



Media Release

Report on Audit of the Register of Voters

June 9, 2017

Introduction

The Independent Electoral and Boundaries Commission (IEBC) is pleased to announce that the audit of the Register of Voters has been completed by KPMG and report submitted to the Commission. The Commission has already commenced implementation of the recommendations included in the report. In accordance with the Elections Act as amended in 2016, the Commission has also submitted the report to the National Assembly and the Senate. In the spirit of transparency and commitment to building public confidence the Register and electoral processes, IEBC now provides this briefing to inform Kenyans of the summary findings and actions that the Commission is taking to address the issues identified from the audit. This is particularly necessary given the historical context that resulted in the clamour for electoral reforms, including the audit.

According to the law, the objectives of the audit are:

- i) Verify the accuracy of the register
- ii) Recommending mechanisms for enhancing accuracy of the register and updating the register

The areas covered by KPMG in the scope of the audit include:

- i) Review the legal framework relating to voter registration
- ii) Review the voter registration process, voter transfer process and voter updates processes
- iii) Review the Biometric Voter Registration System and database that hosts the register of voters
- iv) Review the process of identifying and removing deceased voters from the Register of Voters
- v) Assess the accuracy of the Register of Voters in terms of completeness of the details of voters' data, matching of voters details (Biometrics) to the voter
- vi) Assess inclusiveness of the Register of Voters in relation to eligible voting population based on gender, age and geographic distribution
- vii) Review and recommend improvements on existing mechanism for continuous update of the Register of Voters
- viii) Analyze the security of the registration of voters' data and infrastructure it sits on
- ix) Make recommendations for enhancing the accuracy and inclusiveness of the Register of Voters

The audit of the Register of Voters by KPMG is the first independent audit of the Register and included comparison of the data in the Register of Voters against third party data maintained by other State Agencies as summarized below:

Reference Data and Register of Voters	No. of records provided	Date of Certification to KPMG
National Passports Data duly certified by the Director of Immigration as provided in section 5 of the Kenya Citizenship and Immigration Act, or provided in section 16 of the Kenya Citizenship and Foreign Nationals Management Service Act.	1,291,576	13 April 2017
Provisional Biographic Register of Voters duly certified by the Commission Secretary / CEO.	19,646,673	24 April 2017
Provisional Biometric Register of Voters duly certified by the Commission Secretary / CEO.	19,647,835	14 May 2017
Data on National IDs from the Principal Registrar of Persons under the National Registration Bureau (NRB) in accordance with section 5 of Registration of Persons Act. This certification was provided by the Directorate of Immigration and Registration of Persons, and signed by the Director of National Registration.	25,323,059	15 May 2017
Data on Deaths from the Principal Registrar of Births and Deaths appointed under section 3 of the Births and Deaths Registration Act, duly certified by the Director, Civil Registration Services.	435,175	19 May 2017

An analysis of the national coverage of the Register of Voters is attached at Annex 1.

The results of the audit can be summarized into seven broad categories:

1. Stakeholder engagement and feedback
2. Legal and institutional issues
3. Inaccuracies in the Register of Voters
4. Irregularities in the Register of Voters
5. Deceased persons in the Register of Voters
6. Inclusiveness in the Register of Voters
7. Database security and infrastructure controls
8. Action plan for implementing recommendations

We provide a brief summary of each of these categories below.

— Stakeholder engagement and feedback

As part of the audit, KPMG engaged with a number of stakeholders including:

- Political Parties
- Inter-Religious Council of Kenya (IRCK)
- Representatives of various Civil Society groups
- Representatives of the Private Sector

- Government representatives particularly responsible for maintaining and providing the reference data required for the audit
- Both electronic and print media for countrywide dissemination
- Representatives of International Missions in Kenya.

Each of these stakeholder groups was provided with a comprehensive presentation of the approach and methodology, the expected outcomes and the limits of the scope of the audit. The groups engaged in vibrant discussion and identified a number of issues and recommendations which have been provided to the Commission for consideration.

