The right to privacy and confidentiality
- The right to raise grievances, concerns or complaints regarding the Programme, its staff, local leaders or Programme contractors, at any point of implementation, in confidence, without fear of coercion, discrimination or reprisal
- The right to appeal in case of unfair exclusion from registration.
- The right to opt out of the Programme at any time, if and when one so wishes
- The right to interact with Programme officials and receive information in one's language of choice irrespective of educational attainment, age or gender

10.4 Duties/ Responsibilities of Beneficiaries under the Programme

- To give correct, complete and accurate information for purposes of enrolment and any other use for implementation of the Programme. Intentional provision of incorrect, wrong or incomplete information by beneficiaries or their caretakers on behalf of beneficiaries, with the aim of misleading the Programme is criminal and will be dealt with according to the guidelines of the Programme and the Laws of Uganda.
- Observe Programme guidelines at all times: Beneficiaries who attempt to defraud the Programme through uttering false documents, presenting themselves for payment more than once during a payment round, etc will be named, shamed and suspended from the Programme
- To ensure that as much as possible they understand the Programme, how it works and their entitlements so that they cannot be lied to, cheated or misled
- To safeguard their Programme property such as cards at all times and never to hand them over to anyone else except at the pay point for the purpose of their approved payment
- To use every method in their means to check their money at pay points to ensure that they receive what they are entitled to, or owed, and are therefore not cheated
- To ensure that they report to the Programme managers immediately if they believe they have been cheated, misled or lied to regarding the grants or the Programme
- To complain through the designated channels if they feel their rights have been violated or they have been discriminated against in any way or treated in disregard of the Principles of the Programme

- To ensure that they nominate a reliable, trustworthy and credible person as their alternative recipient in the event that they are not able to collect the grants themselves
- Ensure that the nominated alternative recipient is duly enrolled with Post bank
- To ensure that they put the grant money they receive into lawful and good use
- To report any acts of fraud, theft, exploitation or other such acts

10.5 Duties/responsibilities, rights & of Alternative Recipients

- Ensure that once they are nominated by the primary recipient, they meet all the official conditions for enrolment process with Payment Service Providers
- Deliver all money due to the primary beneficiary at all times
- Ensure the primary beneficiary is duly and correctly informed about their accounts-balances, arrears if any, etc.
- Keep the primary beneficiary in their best interest.

10.6 Rights of Alternative Recipients

- The right to be treated fairly and with respect and dignity at all times, irrespective of gender, ethnicity, age or any other status.
- The right to raise grievances, concerns or complaints regarding the Programme, its staff, local leaders or Programme contractors, at any point of implementation, in confidence, without fear of coercion, discrimination or reprisal
- The right to a fair hearing
- The right to opt out of being an alternative

recipient, when one so wishes

- The right to interact with Programme officials and receive information in one's language of choice irrespective of educational attainment, age or gender

10.7 Rights, Duties/ Responsibilities of community members (and all associations and groups, including CBOs, local NGOs, cultural & religious institutions, etc) towards the Senior Citizens Grant:

In addition to the duties, rights and responsibilities of the Senior Citizens Grants programme beneficiaries set-out above, residents of communities benefitting from the Programme (including non-beneficiaries) have the following additional rights and responsibilities:

- The right to raise grievances, concerns or complaints regarding the Programme, its staff, beneficiaries, local leaders or Programme contractors, in confidence and without fear of discrimination or reprisal
- The right to security and non-disruption of livelihoods and privacy in the community
- The responsibility to ensure that they help beneficiaries most of whom are old, deaf, blind, helpless in their communities to understand the Programme, their entitlements and to ensure that they are not cheated at any point of programme implementation
- The responsibility to keep law and order in their locations
- The responsibility to report any acts of fraud, theft or such acts that may cause loss to beneficiaries or the Programme to the Programme management

10.8 Rights & Responsibilities of the District Local Government C1-LCV5 in their district, sub county, parish or village

10.9 The rights of the local government leaders under the Programme

- The right to be informed of the principles and their responsibilities in the Programme.
- The right to understand all aspects of the programme and to make informed decisions and appropriately guide the communities
- The right to raise any grievances regarding Programme implementation in their districts, sub counties, parishes with the programme managers for resolution without fear of coercion, discrimination or reprisal.
- The right to be heard on any matter regarding the Programme

10.10 Responsibilities of the local government leaders

- The responsibility to ensure that they understand the Senior Citizens Grant programme and its implementation
- The responsibility to ensure that they help beneficiaries (especially the very old, deaf, blind and vulnerable) in their communities to understand the Programme, their entitlements and to ensure that they are not cheated at any point of programme implementation
- The responsibility to mobilise the beneficiaries for payments
- The responsibility to ensure that beneficiaries remain law abiding and good members of the communities
- The responsibility to keep law and order in the locations

- The responsibility to immediately report to the Programme managers any suspected abuse, cheating, fraud, theft of beneficiary grants or Programme funds

10.11 Rights, Duties & responsibility of the Payment Service Provider and their staff

10.12 Rights of Payment Service Providers' (Centenary Bank) staff

- The right to be informed timely about Programme implementation in their regions of work
- To be informed of proper payment procedures
- To be treated with respect by beneficiaries, local government officials and Programme staff.
- To receive adequate support in the organisation of pay points from local government staff.
- To be reasonably safe and secure in the process of exercising their duties.

10.13 Responsibility of Payment Service Providers' staff

- To ensure that they pay beneficiaries on time and only in designated places. This to include avoiding inconveniencing beneficiaries through late coming on paydays.
- To provide at least 48 hours written notification of any suspended or delayed payments to the district. Failure to do so may result in implementation of contractual provisions relating to liquidated damages.
- To treat beneficiaries, community members and other stakeholders with

respect, care and dignity at all times with due consideration given to the needs of elderly, infirm, deaf or blind clients.

- To ensure that all payment transactions are conducted openly and transparently at pay points, in the presence of beneficiaries and authorised witnesses.
- To refrain from fraudulent or otherwise inappropriate behaviour by personnel at pay points
- To immediately report any acts of fraud, theft or such acts that may cause loss to beneficiaries or the Programme
- To maintain and retain good and proper records in support of all Senior Citizens Grants client transactions.

10.14 Duties, rights & responsibilities of ESP staff (PMU/RTSU)

10.15 Rights of Programme staff

- To be adequately informed of their responsibilities and procedures to be adopted in the administration of the Programme

- To be treated with respect and dignity at all times
- To be reasonably safe and secure in the process of exercising their duties of supporting payments

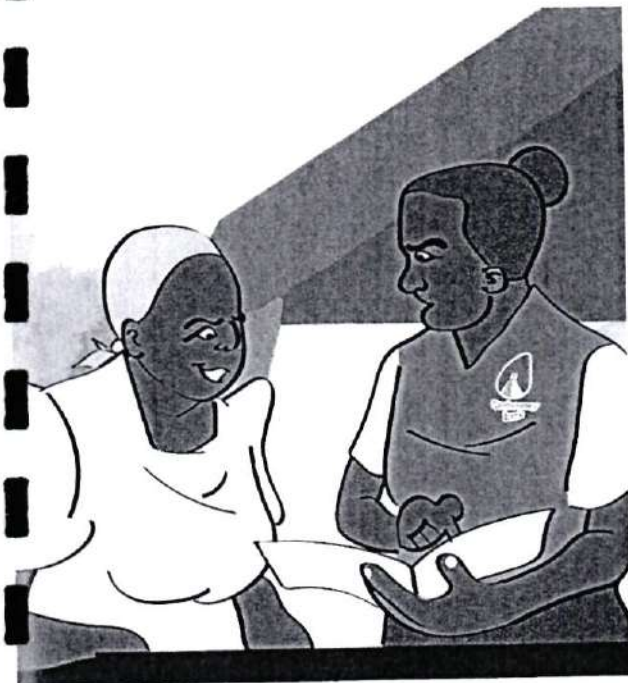
10.16 Responsibilities of the ESP Programme staff

- To protect and promote the rights of Senior Citizens Grant beneficiaries.
- To ensure that the Programme is implemented in strict accordance with the established guidelines. This specifically to include ensuring that: registration mechanisms are free from discrimination or exploitation of any sort, no illegitimate fees or commissions are charged to beneficiaries for accessing SAGE services.
- To ensure payment delivery is closely supervised as per programme guidelines
- To ensure beneficiary complaints are channelled to the appropriate authority in a timely manner
- To immediately report any suspected fraud, theft, exploitation or other inappropriate behaviour in confidence, without fear of coercion, discrimination or reprisal.

Chapter 11

How to get your beneficiary information

11.1 Your account balance



At every payment, a beneficiary is issued with a transaction chit, showing how much has been paid out to them. To know your account balance, please ask the Centenary Bank staff/agent at the payment van/pay point during the payment free of charge. Alternatively, a beneficiary can go to a Centenary Bank branch near them. Note however that they may be charged for this service if they go to the banking halls.

11.2 Programme payment cycles/schedules

The Ministry of Gender, Labour & Social Development has designated that beneficiaries will be paid their grant every two months. However, when government releases delay or not made in full then the Ministry retains the right to manage payment including paying some districts as others wait for the next release.



When payments delay, the ESP/PMU and the district local government will inform beneficiaries and other stakeholders accordingly through SMS messages, radio announcements, or other forms of communications. Should a beneficiary however need to inquire about a delayed payment, they should get in touch with the office of the District Community Development Officer in their district or the parish chief of their village.

Chapter 12

A brief on the National Social Protection Policy

12.1 Introduction to the National Social Protection Policy

In Uganda, different population groups, irrespective of their socio-economic status, face various risks and vulnerabilities associated with age, gender, disability, health, employment, poverty, environmental and natural disasters. These risks and vulnerabilities could render anyone unable to meet their basic needs like food, clothing, housing, health care and education thereby leading undignified lives. Every Ugandan needs guarantee of social protection across their lifecycle.

Through the National Social Protection Policy, the Government of Uganda intends to put in place a National Social Protection system that addresses these risks and vulnerabilities.

12.2 Elements of the National Social Protection system

In Uganda, the policy defines the social protection system as comprising of two pillars: Social security and social care and support services. Social security refers to protective and preventive interventions to mitigate factors that lead to income shocks and affect consumption among the economically active population.

Social Care and Support Services, on the other hand, are a range of services that provide care support, protection and empowerment to vulnerable individuals who are unable to fully care for themselves.

