

## The Impact of National Identification Management Policy in Bauchi State

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### Abstract

The fact that the National Identity Management Commission Act of 2007 and Mandatory use of the National Identification Number Act 2015 as amended in section 5 states unequivocally that the NIN shall serve as "Foundation Identity" which every agency or institution shall adopt in establishing the "Functional Identity" requirements for its operation. It is to be noted that most of these agencies still compromise the provision of this Act. This may not be far from the fact that some agencies/organisations even institutions still accept other means of identification contrary to the provision of the NIMC Act. This situation of flagrant violation of the NIMC Act 2007 and 2015 present puzzle which needs to be unravelled. The aim of the study was to: identify and critically examine the basic intents of the NIN policy and to assess the level of awareness/willingness of people to enrol in NIN in the study area. Data for the study were both primary and secondary. Two sets of questionnaire were administered to obtain primary data.

**Keywords:** NIN, Management, Policy and Impact

### Introduction

The study of public policy has evolved into what is virtually a new branch of the social sciences- the so called policy sciences (Dror, 1968:8-9). This concept of policy sciences was first formulated by Harold Lasswell in 1951. Today, the policy sciences have gone far beyond new and naïve aspirations for societal relevant knowledge. The policy science movement grew out of a quest for a science of policy. Its key proponents among others were Yehezkel Dror and Harold Lasswell. According to Dror (1971:3), "policy science is a new supra-discipline, oriented towards the improvement of policy-making and characterized by a series of paradigms different in important respects from contemporary normal science. Policy Science is regarded as a higher transition from policy analysis. It believes in the enhancement of methods, techniques and systematism (Ikelegbe, 1994:14). However, the line delineating policy analysis from policy science is blurred. Most advocates of policy sciences are policy analysts and the shift of emphasis to policy science is nothing but to create identity as a discipline for solving social problems.

However, the use of "public policy" as a label for a field of governmental activity and involvement is both a common and an apparently common-sense one. It covers past, current, and potential activities. It makes no distinction between policy as aspiration and policy as achievement- and it does not readily distinguish between policy as action and policy as inaction. On a more practical level, it will quickly become evident that the everyday language of policy "fields" and "areas" suggests a degree of boundary definition and self-containment which simply does not hold up when we attempt, for example, to draw sharp dividing lines between economic, foreign, and defence policies.

## **Literature Review**

Policy according to Hornby (2015) is a plan of action agreed or chosen by a political party, government, a business organisation etc. Dahida (2013) sees policy as all authorised means devised by government in order to achieve its stated goals and objectives. This can take the form of rendering social services to the community by a governmental agency or Ministerial department. Alokan (2004) defines policy in relation to industrial development as decision rules formulated to guide the mobilization of industrial resources in certain direction.

Uguanyi and Emma (2013) noted that the term policy is central to the operation and activities of both private organization and public institutions. A policy option made by an individual or private institution is known as private policy while those made by government or its institutions are called public policy. However, the term policy as concerned in this study refers to only the ones made by government and which are, as such, regarded as public policies.

In a developing nation like Nigeria, public policy is very critical since it is the spring board to channelling development. Some of the numerous policies formulated in Nigeria includes but not limited to the following. National Policy on Education 1977, National Population Policy 1988, National Housing Policy 1991, Poverty Alleviation Policy 2004, and National Health Insurance Schemes 2005, Vision 2010, 2020, 7-point Agenda among several others, specifically the National Identification Number of 2007 which is the focus of this study is a policy of government aiming at providing solutions to long standing identification problems in Nigeria. However, It is pertinent to note that policy formulation is not an end in itself but a means to an end. Therefore, if the goals and objectives of formulated policies are to be achieved, such should be properly implemented Dlakwa (2008) cited in Dahida (2013).

## **Methodology**

### **Research design**

An explanatory and descriptive cross-sectional design, an approach using mixed methods of data collection was used in this study. The rationale for choosing exploratory research design is because the low faces of implementation of National Identification Number (NIN) of Bauchi State were yet to be identified. In mixed research methods the qualitative data is used to support data that are obtained quantitatively thereby increasing the validity of the result. The use of mixed design also allows the strength of each method to interact and develop a comprehensive investigation of the variables and research questions. In this case, the aim was to find out whether the independent variables (in isolation or jointly) were statistically related to the dependent variable implementation and NIN.

### **Sample and Sampling technique**

The sampling interval is the ratio of the number of cases in the population to the desired sample size. The first 'k' would be chosen randomly and subsequent selection of the 100 house along the line of movement. This will represent 1.0% of the buildings. A total of two hundred and twenty building were selected in Bauchi (core 77; transition 83; suburban 45 and planning scheme 15) respectively. In all, a total of two hundred and twenty respondents were contacted.