Key among the recommendations and feedback from the stakeholder engagement is the need to communicate the results of the audit to the public and for the Commission to be accountable to the public for all changes made to the Register arising from the audit. In particular, stakeholders recommended that there be an independent post-implementation review, quality assurance and reconciliation of all changes made to the Register from the time it was presented for audit, to the time the Register is certified in accordance with the law. The Commission is considering this proposal and is committed to continue to engage with the public and stakeholders in an open and transparent manner on all matters relating to the Register of Voters.

— Legal and institutional issues

The audit has identified a number of legal and institutional issues that may be impacting the accuracy and credibility of the Register of Voters. The audit notes that IEBC enjoys independence and an elevated constitutional role as the institution that superintends over the delegation of sovereign power of the people under Article 1(3) of the Constitution. The audit has recommended that IEBC gives priority to implementing a medium term transformation programme to ensure that it has the systems, capacity and character that will enable it to assert its independence, demonstrate excellence and high performance to avoid the kind of errors detected by the audit, and distinguish itself as an institution worthy of trust by the Kenyans.

There are also a number of issues outside the control of IEBC that will be addressed by legal measures as well as institutional coordination and collaboration to improve accuracy of the Register. Key amongst these is the improvement in coverage and quality of data in death registration, liaison between IEBC and NRB and Directorate of Immigration, as well as formal processes to give effect to the criteria for disqualification from registration as a voter in accordance with Article 83 of the Constitution. In addition, IEBC needs to provide clarification to those voters who may have registered using passports which have since expired.

— Inaccuracies in the Register of Voters

KPMG have reported that they analysed 100% of the 19,646,673 records in the Register of Voters against the Data on IDs and Passports. In addition, KPMG also carried out an assessment of the accuracy and completeness of the Biometric details and identified at least 5,427 records that do not have biometric fingerprint images in the Register of Voters.

A total of 19,401,354 records matched to ID numbers while a total of 53,077 matched to passport numbers. However, even though the ID and Passport details were confirmed to be valid, a number of other inaccuracies were identified in other details as outlined in the table below:

Table: inaccuracies in the Register of Voters

Type of inaccuracy	No of inaccuracies in ROV		
	Against IDs	Against Passports	Total
Gender and Date of Birth do not match	12,640	33	12,673
Date of birth does not match	781,694	4,177	785,871
Inconsistencies in gender	259,572	252	259,824
Inconsistencies in names and other permutation of particulars	1,833,153	8,568	1,841,721
TOTAL	2,887,059	13,030	2,900,089

KPMG have provided complete lists of the voters affected by these inconsistencies and the Commission has already commenced the correction of the details.

The Commission also encourages all Voters who have not yet verified their details to ensure they do so before the end of the verification period.

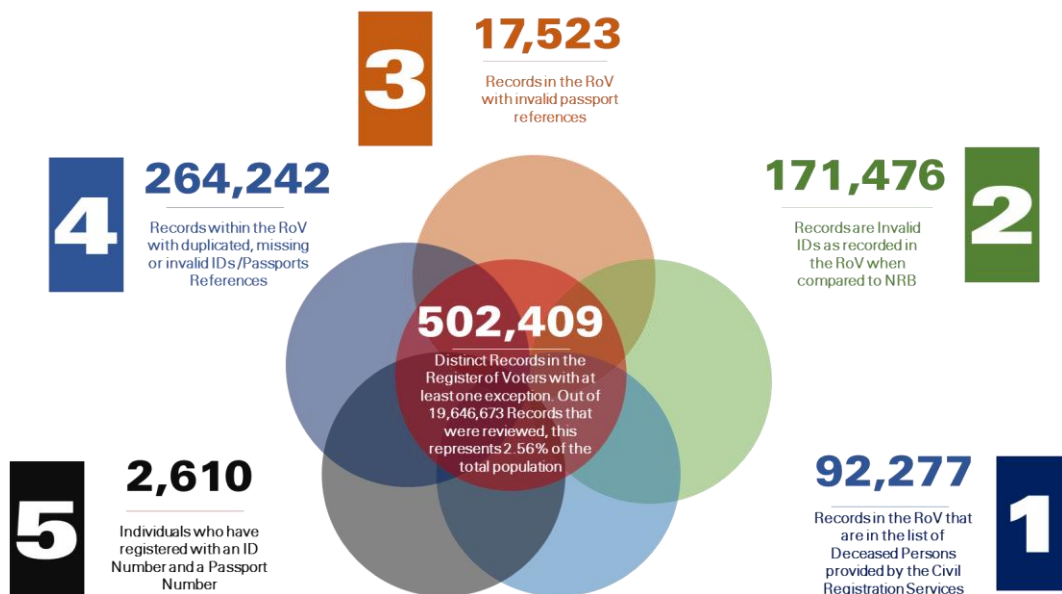
— Irregularities in the Register of Voters