12.3 Social security

Under Uganda's Social Protection Policy, the social security pillar is in turn composed of two elements: Direct income support and social insurance. Direct Income Support is non-contributory (that is beneficiaries do not contribute to it directly) regular, predictable cash and in-kind transfers that provide relief from deprivation to the most vulnerable individuals and households in society. Examples of direct income support include older persons grants/pensions such as the Senior Citizen Grants, disability grant, child grants, etc. Cash for work schemes such as NUSAF III also fall under the direct income support.

Social insurance on the other hand is contributory arrangements (beneficiaries contribute to it) to mitigate livelihood risks and shocks such as retirement, loss of employment, work-related disability and ill health. Examples of social insurance schemes in Uganda include the Public Service Pensions Scheme (PSPS), the National Social Security Fund (NSSF) and Parliamentary Pensions Scheme and other

schemes by different institutions that are aimed at collecting savings from members to help them deal with risks and vulnerabilities in their lifecycle. The National Health Insurance scheme also falls under this pillar.

12.4 Social Care and Support services

Social care and support services provide support to people who are not able to take care of themselves. This includes such services as child protection, care for older persons and the chronically sick, community-based rehabilitation for persons with disabilities, asylums for victims of gender based violence.

12.5 Progress on some elements of the social protection system

The government is currently in the processing of implementing, starting or reviewing the different elements of the national social protection system. Here are some examples:

- **The Senior Citizens Grant-** this element is under the Ministry of Gender, Labour & Social Development- the government is currently reaching 150, 129 older persons in 47 districts around the country with the grant. Because of its impacts and popularity both Parliament and Cabinet have made resolutions that the grant should be rolled out to the whole country. Given competing government priorities, the Ministry of Finance, Planning & Economic Development and that of Gender, Labour & Social Development are in consultations on the best modality to achieve national roll out of the Senior Citizens Grant. When that decision is arrived at, the country will be informed.

- **National Health Insurance Scheme—under the Ministry of Health:** The Ministry has drafted the National Health Insurance Services Bill is awaiting debate and passing by Parliament. The Bill seeks to ensure that everyone resident in Uganda has a health insurance; as a social safety net, but also to mobilize resource to improve health services. If passed, Government will put in place a scheme where different categories of Ugandans will contribute to access health insurance services.
- **Liberalisation Social Security Bill-Under Ministry of Finance, Planning & Economic Development.** The objective is mobilise more savings from social security, increase coverage/number of people covered by social security, better governance of saving for sustainability; generate savings for investment and ensure adequate retirement income for working Ugandans. The Bill was presented to Parliament but was recalled for further consultations, improvement.
- **Informal sector social security coverage:** Until now, social security has only covered people working in the formal sector (employed and earning a salary). People in the informal sector e.g. private business had no cover, even if they actually had income to contribute. Now some developments have happened in that area, for example, the National Social Security Fund (NSSF) has introduced a voluntary informal scheme where people in informal employment can contribute for their social security. The Uganda Retirement Benefits Regulatory Authority (URBRA) has also licensed two informal schemes- Mazima Voluntary Individual Retirement Scheme and KACITA Provident Fund.
- **Cash for work-** NUSAF III is essentially cash for work Programme; which transfers cash to people through public works.

- **Public Service Reforms-** one of the three pillars of the pension reform under Ministry of Public Service. The idea is to reform the Public Service Pensions to introduce a contributory system while guaranteeing pensions for Government employees, create a Public Service Pension Fund to be managed professionally and efficiently, and make changes to the parameters that determine the level of pensions in the existing arrangement to achieve long-term sustainability

12.6 Importance of social protection to national development

Social protection is fundamentally important for Uganda's development because it provides a platform upon which individuals can build inclusive, resilient, productive and sustainable livelihoods. This way people lead secure, more productive, empowered and dignified lives, to contribute to and benefit from the country's economic growth.

Social protection is therefore important for Uganda's aspirations for socio-economic transformation and development. It supports the attainment of middle-income status. Income security, basic care and protection for the most vulnerable citizens is essential for stimulating local economies, supporting political stability as well as building and protecting the human capital necessary for sustained growth and development. Provision of social protection is both a catalyst for, and an indicator of a country's middle-income status.

There is therefore need to build a national consensus for the development of the national social protection system through the different elements of the system.

Chapter 13

Implementing the Senior Citizens Grant in the context of Covid-19

13.1 Covid-19 & SCG Implementation

With the outbreak of COVID 19 and subsequent lock down measures put in place by the Government in March 2020, the Programme initially had to suspend beneficiary payments. This was intended to provide time to re-work the Programme delivery mechanisms to ensure that payments and new registration procedures are compliant with the National Health Standard Operating Procedures (SOPs) issued by the Ministry of Health and guidelines provided by the Government and the Covid-19 National Task Force.

The SOPs are intended to ensure that payments and enrolments of older persons are undertaken without exposing them to the risk of contracting Covid-19. The revised Programme SOPs were approved by the Covid-19 National Task Force. Following the approval of the SOPs, the Programme in partnership with the District Task Forces on COVID 19 and the district local government leadership resumed operations and service to SCG beneficiaries on 4th June 2020. These SOPs continue to be observed.

13.2 Standard Operating procedures -New Principles

In line with the new Standard Operating Procedures (SOPs), the Programme developed

the following principles to be adhered to at all Programme activities (enrolment& payments)/ Pay points:

- Limiting physical contact, to the extent possible, (so as to reduce risk of exposure) between actors in all the processes
- De-congestion: Have as few people as possible) at the pay/redemption points, at a time- to observe allowable social distancing at every point (4 metres).
- Provide timely information to all stakeholders (District COVID-19 task force, Payment Service Provider, etc.) for timely decision making and the community for behaviour change
- Shorten/Reduce transaction time at every process
- Use of Personal Protective Equipment (Masks, gloves)
- Practice of object, hand and respiratory hygiene (hand washing/sanitizing surfaces, etc)
- Do no harm principle: No beneficiary, his or her family, community, and other stakeholders should enhance risk/exposure/spread/contaminate anyone.
- Full involvement of the District COVID-19 Task force in the implementation and monitoring of the exercise
- Reduce sharing surfaces

13.3 Adherence to SOPs in line with MOH Guidelines at the pay points

The following procedures have been introduced at pay points and have to be adhered to strictly:

- All actors - beneficiaries/alternative recipients, bank staff, district local government and Programme staff are required to wear face masks at all times while at the pay points
- All beneficiaries/alternative recipients wash their hands at the entrance and after receiving money from the bank staff
- Bank staff, Programme and district staff sanitize their hands and shared surfaces regularly after serving every beneficiary
- Beneficiaries to stand/sit 2 meters away from bank staff and 4 meters away from each other.
- At all times, all people at the pay point must observe social distance of 4 meters from each other.
- Temperature checks of all people entering the pay point done by health workers at the pay point entrance.
- No biometric verification will be used to avoid contact with surfaces of biometric scanners.
- After receiving the money, beneficiaries sanitize/wash their hands and go home right away. Staying at the pay points to chat after receiving payments is not allowed.

THE REPUBLIC OF UGANDA
IN THE HIGH COURT OF UGANDA AT KAMPALA
(CIVIL DIVISION)
MISC. CAUSE NO. 86 OF 2022

INITIATIVE FOR SOCIAL AND ECONOMIC
RIGHTS (ISER) LTD..... APPLICANTS
THE UNAWANTED WITNESS (U) LIMITED
HEALTH EQUITY AND POLICY INITIATIVE LIMITED
VERSUS

1. ATTORNEY GENERAL
2. NATIONAL IDENTIFICATION REGISTRATION
AUTHORITY (NIRA)..... RESPONDENTS

THE 1ST RESPONDENT'S AFFIDAVIT IN REPLY

I, Paul Mbaka of C/O the Attorney General's Chambers, Baumann House
Plot 7, Parliament Avenue P.O. Box 7183 Kampala, do solemnly make oath
and state as follows:

1. THAT I am a male adult Ugandan of sound mind, the Assistant
Commissioner Health and Information Management. I am a
Digital Health Specialist. I swear this affidavit in that capacity.
2. THAT I have read the contents of *Miscellaneous Causes*
2022 and the Affidavits of Kiira Brian Alex, Odun
Achom Sarah and Madundu Mary deposed by the

7. THAT I know that a secure, inclusive and accessible method of uniquely identifying and authenticating healthcare users overtime across different health facilities is critical to achieving the goal of universal health care.
8. THAT the potential for ID systems is advancing public health management systems has been highlighted by the World Bank in its report titled "the Role of Digital Identification for Health Care: The emerging Use Cases" (available at <https://documents1.worldbank.org/curated/en/595741519657604541/The-Role-of-Digital-Identification-for-Healthcare-The-Emerging-Use-Cases.pdf>)
9. THAT the above mentioned World Bank report revealed that streamlining identity management and integrating a foundational ID system improves patient management, insurance administration and data collection. In Estonia, for example, adopting the country's national electronic identify document (eID) as a unique patient identifier has increased the efficiency and accuracy of health data, reduced the administrative burden of doctors and facilitated new services such as an e-prescription system that leverages the eID's digital signature capability. In Botswana, various programs to address the HIV/AIDs crisis have used the national ID to uniquely identify patients and enable an

advanced monitoring system that has increased patient retention and facilitated evaluation and scale up.

10. THAT I know that Uganda is a member of the World Health Organization which has recognized the use of the foundational ID in the provision of health care services. The purpose of the foundational ID is not exclude individuals from health care but rather to help in patient care and management.
11. THAT I know that a foundational ID is also one of the key tools for an efficient national health insurance system which Uganda is seeking to achieve.
12. THAT I know that in the Ministry of Health's clinical documentation and primary documents used for data collection, health care workers sometimes ask patients to identify themselves and the National Identity card (NID) is the preferred method of identification however it is not compulsory for one to present a NID to access public health services. If a patient does not have a NID the health care worker asks them for any other form of identity and if they don't have any, they will just take their name and offer them the service.
13. THAT I know of so many scenarios in the health care sector where it is impossible to identify someone by any means but the

health care center is still mandated to provide the requisite health care.