The multistage sampling techniques were used in the collection of primary data from residents. Information was also sourced from staff of the NIMC in enrolment centres in Bauchi. In other words, two sets of questionnaire were administered for the purpose of this study. One set on the residents and the other on the enrolment officers and supervisions of the NIN implementation agency in the study area.

## Secondary Data

Secondary information was obtained from the National Identity Management Commission (NIMC) in the study area. Information on the number of enrolment centre and number of workers in each of the centre was solicited. Maps of Bauchi state and Bauchi metropolis were also obtained from the ministry of physical planning and urban development in Bauchi state. Information was also obtained from text materials both published and unpublished.

## Results

### Intent of National Identification Number and Implementation

This section examines the basic intent of NIN and its implementation in Bauchi State. For decades, the country has been at cross road regarding how to stamp out high spate of killing, kidnapping, banditry, cattle rustling, armed robbery, insurgency, and other manifestation of criminality and insecurity. One major recognizable solution to these problems is proper means of identification of individuals. As part of information contained in the National Identity Day Booklet of 16<sup>th</sup> September, 2020 reveals that a person's ability to prove their unique identity is key to economic, financial and social development. Without proof of identification, individuals are less likely to be able to access basic and value-added services such as health care, education, social safety nets among several others. Recognizing this fact, the Federal Government of Nigeria in 2007 made a frontal effort to enact the National Identity Management Commission Act No. 23 of 2007. The Act provides for the establishment of National Identity Management Commission.

According to National Identity Management System Brochure, the mandate of the Commission based on the NIMC act of 2007 can be categorized into three major action tracks, namely:

- a) Establish the NIMC as the primary legal regulatory and institutional mechanism for the NIMC Act, Section 1, 2, 5 and 6.
- b) Wind up and take over the assets and liabilities of the former Department of National Civic Registration which no longer exists, including the personnel in both the state and local government offices nationwide.
- c) Establish, operate, maintain and manage the National Identity Management System (NIMS):
  - i. carry out registration of citizens and legal residents as provided for in the Act:
  - ii. create and operate a National Identity Database:
  - iii. issue Unique National Identification Number (NIN) to qualified citizens and legal residents:
  - iv. issue a Multipurpose (smart) Card to every registered persons as provided for in the Act:
  - v. Provide a secure means to access the National Identity Database so that an individual can irrefutably assert his/her identity;
  - vi. Harmonize and integrate identity databases in Government Agencies to achieve resource optimization and shared services facilities
  - vii. Collaborate with private sector and/or public sectors institutions to deliver on the NIMS; and
  - viii. Register birth and deaths in collaborations with the National Population Commission.

Following from the above, the main intent of NIN is encapsulated in the third mandate which is in line with the responsibility of National Management Commission as provided for in Section 5 subsection (a-p) of the NIMC Act No. 23 of 2007. In order to provide safe, secure

and unambiguous means of identification of the following categories of people as captured in section 16 of NIMC Act of 2007:

- (a) Any person who is a citizen of Nigeria
- (b) Any person whether or not is a citizen of Nigeria, who is lawfully and permanently resident in Nigeria; and
- (c) Any non-citizen of Nigeria who is lawfully resident in Nigeria for a period of two years or more.

The Act in section 14 subsections 91 made provision for establishment of:

*National identity Database which shall contain registered information or data of all registrable persons in Nigeria. Section 14 subsection 92) states that any person in respect of whom the entry is made in the Database (in the act referred to as "a registered person@) shall be identified using unique and unambiguous features such as fingerprints and other biometric information.*

Furthermore, the vision and mission statements of NIMC as captured in the National Identity Day of September 9<sup>th</sup>, 2020:

*To provide sustainable world-class identity management solutions to affirm identity, enhance governance and service delivery in Nigeria; and to establish and regulate a reliable and sustainable system of National Identity Management that enables citizens and legal residents affirm identity in an environment of innovation and excellence.*

In order to implement the above provisions, the National Identity Management Commission (NIMC) which is recognized as the primary legal, regulatory and institutional agency for implementing Governments reform initiatives (in the identity sector) according to section 6 subsection (c) of NIMC Act of 2007 is to: establish and operate administrative and monitoring office in the states, local government areas and Area Councils. In Bauchi State, Enrolment Centres where citizens get registered for NIN were set up in all the twenty local governments' areas. There are six additional special enrolment centres created by the commission in the state for the purpose of effectiveness and to make registration very easy and closer to the people especially where there is concentration of people. Five of these special centres are located in Bauchi in addition to NIMC State Headquarter which perform dual role of coordinating all other enrolment centres in the state and serve as NIN registration centre for Bauchi Local Government. In essence, Bauchi has six enrolment centres for identity registration. The reasons for this can be discovered from the fact that it is a capital city of Bauchi state and many of the establishment both public and private are located in the city which make it has highest population in the state (NPC,2006).