KPMG have also reported a number of irregularities in the Register of Voters that the Commission will need to validate against the source documents to confirm whether they relate to bonafide voters. These irregularities include:

- 171,476 voters whose details of IDs could not be found in the data provided by the National Registration Bureau
- 17,523 voters whose details could not be found in the data on passports provided by the Directorate of Immigration. Of these, 98 were confirmed to be Diplomatic Passports whose data had not been provided.
- 264,242 records in the Register of Voters with (a) duplicate IDs or passports. (b) Out of range details in the Register of Voters (e.g. ID no, Date of Birth, or Names appear as numbers)
- 2,610 Voters who have registered with both an ID and Passport

The results of the audit suggest that many of these could have been caused by clerical errors in the input of data. IEBC is taking appropriate action to validate the details against the source documents used to capture the details. Where the details in the Register are confirmed to be invalid, these will be expunged from the Register.

An overview of the irregularities is illustrated in the diagram below:



KPMG also tested on a sample basis the biometric data in the register of voters and found the quality to be good with minimal exceptions.

— Deceased persons in the Register of Voters

According to the audit by KPMG, a total of 11,104 deceased voters had been expunged from the Register since 2012, and of these, only 30 had been expunged since 2013. KPMG obtained the number of expected and registered deaths from the Civil Registration Department (CRS), and based on those details, requested the CRS to provide the full list of deceased persons based on registered deaths. At the time of submitting the audit report, KPMG had established that the number of expected deaths for all ages for the period 2012 to 2016 is expected to be 2,390,054 but only 970,895 had been registered. In the period November 2012 to December 2016, of the expected deaths, CRS data indicates that 1,534,009 were aged 18 years and above, and of these, only 621,832 were registered. At the time of preparing the audit report, CRS had provided to KPMG a list containing 435,175 deceased persons of all ages. Of these only 196,988 records had complete details which could be used as a reference to the register of voters. On that basis, KPMG have identified 92,277 deceased persons whose ID's and the names matched within the register of voters and for whom IEBC will immediately expunge from the Register. We attach an annexure 2 illustrating the coverage and geographical distribution of the registration of deaths.

Taking into account the number of registered deaths for persons aged 18 years and above, whose detailed death records were not provided by the Civil Registrar, and the expected deaths for persons aged 18 years and above who have not been registered; and applying an enrolment rate of 77.58%, KPMG deduced that there is a potential for an additional 1,037,260 deceased persons in the Register of Voters as analysed in the table below:

Description	Number	Enrolment Rate	Potential no. in ROV
Registered Deaths per CRS for persons aged 18 years and above whose detailed death records have not been provided	424,844	77.58%	329,594
Expected Deaths per CRS for persons aged 18 and above who have not been registered by CRS for the period Nov 2012 – Dec 2016	912,177	77.58%	707,666
Potential additional deceased voters in the Register of Voters			1,037,260

KPMG have recommended that the IEBC work with CRS to obtain the full details of deceased persons based on the total registered deaths from November 2012 to December 2016. CRS have indicated that they have another 350,000 details of deceased persons which will be immediately availed to the IEBC. These should be used to expunge details of deceased persons before the Register is certified.