14. THAT I know that the medical workers are bound by their conduct of code and oath to provide health care without any discrimination based on identify or otherwise.
15. THAT I know that even vaccines including COVID 19 vaccines are freely available to everyone in Uganda including non-nationals. The MOH freely vaccinates everyone from DRC, South Sudan etc.
16. THAT in specific response to paragraphs 28 and 37 of the affidavit of Kiira Brian Alex, I am not aware of any announcement, statement or proclamation by the MOH that the National Identity card would be a mandatory requirement to access public health services.
17. THAT I know the Ministry of Health's Patient Charter 2019 requires health care be accessible and provided to all without discrimination on account of health status, race, ethnicity, age, sex, sexuality, disability, language, religion, national origin, income, or social status.

18. THAT in specific response to paragraph 37 of the affidavit of Kiira Brian Alex, I know that there is not a single public health facility where a patient is required to identify themselves using biometrics such a fingerprint scanners or card readers. The MOH only uses biometrics for monitoring attendance of health workers which system is also just being rolled out.
19. THAT in specific response to paragraphs 4, 5 of the affidavit of Odur Anthony, I am not aware of any policy or National health information management system which requires patients to be identified only by the NIN or NID. The only integration that the MOH has with NIRA is for purposes of reporting births and deaths.
20. THAT in specific response to paragraph 6, 10 and 11 of the affidavit of Odur Anthony, I know under MOH's Health Management Information Management System, there is no requirement for any unique form of identification. While the system provides for a NIN as one of the identifiers of a patient, it also provides for alternative means of identification such as driver's license. As a matter of fact, the column for NIN on the Out-Patient Registration Form is always left blank. *(Attached is a sample of an Out-Patient Registration form for Nyero HCIII Kumi District marked PM1)*

21. That the contents of the affidavits of Achom Sarah and Madundu Mary are not correct. The MOH does not discriminate patients on the basis of identity or otherwise.
22. THAT it is just and equitable and in the interest of justice that this Application be dismissed with costs.
23. THAT I swear this Affidavit in opposition of the Application, the declarations and Orders sought therein.
24. THAT I know that whatever I have stated herein above is true and correct to the best of my knowledge save for the paragraphs whose source of information has been disclosed.

SWORN at Kampala this ^{23rd} day of ^{September} 2022

By the said PAUL MBAKA


DEPONENT

BEFORE ME


COMMISSIONER FOR OATHS

Drawn and Filed by:
Attorney General's Chambers

Baumann House, Plot 7, Parliament Avenue
P.O. Box 7183,
Kampala.
Email: jeffrey.atwine@justice.go.ug

Exhibit Affidavit

THE REPUBLIC OF UGANDA
IN THE HIGH COURT OF UGANDA AT KAMPALA
(CIVIL DIVISION)
MISC. CAUSE NO. 86 OF 2022

ALP Advocates
P.O. Box 28611, Kampala
★ 14 OCT 2022 ★
RECEIVED
11:20 a.m.

1. INITIATIVE FOR SOCIAL AND
ECONOMIC RIGHTS (ISER) LTD]

2. THE UNWANTED WITNESS (U) LIMITED]

3. HEALTH EQUITY AND POLICY
INITIATIVE LIMITED]:..... APPLICANTS

VERSUS

1. ATTORNEY GENERAL]

2. NATIONAL IDENTIFICATION AND
REGISTRATION AUTHORITY]:..... RESPONDENTS



2nd RESPONDENT'S AFFIDAVIT IN REPLY

I, Jaume DUBOIS c/o the Attorney General's Chambers, Baumann House Plot 7, Parliament Avenue P.O. Box 7183 Kampala, do solemnly make oath and state as follows:

1. **THAT** I am a male adult French of sound mind and a senior digital identity consultant working with consulting ID30, I swear this affidavit in that capacity.
2. **THAT** I am a senior digital identity consultant, with 20 years field experience on Digital Systems, including 10 years on Government ID systems deployed in Africa and Latin America for issuance of electronic ID cards, electronic and biometric passports, Digital ID, Health electronic ID Card and Border Control systems.
3. **THAT** I am an expert on Identity Ecosystem deployed around the world, and I am aware of Uganda and India's Aadhaar Ecosystem.
4. **THAT** with the help of Attorneys in the Attorney General's Chambers, I have read the application and the affidavit in support of the application deposed by Dr. Reetika Khara in support thereof and I respond as follows;
5. **THAT** paragraphs 1, 2, 3, 4, 5. 6, 7, 8, 9 of the affidavit of Dr. Reetika Khara are noted.

6. THAT in further response to the affidavit in support of the application sworn by Dr. Reetika Khera, I know from my expertise, knowledge and research that Uganda's Identity Ecosystem is substantially different from India's Aadhaar identity ecosystem. What distinguishes the two systems is the fact that they operate under different social demographics, economic backgrounds and social and political contexts, structure, purpose, scope, technologies, implementation processes and procedures, legislative and regulatory contexts.

7. THAT particularly, the two systems differ materially in the following ways;

- i. The Indian system is primarily a digital system and its end purpose is online Identity verification against the database using biometrics, whereas Uganda's ID Ecosystem is a system whose end product is a physical ID card which can be verified in the absence of any technology.
- ii. Uganda's ID Ecosystem has a different legislative context than India's ID Ecosystem; notably, Uganda enacted protective legislation for its ID system prior to implementation of the system. India's Aadhaar Ecosystem was implemented without authorizing legislation for a period of almost 6 full years.

- iii. Uganda has modern, EU-compatible data protection regulations and has robust legal and regulatory framework to ensure security and privacy of collected personal information including but not limited to the 1995 Constitution of Uganda (as amended), Data protection and Privacy Act 2019, The Registration of Persons Act 2015, The Computer Misuse Act, 2011 The Electronic Transactions Act 2011 an independent Data Protection Office in place as of 2019. India does not have a national data protection law, nor does it have a Data Protection Authority.
- iv. Uganda's ID Ecosystem is a classic, ID-card based system that provides reliable identity. It is not a digital-first system that is designed as a "digital stack" or a fully digital backbone. India's Aadhaar ID Ecosystem is the world's largest digital ID ecosystem because of its large scope and its digital service delivery over a nationwide digital backbone, which was built into its original design. Uganda's system is not a "digital first" ID ecosystem and as such is not similar to India's Aadhaar ID Ecosystem in its architecture. It also has different functionality due to the differences in the architecture.

8. **THAT** these are some of the key distinguishing features that make the Ugandan ID Ecosystem different from the Indian Aadhaar Ecosystem and as a result due to these differences; the experience, application, impact and challenges experienced by the Ugandan system are accordingly unique and distinct from those experienced by the Indian Aadhaar Ecosystem.

9. **THAT** whereas the two systems bear minor similarities, for example, both the Indian Aadhaar Ecosystem and Uganda ID Ecosystem are mandatory for government services, these similarities are minor in nature and do not make the two systems similar in such a way as to make the experiences of each system automatically applicable to the other.

10. **THAT** the differences notwithstanding, the Uganda ID Ecosystem has not experienced the same exclusion and discrimination problems that have characterized the Indian Aadhaar ID system.

11. **THAT** whereas the exclusion problem in India included ever-increasing mandatory requirements for the use of the Aadhaar in commercial settings large and small, the Ugandan ID Ecosystem has not had a blanket mandatory application of the system and the requirements for the use of the ID system have been for specific services as opposed to all services.

12. THAT the background to the Indian Aadhaar Ecosystem and its eventual problems of exclusion is as follows:

- a. The Indian Aadhaar Ecosystem was built by the Unique Identification Authority of India (UIDAI) beginning in September 2010 and thereafter the system was scaled rapidly. *

(Aadhaar Enrolment Dashboard, https://www.uidai.gov.in/aadhaar_dashboard/registrars.php and <https://www.deccanherald.com/video/national/99-adult-population-enrolled-in-aadhaar-uidai-ceo-1061517.html>)

- b. The system functions as an open identity verification system that can be utilized with any digital application that requires an individual to prove who they are.

- c. India's Aadhaar ID Ecosystem has an enrollment of 1.3 billion individuals, which accounts for 99% adults eligible to be enrolled onto the system. *

- d. The system is a digital-first, nationwide ecosystem and that was meant specifically for digital services delivery. It forms a flexible, real-time, national digital backbone upon which all of India's citizens of all ages can effectuate service delivery digitally and at a low cost. The system is operative in large cities, and also reaches into very small villages due to the

structure of the digital backbone, which also works on mobile devices.

- e. For enrollment onto the Indian Aadhaar ID Ecosystem, individuals submit demographic information and biometric particulars such as an iris or finger scan via fingerprint scanners, iris scanners, and cameras used for enrollment that are certified by Standardization, Testing and Quality Certification (STQC) and the Unique Identity Authority of India (UIDAI) all of which are connected to the UIDAI designed standard Application Programming Interface (API).
- f. After the enrollment data is encrypted and checked against a centralized registry of identities thereafter an approved individual will acquire a 12-digit unique number that is attached to the biometric and demographic data. The combination of these elements provides the identification.
- g. The initial Indian Aadhaar ID Ecosystem did not initially provide physical ID cards to individuals, because the system was conceived of as an entirely digital system. Eventually, physical cards were provided as a convenience, but the system itself is still a digital-first system, UIDAI, See: *(Enrolment Ecosystem,* <https://uidai.gov.in/ecosystem/enrolment-ecosystem.html>*).*

- h. The Indian Aadhaar ID Ecosystem handles nearly one billion authentication transactions per day, which can be observed in a near real-time daily tracking dashboard here: (https://uidai.gov.in/aadhaar_dashboard/auth_trend.php)
- i. At the time the Indian Aadhaar ID Ecosystem was conceived, designed, built, installed, fully implemented and in use for 6 years there was an absence of relevant legislation and policy to provide administrative and procedural control for smooth and effective administration of the system.
- j. Considering the large coverage of the Indian Aadhaar ID Ecosystem, the lack of an early and robust regulatory framework proved to be a considerable policy problem for the effective management and oversight of the system and its data.
- k. Further, at the time of conception of the Indian Aadhaar ID Ecosystem, India did not have a national data protection law in place during the time the Indian Aadhaar ID Ecosystem was being built, and to date has not yet passed a national data protection law. As a result, there is a lack of overarching data protection in India. See, Soumyarendra Barik, *Explained: Why the Government has withdrawn the Personal Data Protection Bill, and what happens now*, Indian

Express, August 6, 2022,
<https://indianexpress.com/article/explained/explained-sci-tech/personal-data-protection-bill-withdrawal-reason-impact-explained-8070495/>).