### Awareness of National Identification Number and Registration

**Table 1: Respondents sources of awareness in study area**

Sources of Information Total	Residential						Density	
	Core		Transition		Low		Schemes	
	Freq.	%	Freq.	%	Freq.	%	Freq.	%
Newspaper	01	0.6	14	6.1	05	5.0	05	10.9
23 4.5								
Friends/Neighbour	64	35.8	22	31.2	37	37.4	14	30.4
187 33.7								

During Enlightenment Campaign	03	1.7	11	4.8	09	9.1	05
10.9 28 5.0							
Television/Radio	62	34.6	60	26.0	30	30.3	14 30.4
166 29.9							
During opening of Bank account	10	5.6	21	9.1	06	6.1	01 2.2
38 6.8							
Religion Organization	17	15.1	20	8.7	06	6.1	03 6.5
56 10.1							
Billboard/Posters	04	2.2	06	2.6	01	1.0	01 2.2
12 2.2							
Internet/Mobile phone	03	1.7	04	1.7	00	0.0	02 4.3
09 1.6							
During exhibition/ Seminars	03	1.7	07	3.0	01	1.0	00 0.0
11 2.0							
Thru Govt. agencies (NOA)	01	0.6	06	2.6	01	1.0	01 2.2
09 1.6							
Educational Inst.	00	0.0	05	2.1	02	2.0	00 0.0
07 1.3							
Others	01	0.6	05	2.1	01	1.0	00 0.0
07 1.3							
<b>Total</b>	<b>179</b>	<b>100.0</b>	<b>231</b>	<b>100.0</b>	<b>99</b>	<b>100.0</b>	<b>46 100.0</b>
<b>555 100.0</b>							

Source Author's Field Survey, 2023.

**Table 1 Respondents Sources of Awareness of NIN Registration**

In order to ascertain how respondents became aware of NIN and the activities of National Identity Management Commission in the study area twelve sources of information were identified and respondents were asked to indicate as many sources through which they became aware of NIN and NIMC existence. The findings were as presented in Table 4.16.

From Table 1 above, it is obvious that in Bauchi, the most popular means through which respondents became aware of NIN and NIMC existence was through friends/neighbour. It can be said that the act of neighbourliness is a potent means of information dissemination in the study area. This constituted 33.7%. This was closely followed by radio/television which presented 29.9% in the study area. The high responses to this source are in indication that respondents' level of awareness has something to do with educational status of respondents. It can be clearly said that residents in Bauchi appreciated electronic media as a means of information dissemination. Other sources of information for residents in order of importance include religion organizations (10.1%), when trying to open bank account (6.8%), during enlightens campaign (5.0%) and newspaper (4.5%). It can be seen from the results that the National Orientation Agency that is saddled with responsibility of publicizing the programs and activities of government have not measured up to expectation as this accounted for just 1.6% of the sources of information in the study area.

## Importance of National Identification Number and Registration

**Table 2: Importance of NIN Registrations as perceived by respondents in the study Area.**

Importance Total		Residential						Density	
		Core		Transition	Low	Schemes			
%	Freq.	%	Freq.	%	Freq.	%	Freq.	%	Freq.
Helps in identifying aliens in- 15.2	166	18.6	60	19.8	65	19.2	31	16.6	10
Our environment									
Helps in curbing criminality 19.7	138	15.4	49	16.2	48	14.2	28	15.0	13
Assist in providing accurate 19.7	37	15.3	46	15.2	51	15.1	27	14.4	13
Figure on which social and eco. Planning is based helps in curbing Falsification of figures									
Helps in curbing falsification of 09	13.6	129	14.4	33	10.9	55	16.3	32	17.1
Figures.									
It reduce cost of duplication 7.6	96	10.7	40	13.2	32	9.4	19	10.2	05
Of bio-data registration									
It helps in curbing impersonation- 19.7	208	23.3	71	23.4	80	23.7	44	23.5	13
Of identity.									
Others				04	1.3	07	2.1	06	3.2
03	4.5	20	2.3						
<b>Total</b>			<b>303</b>	<b>100.0</b>	<b>338</b>	<b>100.0</b>	<b>187</b>	<b>100.0</b>	<b>66</b>
<b>100.0</b>	<b>894</b>	<b>100.0</b>							