- l. The problems continued at the time of enrolment for the Aadhaar system in 2010. There were no applicable regulations to provide guidance and guardrails for the Aadhaar Ecosystem and as a result it suffered from function creep.
- m. In 2016, the Aadhaar Act was passed, and it created a mandatory requirement for eligible citizens to enroll onto the Aadhaar Ecosystem but did not constrain uses of the system to simply essential government services but extended them beyond this remit.
- n. The system, which had already overstepped typical ID system boundaries, suddenly required mandatory use of the Aadhaar for numerous and increasing commercial uses — but without any constraints on the retention or resale of the data. Because of these policies, the system lost the public trust and a lawsuit was brought before India's Supreme Court challenging the system.

o. The commercial application of the Indian Aadhaar Ecosystem came under challenge in the case of Justice K.S. Puttaswamy (Retd.) and Anor Versus Union of India and Others Writ Petition (Civil) No. 494 of 2012 which was heard before the Supreme Court in 2018.

p. In a landmark decision delivered on September, 26th 2018, the Supreme Court struck down Section 57 of the Aadhaar Act which prevented private sector companies, such as banks, telecom companies, and other commercial entities, from onboarding new customers without the Aadhaar ID, and further prohibited commercial entities from storing the Aadhaar data.


q. The Indian Supreme Court however retained the mandatory use of Aadhaar for certain government services, such as filing taxes, but struck down the requirement for mandatory use of Aadhaar in other areas. The Court further directed the Government of India to enact legislation aimed at providing data protection.

r. Whereas, the decision was helpful in relaxing the mandatory nature of the Aadhaar ecosystem, there remained multiple challenges. The foremost challenge was the lack of comprehensive data protection legislation and a regulatory

environment that effectively governed the implementation of the Aadhaar Ecosystem, including the data processed and contained within the Aadhaar ecosystem.

- s. As a result of the absence of a safe and enabling regulatory environment, the Indian Aadhaar Ecosystem suffered from issues relating to breach of privacy, fraud and data breaches from 2010- 2018.
- t. Recently however, the UIDAI has implemented multiple technical mitigations to address the above mentioned problems, including federation and back-end database tokenization mechanisms to improve the privacy and security of its central repository of identities, and to protect it from improper access and use. Additionally, the UIDAI has made available VID (Virtual IDs) which would allow AADHAAR enrollees additional protections against traceability across databases. These among other improvements have led to the establishment of the Aadhaar ID Ecosystem of 2022 which has been deeply changed and updated on a technical and policy level, and those changes have improved it greatly and made the system more secure.

13. THAT the aforementioned background for the development and implementation of the Indian Aadhaar ID Ecosystem stands in



stark contrast to the background for the development of the Ugandan ID Ecosystem.

14. THAT whereas the Indian Aadhaar ID Ecosystem did not have in place effective legislation at its inception and during its implementation, the Ugandan ID Ecosystem has always had a robust regulatory framework at its inception and during its implementation and had laws in place namely: The Registration of Persons Act 2015, The Registration of Persons Regulations of 2015. The Registration of Persons (Access and Use of Information Regulations) 2015, the 1995 Constitution of Uganda (as amended), Data protection and Privacy Act 2019, The Registration of Persons Act 2015, The Computer Misuse Act, 2011 The Electronic Transactions Act 2011.

15. THAT the Ugandan ID Ecosystem is characterized by inter-agency cooperation, that is, cooperation between Uganda's National Identification Registration Authority and Uganda Registration Services Bureau, the Electoral Commission, the Directorate of Citizenship and Immigration Control, and other regulatory bodies. This cooperation ensures that the Ugandan ID Ecosystem functions seamlessly and in concert with systems that were already existing prior to the enrollment of Ugandan citizens on the Ugandan ID Ecosystem in 2014.

16. THAT following the establishment of the Ugandan National ID Ecosystem, Parliament empowered the National Identification and Registration Authority (NIRA) to be the lead authority for identity-related activities in 2015 with new legislation. NIRA is also specifically charged with developing a National Identification Register of the country's citizens and legally resident non-citizens.

a. THAT in specific response to paragraph 20 ,21 ,22 ,23 ,24 ,25 ,26 ,27 ,28 ,29 ,30 ,31 ,32 ,33 ,34 ,35 ,36 ,37 ,38, the experiences highlighted are not applicable nor relevant to Uganda

17. THAT I swear this affidavit in opposition of the application, the declarations and orders sought therein.

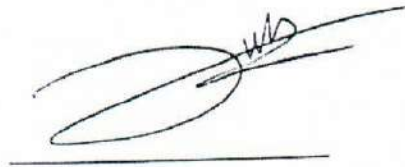
18. THAT I know that whatever I have stated herein above is true and correct to the best of my knowledge save for the paragraphs whose source of information has been disclosed.



SWORN at Marseille/France by the said

Jaume DUBOIS

this 30 day of September, 2022



DEPONENT

BEFORE ME:

Vu pour la certification de la signature de M. Jaume Dubois
le 30 septembre 2022.



Drawn and Filed By
Attorney General's Chambers
Plot 7, Baumann House, Parliamentary Avenue
P.O Box 7183
KAMPALA
Email: jeffrey.atwine@justice.go.ug

To Be Served on
M/S ALP Advocates
Lotis Towers 5th Floor,
Plot 16 Mackinnon Road, Nakasero
P.O Box 28611, Kampala
info@alp-ea.com

1



THE REPUBLIC OF UGANDA
IN THE HIGH COURT OF UGANDA AT KAMPALA
(CIVIL DIVISION)
MISC. CAUSE NO. 86 OF 2022

1. INITIATIVE FOR SOCIAL AND ECONOMIC RIGHTS (ISER) LTD
2. THE UNWANTED WITNESS (U) LIMITED
3. HEALTH EQUITY AND POLICY INITIATIVE LIMITED]:.....

APPLICANTS

VERSUS

1. ATTORNEY GENERAL
2. NATIONAL IDENTIFICATION AND REGISTRATION AUTHORITY]:.....

RESPONDENTS

THE 2nd RESPONDENT'S AFFIDAVIT IN REPLY

I, MAKWASI SULEIMAN WANZALA of C/O the Attorney General's Chambers, Baumann House Plot 7, Parliament Avenue P.O. Box 7183 Kampala, do solemnly make oath and state as follows:

1. **THAT** I am a male adult Ugandan of sound mind, the District Registration Officer of Busia District employed by the 2nd Respondent and I swear this affidavit in that capacity.
2. **THAT** I have read the contents of *Miscellaneous Cause No. 86 of 2022* and the Affidavits deposed in support thereof and I have had the

same explained to me by Attorneys in the Attorney General's Chambers and I respond thereto as follows;

3. **THAT** I know that the 2nd Respondent makes no admission to any of the contents in the Affidavits in support of the Application.
4. **THAT** in addition I have read and understood the affidavit of Aume Ketula, Nafula Jesca, Ajambo Buluma and Anyango Malisela deponed in support of the application to which I respond as follows;
5. **THAT** I am currently employed as the District Registration Officer in Busia District and I am aware of the workings of the 2nd Respondent's office located in Busia District.
6. **THAT** the contents of paragraph 1, 2, 3, 4 and 7 of the affidavit in support of the application sworn by Aume Ketula are noted and the 2nd Respondent shall contend that the contents therein are not within its knowledge.
7. **THAT** the contents of paragraph 1, 2, 3, 4, 5, 9 and 10 of the affidavit in support of the application sworn by Nafula Jesca are noted and the 2nd Respondent shall contend that the contents therein are not within its knowledge.
8. **THAT** the contents of paragraph 1, 2, 3, 4 and 8 of the affidavit in support of the application sworn by Ajambo Buluma are noted and

the 2nd Respondent shall contend that the contents therein are not within its knowledge.

9. **THAT** the contents of paragraph 1, 2, 3, 4 and 7 of the affidavit in support of the application sworn by Anyango Malisela are noted and the 2nd Respondent shall contend that the contents therein are not within its knowledge.
10. **THAT** in reply to paragraph 5 of Aume Ketula's affidavit in support of the application, I know that the application ID Number indicated therein is of Auma Ketula who registered for the National Identification Card on 11th June 2021 (**A copy of her Enrollment Form is hereto attached Marked "A"**).
11. **THAT** reply to paragraph 6 of Aume Ketula's affidavit in support of the application, I know that there is no evidence on record in the National Identification Register showing that Aume Ketula a born of 8th June 1938 registered for a National Identification Card.
12. **THAT** in reply to paragraph 7 of Aume Ketula's and paragraph 8 of Nafula Jesca's affidavits in support of the application, I know that the 2nd Respondent carries out weekly outreach activities in Busia wherein we set up mobile units for the purpose of taking bio data from all persons including the disabled, elderly and the sick.

13. **THAT** the decision to carry out these outreach activities is informed by information received from the Local Council Chairperson and relatives who identify people that need to be enrolled onto the register and the respective areas/ communities that they reside in.
14. **THAT** upon identifying the people/ communities requiring registration onto the 2nd Respondent's database, the information is relayed to the 2nd Respondent District Office and an outreach activity is accordingly organized.
15. **THAT** in further reply to paragraph 7 of Aume Ketula's, paragraph 8 of Nafula Jesca's, paragraph 7 of Ajambo Buluma's and paragraph 6 of Anyango Malisela's affidavit in support of the application I know that the 2nd respondent's office in Busia District is located in Madibira B Village South West Ward, Western Division, Busia Municipality. I also know that Mundaa B Village where Aume Ketula resides is approximately 1.5 kilometers from the 2nd respondent's office.
16. **THAT** in reply to paragraph 6 and 7 of Nafula Jesca's Affidavit in support of the application I know there is no evidence on record in the National Identification Register to show that Nafula Jesca a born of 21st December 1940 registered for the National Identification Card.

17. **THAT** in reply to paragraph 8 of Nafula Jesca's Affidavit in support of the application I know there is no evidence on record in the National Identification Register to show that Nafula Jesca a born of 21st December 1940
18. **THAT** in reply to paragraph 5 and 6 of Ajambo Buluma's affidavit in support of the application I know that there is no evidence in our record show that the Ajambo Buluma applied for a National Identification Card.
19. **THAT** in reply to paragraph 5 of Anyango Malisela's affidavit in support of the application I know that Anyango Malisela did not indicate any contact details or any other caretaker on her application or enrollment form (**Attached hereto is the form Marked "B"**)
20. **THAT** in further reply to paragraph 5 of Anyango Malisela's affidavit I know that in cases where the applicants do not indicate their contacts or contact person we go ahead and inform the Local Council Chairpersons, parish Chiefs, subcounty chiefs and we take the cards physically to them to identify their people and get directions on where to find them and the 2nd Respondent's team goes ahead to issue the National Identity Cards to them.
21. **THAT I** know that whatever I have stated herein above is true and correct to the best of my knowledge save for the paragraphs whose source of information has been disclosed.

SWORN at Kampala this...^{29th}...day of Sept..... 2022

By the said **MAKWASI SULEIMAN WANZALA**


DEPONENT

BEFORE ME


COMMISSIONER FOR OATHS

Drawn and filed by;

Attorney General's Chambers
Baumann House, Plot 7, Parliament Avenue
P.O. Box 7183,
Kampala.

A

FORM 3

CHILD

ADULT ☒

(Tick Appropriate)

Application for Registration and National Identification

Card

Registration of Persons Act, 2015
(Please Use Capital Letters)

Enrolment Location



2P6SYZV

PART A.

1 Personal Information

Surname

AKUMA

Given Name

KETULA

Other Names

Maiden Name

Sex

Male ☒

Female ☐

Date Of Birth (DD/MM/YYYY)

07/06/1938

Tick If Estimated

Email

Home Phone No

Mobile No. (For Extra, Fill additional Form)

Contacts

Highest Level Of Education

Occupation

PEASANT

Disabilities

Blind ☐

Deaf ☒

Physical ☐

Profession

Religion

Mental

PROTESTANT

Dumb

2 Place of

(Tick Appropriate)

Local ☒

Foreign ☐

Country

UGANDA

District

County

SAMIA-BULIWE

Sub-County

Parish/Ward

NANCIWE

Village

Street

Plot / House No.

Number of years at this address

60 District of Previous Place Of Residence

Postal Address

3 Place Of Birth

(which place were you born from? include district up to parish, village and hospital)

Country

UGANDA

District

County

SAMIA-BULIWE

Sub-County

Parish/Ward

NANCIWE

Village

City/Town

BUSIA

Health Facility

Weight at Birth (Kg.)

(Kg.)

Time of Birth (hh:mm)

Parity of child (in regard to Mother)

(1st, 2nd, 3rd born etc.)

4 Place Of Origin

Country

UGANDA

District

County

SAMIA-BULIWE

Sub-County

Parish/Ward

NANCIWE

Village

Indigenous Community/Tribe

ABACIWE

Clan

ABANYANGA

By Birth ☒

By Registration ☐

By Naturalization ☐

Citizenship Type

Dual Citizenship ☐

Citizenship acquired before 1995 Constitution other than the above stated ☐

Citizenship Certificate Number (if Naturalization, Registration or Dual)

If Dual, state Citizenship and the other Nationality

Passport Information

Passport Number

File Number

PART B.

(to be filled for Adult Registration only)

5 Voter's Information

Preferred Polling Station

Place of Residence

Place Of Origin

Polling Station Name

ABACIWE (VILLAGE) OF UGANDA

Marital Status

Married ☐

Single ☐

Divorced ☐

Widowed ☐

Separated (Tick Appropriate) ☐

6 Spouse Details

Surname

Given Name

Maiden Name

Other Names

Previous Name

National ID Number (NIN) or Application ID

By Birth ☐

By Registration ☐

By Naturalization ☐

Citizenship Type

Dual Citizenship ☐

Citizenship acquired before 1995 Constitution other than the above stated ☐

If Dual, state Citizenship and also state other Nationality

Place of Marriage

Date of Marriage (DD/MM/YYYY)

Type of Marriage

Civil ☐

Religious ☐

Cultural ☐

Customary ☐

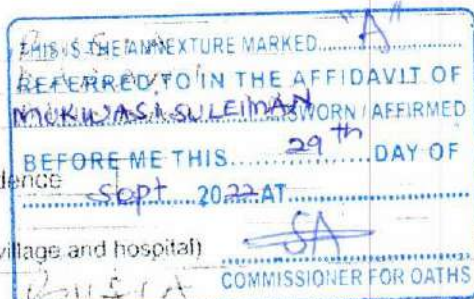
Marriage Certificate Number

Other Spouses (on separate sheet)

Yes ☐

No ☐

If yes, Number of other spouses



PART C.

7 Father's details

Surname

Given Names

Previous Names

Other Names

Maiden Names

National ID Number (NIN)

ID Document Number

Citizenship Type

By Birth

By Registration

By Naturalization

Dual Citizenship

Citizenship acquired before 1995 Constitution other than the above stated

Citizenship Certificate Number (if Naturalization, Registration or Dual)

If Dual, state Citizenship and also state other Nationality

Living Status

Alive

☒

Deceased

Unknown

Occupation

Father's Place Of Residence

Country

UGANDA

District

County

SAMIA - BUCHE

Sub-County

Parish/Ward

DABANI

Village

Street

Street/House No.

Father's Place Of Origin

Country

UGANDA

District

County

SAMIA - BUCHE

Sub-County

Parish/Ward

DABANI

Village

Street

Street/House No.

8 Mother's details

Surname

AFWANTO

Given Names

MONICA

Other Names

Maiden Names

Previous Names

National ID Number (NIN)

ID Document Number

Citizenship Type

By Birth

By Registration

By Naturalization

Dual Citizenship

Citizenship acquired before 1995 Constitution other than the above stated

Citizenship Certificate Number (if Naturalization, Registration or Dual)

If Dual, state Citizenship and the other Nationality

Living Status

Alive

☒

Deceased

Unknown

Occupation

Mother's Place of Residence

Country

UGANDA

District

County

SAMIA - BUCHE

Sub-County

Parish/Ward

DABANI

Village

Street

Plot / House No.

Mother's Place of Origin

Country

UGANDA

District

County

SAMIA - BUCHE

Sub-County

Parish/Ward

DABANI

Village

Street

Street / House No.

9 1st Adoptive/Guardian's details

Surname

Given Name

Occupation

Other Names

Passport No (A must for Foreigners)

National/Alien ID Number (NIN/AIN)

ID Document Number

Citizenship Type

By Birth

By Naturalization

Dual Citizenship

Citizenship acquired before 1995 constitution other than the above stated

Citizenship Certificate Number (if Naturalization, Registration or Dual)

If Dual, state Citizenship and also state other Nationality

Guardian's Residential Address

Country

District

County

Sub-County

Parish/Ward

Village

Street

Street / House No.

PART D

Form Section to be retained by GOU at the Sub-
(Child being Registered)

2P6SYZV

1 Personal Information

Application ID

Surname

Given Name

Maiden Name

Sex

Male ☒ Female ☐

Date Of Birth (DD/MM/YYYY) 09 06 19 38

Place of Birth

2 PART E. DECLARATION OF BIRTH AND CHILD PARTICULARS

(to be filled by Parent/Guardian)

I declare that the information above to the birth of the child/applicant and particulars above is true and correct and that I know this of my own knowledge.

Signature/Thumbprint of Parent/Guardian

Date of Declaration

3 Applicants' Personal Information

(If Child, Person Registering Child)

Surname

Other Names

Given Names

Previous Name

Maiden Name

Nationality

Residence Status

Citizen

Alien Resident

Foreigner

(tick as appropriate)

Support Documents

Passport

National ID Card

(tick as appropriate)

National/ Alien Identification Number (NIN/AIN)

Sex

Female ☐

Date Of Birth (DD/MM/YYYY)

Applicants Role/Capacity

Mother ☐Father ☐Guardian ☐

Others (specify)

School Name (where child is being registered)

Applicants Signature

Date (DD/MM/YYYY)

4 PART F. FOR OFFICIAL USE ONLY

CITIZENSHIP APPROVALS

i. Local Council 1 (LC 1) or Village Elder

Names

GUSIND ZERVABERI

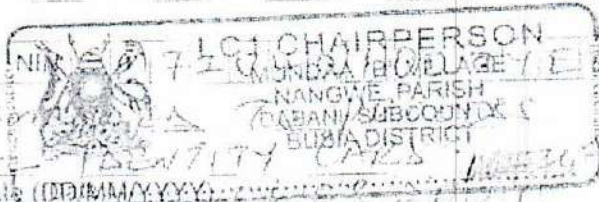
Comments

SHE IS HIGHLY RECOMMENDED AND OBTAIN A NATIONAL IDENTITY CARD

Signature

[Signature]

Date (DD/MM/YYYY)



ii. District Internal Security Officer (DISO) / Sub County Chiefs

Names

BIRUASHA HLOSOS

Comments

True Review of

Signature

[Signature]

5 Registration Officer

Names

[Signature]

Citizenship Type

By Birth ☒By Registration ☐By Naturalization ☐Dual Citizenship ☐

Citizenship acquired before 1995 Constitution other than the above stated

If Dual, state Citizenship and also state other Nationality

Documentary Proof

Passport

By Certificate

Voters Card

LC Letter

(Tick Appropriate)

Others specify

Preliminary Citizenship Assessment

Approved ☒Deferred ☐Rejected ☐

Comments

Signature

[Signature]

Date (DD/MM/YYYY)



'B'

FORM 3

CHILD

ADULT



(Tick Appropriate)



CHAIKAB

Application for Registration and National Identification Card

Registration of Persons Act, 2015
(Please Use Capital Letters)

PART A.

Enrolment Location

1 Personal Information

Application ID

11438500038VW

Surname

ANYANGO

Given Name

MAWSELA

Other Names

Maiden Name

Sex

Male



Female

Date Of Birth (DD/MM/YYYY)

01/01/1939

Tick If Estimated

Email

Home Phone No.

Mobile No. (For Extra, Fill additional Form)

Contacts

Highest Level Of Education

Profession

Occupation

PEASANT

Religion

CATHOLIC

Disabilities

Blind

Deaf

Physical

Mental

Dumb

2 Place of

(Tick Appropriate)



Local

Foreign

Country

UGANDA

District

County

SAMIA-BUGWE

Sub-County

Parish/Ward

NANGWE

Village

Street

Plot/House No.