Source Author's Field Survey, 2023

**Table 2: Perceived importance of NIN by respondents in the study area**

The benefits derivable from the use of NIN were probed into the results is as contained in Table 2 above. Major reasons acceded to by majority of respondents in the study area was that it helps in curbing impersonation of identity which represent 23.3%. For example, at the point of enrolment the immigration officials attached to each ERC examines the application to ascertain his/her indigenization status. Next to this is that NIN helps in identifying aliens in our environments (18.6%). Closely related to this to this is that NIN can help in curbing criminality which constitutes 15.4%. The respondents who believed that when majority of citizens in the country get enrolled it can provide us with accurate figure on which social and economic planning can be based accounted for 15.3% in the study area. The use of NIN can help to curb falsification of figures and reduces cost of duplication of biodata registration by different agencies respectively accounted for 14.4% and 10.7% in the study area.

### Willingness to enroll in National Identification Number and Registration

**Table 3: Respondents Reasons for not having NIN or get enrolled in the study area**

Reasons		Residential						Density	
Total		Core		Transition		Low		Schemes	
%	Freq.	%	Freq.	%	Freq.	%	Freq.	%	Freq.
Officers demand for bribe	02	1.4	02	2.0	00	0.0	00	0.0	00
0.0	04	1.4							
Too many requirements	16	11.3	11	11.0	03	7.7	00		
0.0	30	10.4							
I don't know where to register	13	9.2	14	4.0	05	12.5	00		
0.0	22	7.6							
Delay in period of registration	27	19.2	20	20.0	09	22.5	01		
14.3	57	19.8							
I don't see it necessary	19	13.5	17	17.0	06	15.0	00	0.0	
42	14.6								
Gov't did not make NIN-Compulsory	23	16.3	19	19.0	06	15.0	02	28.6	50
17.4									
It take time before card-Issued	17	12.1	08	8.0	03	7.5	01	14.3	29
10.0									
Is not profitable like other Means of identification	20	14.2	15	15.0	07	17.5	02	28.5	
44	15.3								
Others	04	2.8	04	4.0	01	2.5	01	14.3	
10	3.5								
<b>Total</b>	<b>141</b>	<b>100.0</b>	<b>100</b>	<b>100.0</b>	<b>40</b>	<b>100.0</b>	<b>07</b>	<b>100.0</b>	<b>288</b>
<b>100.0</b>									

Source Author's Field Survey, 2023

**Table 3:**

#### **Respondents' reasons for failure to have NIN in the Study Area**

The category of respondents who failed to register for NIN in the study area were asked to indicate reasons for not doing so and the result were as presented Table4.18. The major reasons adducted to not having NIN by respondents were delay in period of registration accounting for 19.8%. Personal interview with some of the applicants revealed apart from the fact that most of the enrolment centres in the study area did not have enough space to accommodate high number of enrolee, the equipment and personnel were also inadequate which made the applicants to wait for long before getting registered. Some of the applicants wanted to be registered in the study area captured in plate 4.1 to 4.4. Contrary to provision in NIMC Regulations of 2007 which directed all Nigerian to get enrolled for NIN, respondents in the study area still believed that government did not make NIN registration compulsory as this constituted 17.4%.

Next to this was that respondents did not see NIN registration as profitable when compare it with other means of identification like permanent voter card (PVC) used for election. This is because holders of PVC stand better chance of getting money from politicians as they offer

sell their votes during elections. Those who believed having NIN is not profitable accounted for 15.3%. Closely related to this were those who did not see it as necessarily representing 14.6%. The proportion of respondents in this category as obtained in the different residential zones reduces from the core to suburban. Other reasons as indicated by respondents were too many requirements (10.4%), it takes time before card is issued to enrollee (10.0%) and I don't know where to register (7.6%). In order to make NIN registration to be more effective, all the reasons identified must be addressed.

### Conclusion

This study therefore concludes that implementation of National Identification Number (NIN) in Bauchi is confronted with several challenges capable of impeding the success level of the operation in the study area. Some of these challenges include, absence of enabling law to compel respondents to register for NIN because some organizations still accept other means identification such driver's license, voter card and international passport instead of NIN and poor enlightenment campaign about NIN also contributed to poor success of NIN policy implementation in the study area. Therefore, the study recommend national orientation agency (NOA) should embark on aggressive enlightenment campaign on the Importance of NIN registration by the citizens and legal residents in Bauchi and in Nigeria at large. Efforts should be made to enforce registration for NIN by making it primary requirement to access others social benefits for citizens.

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