Number of years at this address

83 District of Previous Place Of Residence

Postal Address

3 Place Of Birth

(which place were you born from? include district up to parish, village and hospital)

Country

UGANDA

District

BUSIA

County

SAMIA-BUGWE

Sub-County

DABANI

Parish/Ward

NANGWE

Village

MUNDAA 'B'

City/Town

BUSIA

Health Facility

Weight at Birth

(Kg.)

Time of Birth(hh:mm)

Parity of child(in regard to Mother)

(1st,2nd,3rd born etc..)

4 Place Of Origin

Country

UGANDA

District

BUSIA

County

SAMIA-BUGWE

Sub-County

DABANI

Parish/Ward

NANGWE

Village

MUNDAA 'B'

Indigenous Community/Tribe

ARABWE

Clan

NANDUNGA

Citizenship Type

By Birth



By Registration

By Naturalization

Dual Citizenship

Citizenship acquired before 1995 Constitution other than the above stated

Citizenship Certificate Number(if Naturalization,Registration or Dual)

If Dual, state Citizenship and the other Nationality

Passport Information

Passport Number

File Number

PART B.

(to be filled for Adult Registration only)

5 Voter's Information

Preferred Polling Station



Place of Residence

Place Of Origin

Polling Station Name

MUNDAA CHURCH OF UGANDA

Marital Status

Married

Single

Divorced

Widowed

Separated (Tick Appropriate)

6 Spouse Details

Surname

MAKOH-A

Given Name

JACKSON

Other Names

Maiden Name

Previous Name

National ID Number (NIN) or Application ID

By Birth



By Registration

By Naturalization

Citizenship Type

Dual Citizenship

Citizenship acquired before 1995 Constitution other than the above stated

If Dual, state Citizenship and also state other Nationality

Place of Marriage

Date of Marriage (DD/MM/YYYY)


Type of Marriage

Civil

Religious

Cultural

Customary

Surname	MANGOLI				
Given Names	DAVID			CHAIKAB	
Previous Names				Other Names	Maiden Names
National ID Number (NIN)				ID Document Number	
Citizenship Type	By Birth	By Registration	By Naturalization	Dual Citizenship	
Citizenship acquired before 1995 Constitution other than the above stated					
Citizenship Certificate Number(if Naturalization,Registration or Dual)					
If Dual, state Citizenship and also state other Nationality					
Living Status	Alive	<input checked="" type="checkbox"/> Deceased	Unknown		
Occupation					
Father's Place Of Residence					
Country	UGANDA		District	BUSIA	
County	SAMIA-BUGWE		Sub-County	DABANI	
Parish/Ward	NANGWE		Village	MUNDAA "B"	
Street			Street/House No.		
Father's Place Of Origin					
Country	UGANDA		District	BUSIA	
County	SAMIA-BUGWE		Sub-County	DABANI	
Parish/Ward	NANGWE		Village	MUNDAA "B"	
Street			Street/House No.		
Mother's details					
Surname	WELE		Given Names	MARITINA	
Other Names			Maiden Names		
National ID Number (NIN)				ID Document Number	
Citizenship Type	By Birth	By Registration	By Naturalization	Dual Citizenship	
Citizenship acquired before 1995 Constitution other than the above stated					
Citizenship Certificate Number(if Naturalization,Registration or Dual)					
If Dual, state Citizenship and the other Nationality					
Living Status	Alive	<input checked="" type="checkbox"/> Deceased	Unknown		
Occupation					
Mother's Place of Residence					
Country	UGANDA		District	BUSIA	
County	SAMIA-BUGWE		Sub-County	DABANI	
Parish/Ward	NANGWE		Village	MUNDAA "B"	
Street			Plot / House No.		
Mother's Place of Origin					
Country	UGANDA		District	BUSIA	
County	SAMIA-BUGWE		Sub-County	DABANI	
Parish/Ward	NANGWE		Village	MUNDAA "B"	
Street			Street / House No.		
1st Adoptive/Guardian's details					
Surname			Given Name	Occupation	
Other Names			Passport No (A must for Foreigners)		
National/Alien ID Number (NIN/AIN)				ID Document Number	
Citizenship Type	By Birth		By Naturalization	Dual Citizenship	
Citizenship acquired before 1995 constitution other than the above stated					
Citizenship Certificate Number(if Naturalization,Registration or Dual)					
Dual, state Citizenship and also state other Nationality					
Guardian's Residential Address					
Country			District		
County			Sub-County		
Parish/Ward			Village		
Street			Street / House No.		

PART D.

Form Section to be retained by GOU at the Sub-
(Child being Registered)

CHAIKAB

Application ID

Surname

Given Name

Maiden Name

Sex

Male

☒ Female

Other Names

Previous Name

Place of Birth

Date Of Birth (DD/MM/YYYY)

01/01/1939

2 PART E. DECLARATION OF BIRTH AND CHILD PARTICULARS

(to be filled by Parent/Guardian)

I declare that the information above
to the birth of the child/applicant and particulars above is true and correct and that I know this of my own knowledge.

Signature/Thumbprint of Parent/Guardian

Date of Declaration

3 Applicants' Personal Information

(if Child, Person Registering Child)

Surname

Given Names

Maiden Name

Other Names

Previous Name

Nationality

Residence Status

Citizen

Alien Resident

Foreigner

(tick as appropriate)

Support Documents

Passport

National ID Card

(tick as appropriate)

National/ Alien Identification Number (NIN/AIN)

Sex

Female

Date Of Birth (DD/MM/YYYY)

Applicants Role/Capacity

Mother

Father

Guardian

Others (specify)

School Name (where child is being registered)

Applicants Signature

Date (DD/MM/YYYY)

4 PART F. FOR OFFICIAL USE ONLY

CITIZENSHIP APPROVALS

i. Local Council 1 (LC 1) or Village Elder

Names

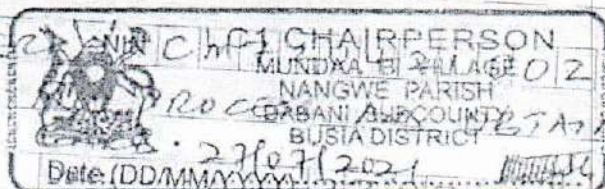
Comments

Signature

GUSIND ZERUBABER

SHE IS RECOMMENDED

THE NATIONAL IDENTITY



ii. District Internal Security Officer (DISO) / Sub County Chiefs

Names

Comments

Signature

BARASA KLOSTER

True Resident

NIN CM 890421057 FCJ

5 Registration Officer

Names

Citizenship Type

By Birth

By Registration

By Naturalization of the Pre-Dual Citizenship

If Dual, state Citizenship and also state other Nationality

Documentary Proof

Passport

By Certificate

(Tick Appropriate)

Others specify

Preliminary Citizenship Assessment

Approved ☒ Deferred

Voters Card

LC Letter

Rejected

Comments

Signature

Date (DD/MM/YYYY)





1DUGA0044294382CF57042101775F<
5705104F2502092UGA150209<<<<<0
NEKESA<<EDITH<MANGENI<<<<<<<<<



LC1CHAIRPERSON'SRECOMMENDATION

VILLAGE	PARISH	SUB-COUNTY	COUNTY	DISTRICT
MUNDAA "B"	NANGWE	DABANI	SAMIA-BUGWE	BUSIA
APPLICANT'S DETAILS				
SURNAME	ANTANGO		DATE OF BIRTH	01/01/1939
GIVEN NAME	MALISELA		TRIBE	ABAGWE
OTHER NAME			CLAN	NANDUNGA
TEL CONTACT			No YEARS LIVED HERE	83 YEARS

MOTHER		FATHER	
SURNAME	WERE	SURNAME	MANGOLI
GIVEN NAME	MARITINA	GIVEN NAME	DAUDI
OTHER NAME		OTHER NAME	
TRIBE	ABAGWE	TRIBE	ABAGWE
CLAN	NASUBO	CLAN	OMUTUNGA
NATIONAL ID No		NATIONAL ID No	
LIVING STATUS	<input type="radio"/> ALIVE <input checked="" type="radio"/> DECEASED <input type="radio"/> UNKNOWN	LIVING STATUS	<input type="radio"/> ALIVE <input checked="" type="radio"/> DECEASED <input type="radio"/> UNKNOWN

Blood Relative (Where Both Parents are Deceased)	
SURNAME	NEKASA
GIVEN NAME	EDITH
OTHER NAME	MANGENI
RELATION TO APPLICANT	DAUGHTER
NATIONAL ID No	004429438 (NO), CF57042101775F

<input type="radio"/> Approved <input type="radio"/> Doubted <input type="radio"/> Non-Citizen	
GISO/PISO	
NAME	NAME
NIN	NIN
DATE	DATE
SIGN	SIGN

(Attach copies of National IDs for at least one parent if living status is alive or blood relative if both parents deceased)





LC1 CHAIRPERSON'S RECOMMENDATION

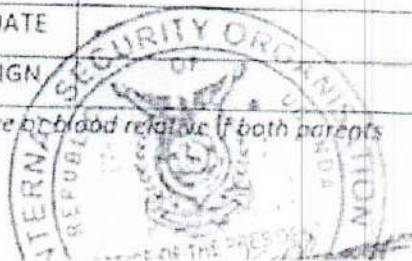
VILLAGE	PARISH	SUB-COUNTY	COUNTY	DISTRICT
MUNDAA "B"	NANGWE	DAGANI	SAMIA-BUKWE	BUSIA
APPLICANT'S DETAILS				
SURNAME	ANTANGO		DATE OF BIRTH	01/01/1939
GIVEN NAME	MALISELA		TRIBE	ABAGWE
OTHER NAME			CLAN	NAMUNGA
TEL CONTACT			No YEARS LIVED HERE	83 YEARS

MOTHER		FATHER	
SURNAME	WERE	SURNAME	MANGOLI
GIVEN NAME	MARITINA	GIVEN NAME	DAUDI
OTHER NAME		OTHER NAME	
TRIBE	ABAGWE	TRIBE	ABAGWE
CLAN	NASUBO	CLAN	OMUTUNGA
NATIONAL ID No		NATIONAL ID No	
LIVING STATUS	<input type="radio"/> ALIVE <input checked="" type="radio"/> DECEASED <input type="radio"/> UNKNOWN	LIVING STATUS	<input type="radio"/> ALIVE <input checked="" type="radio"/> DECEASED <input type="radio"/> UNKNOWN

Blood Relative (Where Both Parents are Deceased)	
SURNAME	NEKASA
GIVEN NAME	EDITH
OTHER NAME	MANGENI
RELATION TO APPLICANT	DAUGHTER
NATIONAL ID No	004429438 (40), CF57042101775

<input type="radio"/> Approved		<input type="radio"/> Doubted	<input type="radio"/> Non-Citizen		
LC1 CHAIRPERSON		GISO/PISO		DISO	
NAME	GUSINDO	NAME	Patricia Mose	NAME	
NIN	CM72082101775	NIN	CM89042105975	NIN	
DATE	2/08/2021	DATE	9/08/2021	DATE	
SIGN	[Signature]	SIGN	[Signature]	SIGN	

(Attach copies of National IDs for at least one parent if living status is alive or blood relative if both parents deceased)





9:35 am

THE REPUBLIC OF UGANDA
IN THE HIGH COURT OF UGANDA AT KAMPAL
(CIVIL DIVISION)
MISC. CAUSE NO. 86 OF 2022

1. INITIATIVE FOR SOCIAL AND ECONOMIC RIGHTS (ISER) LTD
2. THE UNWANTED WITNESS (U) LIMITED
3. HEALTH EQUITY AND POLICY INITIATIVE LIMITED]:.....

APPLICANTS

VERSUS

1. ATTORNEY GENERAL
2. NATIONAL IDENTIFICATION AND REGISTRATION AUTHORITY]:.....

RESPONDENTS

THE 2nd RESPONDENT'S AFFIDAVIT IN REPLY

I, WILLIAM LOBURON of C/O the Attorney General's Chambers, Baumann House Plot 7, Parliament Avenue P.O. Box 7183 Kampala, do solemnly make oath and state as follows:

1. **THAT** I am a male adult Ugandan of sound mind, the District Registration Officer of Amudat District employed by the 2nd Respondent and I swear this affidavit in that capacity.
2. **THAT** I have read the contents of *Miscellaneous Cause No. 86 of 2022* and the Affidavits deposed in support thereof and I have had the

same explained to me by Attorneys in the Attorney General's Chambers and I respond thereto as follows;

3. **THAT** I know that the 2nd Respondent makes no admission to any of the contents in the Affidavits in support of the Application.
4. **THAT** in addition I have read and understood the affidavit of Chepurai Lomor, Chepochepkai Paulina and Lopeta Paul Kichoda deponed in support of the application to which I respond as follows;
5. **THAT** I am aware of the workings of the 2nd Respondent's office located in Amudat District.
6. **THAT** the contents of paragraph 1, 2, 3, 4, 5, 9, 10 and 11 of the affidavit in support of the application sworn by Chepurai Lomor are noted and the 2nd Respondent shall contend that the contents therein are not within its knowledge.
7. **THAT** the contents of paragraph 1, 2, 3, 4, 5, 7, 9, 10 and 11 of the affidavit in support of the application sworn by Chepochepkai Paulina are noted and the 2nd Respondent shall contend that the contents therein are not within its knowledge.
8. **THAT** the contents of paragraph 1, 2, 3, 4, 9 and 10 of the affidavit in support of the application sworn by Lopeta Paul Kichoda are

noted and the 2nd Respondent shall contend that the contents therein are not within its knowledge.

9. **THAT** in reply to paragraph 6, 7 and 8 of Chepurai Lomor's affidavit in support of the application I know that there is no evidence on record in the National Identification Register showing that Chepurai Lomor registered for a National Identification Card.
10. **THAT** in reply to paragraph 6 of Chepochepkai Paulina's affidavit in support of the application I know that Chepochepkai Paulina registered for the National Identification Card on the 15th April, 2014 and indicated her date of birth as 12th May, 1954 and she was issued with an identity card with the same date of birth as indicated **(A copy of her Enrollment Form is hereto attached Marked "A")**.
11. **THAT** in reply to paragraph 8 of Chepochepkai Paulina's affidavit and paragraph 7 of Lopeta Paul Kichoda's affidavit; I know that the Enrollment Officer (Krop Denis) who did the registration of Chepochepkai Paulina and Lopeta Paul Kichoda is Pokot by tribe and a resident of Amudat Subcounty, fluent in the Pokot Language. I also know that the Parish Chief who confirmed the information on the enrollment form is Pokot by tribe.
12. **THAT** in reply to paragraph 6 of Lopeta Paul Kichoda's affidavit in support of the application I know that Lopeta Paul Kichoda registered for the National Identification Card on the 17th May 2014

and indicated his date of birth as 22nd April, 1958 and he was issued with an identity card with the same date of birth as indicated (**A copy of his Enrollment Form is hereto attached Marked "B"**)

13. **THAT** in reply to paragraph 8 of Lopeta Paul Kichoda's affidavit in support of the application I know that the 2nd respondent's office in Amudat District is located Kangaror Village, Lochengenge Ward, Amudat Town Council Amudat District and open between 8:00am to 5:00pm from Monday to Friday.
14. **THAT** I know that from time to time the 2nd Respondent's officers in Amudat carry out outreaches in the different sub-counties on different days. I know that during the outreaches we provide all the services including registration of persons, issuance of National Identification Cards, change of particulars on both National Identification Cards and the Certificates, registration of births and deaths and issuance of certificates on the same and giving guidance to the applicants on what is required.
15. **THAT** I know the outreaches in Amudat subcounty are carried out every Tuesday, Loroo subcounty every Thursday and Karita subcounty every Friday of the week among others them being the market days of these sub counties. The purpose of the outreaches is to bring the services closer to the people.

16. **THAT I** know that whatever I have stated herein above is true and correct to the best of my knowledge save for the paragraphs whose source of information has been disclosed.

SWORN at Kampala this.....^{29th} day of^{September} 2022

By the said **WILLIAM LOBURON.**



DEPONENT

BEFORE ME:



COMMISSIONER FOR OATHS

Drawn and filed by:

Attorney General's Chambers
Baumann House, Plot 7, Parliament Avenue
P.O. Box 7183,
Kampala.

'A'

SIS FORM I (Enrolment Form)



NSIS - MASS ENROLMENT

Application for Registration of Citizens, National Identification Number(NIN),
National Identity Card and Voter Registration
(Please Use Capital Letters)



XD84BEU

PART A.

Personal Information

Surname **CHEPOCHERPAI**

Given Name **DOMO**

Maiden Name

Previous Name

Sex

Male

☒ Female

Date Of Birth (DD/MM/YYYY) **12/05/1954** Tick If Estimated

Email

Home Phone No.

Mobile No.

Contacts

Highest Level Of Education

Occupation **PEASANT**

Profession

Abilities, if any

Blind

Deaf

Physical

Foreign

2 Place of Residence (Tick Appropriate)

Country

UGANDA

District

County

POKOT LUPE

Sub-County

Parish/Ward

AMUDAT

Village

Street

Plot / House No.

Number of years at this address

50

Previous District Of Residence

Postal Address

P.O. BOX, AMUDAT

3 Place Of Birth (Indicate where you were born in order of District, County, Sub-county, parish and Hospital)

Country

UGANDA

District

AMUDAT

County

POKOT LUPE

Sub-County

AMUDAT

Parish/Ward

AMUDAT

Village

ALAKAT

City/Town

Health Facility

AMUDAT HOSPITAL

4 Place Of Origin

Country

UGANDA

District

AMUDAT

County

POKOT LUPE

Sub-County

AMUDAT

Parish/Ward

AMUDAT

Village

ALAKAT

Indigenous Community/Tribe

POKOT

Clan

NGUSURIN

Citizenship Type

☒ By Birth

By Registration

By Presumption

By Naturalization

Dual Citizenship

Citizenship Certificate Number(if Naturalization, Registration or Dual)

If Dual, state Citizenship and the other Nationality

Passport Information

Passport Number

File Number

Voter's Information

Preferred Polling Station

☒ Place of Residence

Place Of Origin

Name of Polling Station

ALAKAT PRIMARY SCHOOL

Previous Voter's Number

Religion

CATHOLIC

Marital Status

☒ Married

Single

Divorced

Widowed

Separated (Tick Appropriate)

5 Spouse Details

Surname

DOMO

Given Name

LOMURIATUM

Other Names

Maiden Name

Previous Name

National ID Number (NIN) or Application ID

Citizenship Type

☒ By Birth

By Registration

By Presumption

By Naturalization

Dual Citizenship

If Dual, state Citizenship and the other Nationality

Place of Marriage

ALAKAT

6 Father's details



XD84BEU

Surname

LONGURAPUS

Given Name

LEMRENG

Previous Name

Other Names

National ID Number (NIN) or Application ID

Citizenship Type

☒ By Birth☐ By Registration☐ By Presumption☐ By Naturalization☐ Dual Citizenship

Citizenship Certificate Number(if Naturalization,Registration or Dual)

If Dual, state Citizenship and also state other Nationality

Living Status

☐ Alive☒ Deceased☐ Unknown

Occupation

PEASANT

Father's Place Of Residence

Country

UGANDA

County

POKOT / UPE

Parish/Ward

AMUDAT

Street

District

AMUDAT

Sub-County

AMUDAT

Village

ALAKAS

Plot/House No.

7 Mother's details

Surname

CHEPOCHEMERKUT

Other Names

Given Name

LONGURAPUS

Maiden Name

LEMRENLE

Previous Name

National ID Number (NIN) or Application ID

Citizenship

☒ By Birth☐ By Registration☐ By Presumption☐ By Naturalization☐ Dual Citizenship

Citizenship Certificate Number(if Naturalization,Registration or Dual)

If Dual, state Citizenship and the other Nationality

Living Status

☐ Alive☒ Deceased☐ Unknown

Occupation

PEASANT

Mother's Place of Residence

Country

UGANDA

County

POKOT / UPE

Parish/Ward

AMUDAT

Street

District

AMUDAT

Sub-County

AMUDAT

Village

ALAKAS

Plot / House No.

8 Adoptive/Guardian's details

Surname

Other Names

Given Name

Occupation

National ID Number (NIN) or Application ID

Citizenship

☐ By Birth☐ By Registration☐ By Presumption☐ By Naturalization☐ Dual Citizenship

Citizenship Certificate Number(if Naturalization,Registration or Dual)

If Dual, state Citizenship and also state other Nationality

Guardian's Residential Address

Country

County

Parish/Ward

Street

District

Sub-County

Village

Plot / House No.

9 FOR OFFICIAL USE ONLY

Registrar/Parish Chief's Name

LIMO MARK PKIROR

Date Of Registration (DD/MM/YYYY)

15/04/2014

Enrolment Officer's Name

KROP DENIS

Comments of Enrolment Officer

Location

AMUDAT

Signature

[Signature]

Signature

[Signature]

Applicant's Signature/Thumbprint



Date

(DD/MM/YYYY)

15/04/2014

10 Chairman, Verification Committee

Names

LIMO MARK PKIROR

(Parish Chief)

Signature

[Signature]

PART B.

Form Section to be retained by GOU at the Sub-County



XD84BEU

1 Applicant's Declaration

(To be Filed by Applicant)

Application ID

11550200000X6

Surname

CHEPOCHEP KAH

Given Name

DOMOD PAULINE

Other Names

Previous Name

Maiden Name

DOMOD

Sex

Male

☒

Female

Date Of Birth (DD/MM/YYYY)

2/05/1954

2 Place of Birth

Country

UGANDA

District

AMUDAT

County

TOKOTI OPE

Sub-County

AMUDAT

Parish/Ward

AMUDAT

Village

ALAKAT

City/Town

Health Facility

AMUDAT

Birth Registered By

Hospital Administrator

Town Clerk

☒

Sub-County Chief

☒

Parish Chief

Date (DD/MM/YYYY)

2/05/1954 15/04/2014

Applicant's Signature



3 FOR OFFICIAL USE ONLY

Citizenship Type

By Birth

By Registration

By Presumption

By Naturalization

Dual Citizenship

Citizenship Certificate Number (if Naturalization, Registration or Dual)

If Dual, state Citizenship and also state other Nationality

Preliminary Citizenship Assessment

☒

Approved

Deferred

Rejected

Documentary Proof

(Tick Appropriate)

Passport

Birth Certificate

Voter's Card

☒

LC Letter

Others specify

Comments

4 Chairman, Verification Committee

(Parish Chief)

Names

LIMO MARK PWIRUK

Signature





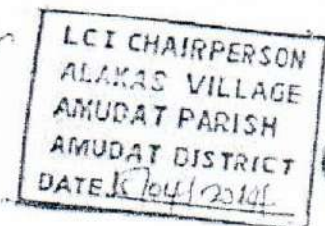
ALAKAS VILLAGE
AMUDAT PARISH
P.O BOX, AMUDAT
DISTRICT.
19/04/2014.

RE: CHEPOCHERKA DOMOO

I Pirakwang Amukano being chairman of Alakas do agree that the above person is a resident of Alakas village.

I have authorized her to register for national security information system (national ID).

Sign



tel 0783376595.



THE REPUBLIC OF UGANDA

NSIS - MASS ENROLMENT
Application for Registration of Citizens, National Identification Number(NIN),
National Identity Card and Voter Registration
(Please Use Capital Letters)



PQGMDA8

PART A.

1 Personal Information

Surname **LOPETA**

Maiden Name

Sex

☒ Male

☐ Female

Date Of Birth (DD/MM/YYYY) **22/04/1958**

Contacts

Email

Home Phone No.

Mobile No.

Highest Level Of Education

Occupation **PEASANT**

Profession

Disabilities, if any

☒

Blind

Deaf

Physical

2 Place of Residence

(Tick Appropriate)

☒ Local

☐ Foreign

Country

UGANDA

County

POKOT

Parish/Ward

AMUDAT

Street

District

Sub-County

Village

Plot / House No.

Number of years at this address

56

Previous District Of Residence

Postal Address

PO BOX AMUDAT

3 Place Of Birth

(Indicate where you were born in order of District, County, Sub-county, parish and Hospital)

Country

UGANDA

County

POKOT

Parish/Ward

AMUDAT

City/Town

District

Sub-County

Village

Health Facility

AMUDAT

AMUDAT

LOBORE

4 Place Of Origin

Country

UGANDA

County

POKOT

Parish/Ward

AMUDAT

Indigenous Community/Tribe

District

Sub-County

Village

AMUDAT

AMUDAT

LOBORE

Clan

Citizenship Type

☒ By Birth

☐ By Registration

☐ By Presumption

☐ By Naturalization

☐ Dual Citizenship

Citizenship Certificate Number(if Naturalization, Registration or Dual)

If Dual, state Citizenship and the other Nationality

Passport Information

Passport Number

File Number

Voter's

Information

Preferred Polling Station

Name of Polling Station

Previous Voter's Number

Place of Residence

Place Of Origin

ALAKAS PRIMAR/SCHOO

Religion

CATHOLIC

Marital Status

☒ Married

☐ Single

☐ Divorced

☐ Widowed

☐ Separated

(Tick Appropriate)

5 Spouse Details

Surname

CHEPONTARIAMA

Given Name

REGINA

Maiden Name

Other Names

CHEPKUKAT

Previous Name

National ID Number (NIN) or Application ID

Citizenship Type

☒ By Birth

☐ By Registration

☐ By Presumption

☐ By Naturalization

☐ Dual Citizenship

If Dual, state Citizenship and the other Nationality

Place of Marriage

ALAKAS

Date of Marriage (DD/MM/YYYY)

Type of Marriage

☐ Civil

☐ Religious

☒ Cultural

Marriage Certificate Number

Other Spouses (Refer to Annex 1)

THIS IS THE ANNEXTURE MARKED "B"
REFERRED TO IN THE AFFIDAVIT OF
SWORN / AFFIRMED
BEFORE ME THIS 29th DAY OF
SEPTEMBER 2022 AT
SA
COMMISSIONER FOR OA

6 Father's details

Surname HOISERUK
 Given Name Samuel
 Previous Name



PQGMDA8

National ID Number (NIN) or Application ID

Other Names Lokiru

Citizenship Type ☒ By Birth ☐ By Registration

☐ By Presumption

☐ By Naturalization

☐ Dual Citizenship

Citizenship Certificate Number(if Naturalization,Registration or Dual)

If Dual, state Citizenship and also state other Nationality

Living Status ☒ Alive ☐ Deceased ☐ Unknown

Occupation PEASANT

Father's Place Of Residence

Country UGANDA

County POKOT

Parish/Ward AMUDAT

Street

District

Sub-County

Village

Plot/House No.

AMUDAT

AMUDAT

LOBORE

7 Mother's details

Surname CHEPARTIL
 Other Names CHETECH

Given Name

Maiden Name

ANNA

Previous Name

National ID Number (NIN) or Application ID

Citizenship ☒ By Birth ☐ By Registration

☐ By Presumption

☐ By Naturalization

☐ Dual Citizenship

Citizenship Certificate Number(if Naturalization,Registration or Dual)

If Dual, state Citizenship and the other Nationality

Living Status ☒ Alive ☐ Deceased ☐ Unknown

Occupation HOUSE WIFE

Mother's Place of Residence

Country UGANDA

County POKOT

Parish/Ward AMUDAT

Street

District

Sub-County

Village

Plot / House No.

AMUDAT

AMUDAT

NABOLCOM

8 Adoptive/Guardian's details

Surname

Other Names

Given Name

Occupation

National ID Number (NIN) or Application ID

Citizenship ☐ By Birth ☐ By Registration

☐ By Presumption

☐ By Naturalization

☐ Dual Citizenship

Citizenship Certificate Number(if Naturalization,Registration or Dual)

If Dual, state Citizenship and also state other Nationality

Guardian's Residential Address

Country

County

Parish/Ward

Street

District

Sub-County

Village

Plot / House No.

9 FOR OFFICIAL USE ONLY

Registrar/Parish Chief's Name

Date Of Registration (DD/MM/YYYY)

Enrolment Officer's Name

Comments of Enrolment Officer

Applicant's Signature/Thumbprint

Location

Signature

Signature

Date

(DD/MM/YYYY)

Signature

10 Chairman, Verification Committee

Names

(Parish Chief)

22/04/2014

LIMO MARK

PKIROR

AMUDAT

PART B.

Form Section to be retained by GOU at the Sub-County
Applicant's Declaration (To be Filed by Applicant)

PQGMDA8

1 Applicant's Declaration (To be Filed by Applicant)

Application ID	1155020000000000
Surname	LOPEZA
Given Name	Patricio
Maiden Name	
Sex	<input checked="" type="checkbox"/> Male <input type="checkbox"/> Female
Date Of Birth	
Other Names	
Previous Name	

2	Place of Birth		Date Of Birth (DD/MM/YYYY)	22/04/95
	Country	UGANDA	District	AMUDAT
	County	POLKOT	Sub-County	AMUDAT
	Parish/Ward	AMUDAT	Village	LORORE
	City/Town			
	Health Facility	ALACAS HSE		
	Birth Registered By	Hospital Administrator	Town Clerk	Sub-County Chief
	Applicant's Signature		Date (DD/MM/YYYY)	<input checked="" type="checkbox"/> Pa

FOR OFFICIAL USE ONLY									
Citizenship Type		<input checked="" type="checkbox"/> By Birth	<input type="checkbox"/> By Registration	<input type="checkbox"/> By Presumption	<input type="checkbox"/> By Naturalization	<input type="checkbox"/> Dual Citizenship			
Citizenship Certificate Number (If Naturalization, Registration or Dual)									
If Dual, state Citizenship and also state other Nationality									
Preliminary Citizenship Assessment									
Documentary Proof		<input checked="" type="checkbox"/> Approved	<input type="checkbox"/> Deferred	<input type="checkbox"/> Rejected					
(Tick Appropriate)		<input type="checkbox"/> Passport	<input type="checkbox"/> Birth Certificate	<input type="checkbox"/> Voter's Card	<input checked="" type="checkbox"/> LC Letter				
		<input type="checkbox"/> Others specify							
Comments									

4	Chairman, Verification Committee	(Parish Chief)
Names	LIMO MARK PKIROR	Signature <i>[Signature]</i>

LD 1 CHAIR PERSON
LOBORE VILLAGE
P.O. AMUAT DIST
DATE...21.04.2014...

Office of LCI
Lobore Village
Amudat district
21.04.2014

RE: LOPETA PAULO

This is to introduce the above mentioned
Subject that is a true resident of Lobore village.
to married to 1. Chelontarum Lopeta Paulo
2. Chelodepis Lopeta Paulo.
Please attend him with necessary assistance

Yours Faithfully

LD 1 CHAIR PERSON
LOBORE VILLAGE
P.O. AMUAT DIST
DATE...21.04.2014...

[Signature]