KPMG have also noted that data relating to deceased persons is both incomplete due to low coverage of death registration, and inaccurate as in some cases the full details of deceased persons are not provided, or appear to be inaccurate. In addition, there are cases where the ID number indicated as belonging to the deceased person may actually belong to the person who reported the death. It is therefore essential that even after confirming a match of the ID number, that other details like name be verified to avoid disenfranchising some voters.

KPMG have also proposed institutional measures between the IEBC and CRS to improve the coverage and quality of data on deceased persons. On account of the data shortcomings relating to deceased persons, KPMG have recommended the use of biometrics as the primary basis for identifying voters on polling day.

— Inclusiveness in the Register of Voters

The terms of reference for the audit included a high level review of inclusiveness in the Register of Voters based on age, gender, geographical coverage and coverage of persons with disabilities. KPMG has provided this analysis, including distribution of voters by County, Gender, Youth (18-34 years) and coverage of persons living with disabilities. See attached annexes 3 and 4 for Gender and Youth respectively.

— Database security and infrastructure controls

As part of the audit, KPMG have also made recommendations on enhancing controls over the database and infrastructure to ensure security of the Register. As is standard for such findings, these will be addressed by the Commission in liaison with its IT vendors and independent support.

— Action plan for implementing recommendations from the audit

KPMG have provided a categorized action plan that is summarized below:

Audit Work stream	Pre verification	Pre certification	Pre elections day	Elections day	Medium term	TOTAL
Stakeholder engagement	3	2	1	1	4	11
Legal framework	-	3	2	3	17	25
Voter registration, transfer and updating processes	5	13	4	2	31	55
Analysis of the RoV	2	25	12	12	8	59
Database and infrastructure security	17	6	4		17	44
Inclusiveness of the RoV	-	3	11	-	74	88
TOTAL	27	52	34	18	151	282

The Commission is now investing all its efforts in addressing the issues identified from the audit, and implementing the Elections Programme.

The Commission is grateful to KPMG for the services provided in the Audit of the Register of Voters. The Commission now invites all stakeholders to continue to provide every support in the preparations for the Elections in August 2017 and in particular, urges all those who have not verified their details to do so in the remaining period.

— Summary of Action Points for purposes of the General Election

Action	Steps Taken	Steps to be Taken
Stakeholder engagement		Submit the Audit Report to Parliament and make it available to the public.
Voter registration, transfer and updating processes	Process commenced during verification	Reconcile Audit findings with verification findings and address the gaps in the next 5 days.
Database and infrastructure security	New infrastructure acquired and database security software contract signed.	Installation of new infrastructure.
Polling Day verification		New procedures and training on identification where minor anomalies may occur.

Ezra Chiloba
Commission Secretary/ CEO

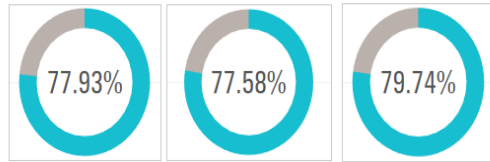
Wafula Chebukati
Chairman

Annexure 1 - National Coverage

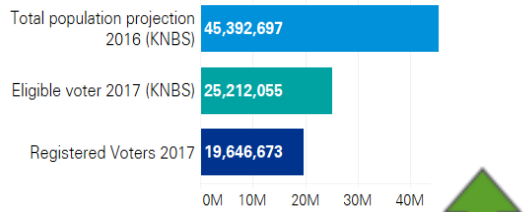


National Coverage

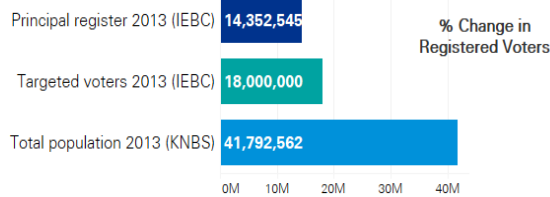
Enrolment rate 2017 (KNBS) National enrolment rate 2017 (NRB) Enrolment rate 2013



2017 statistics

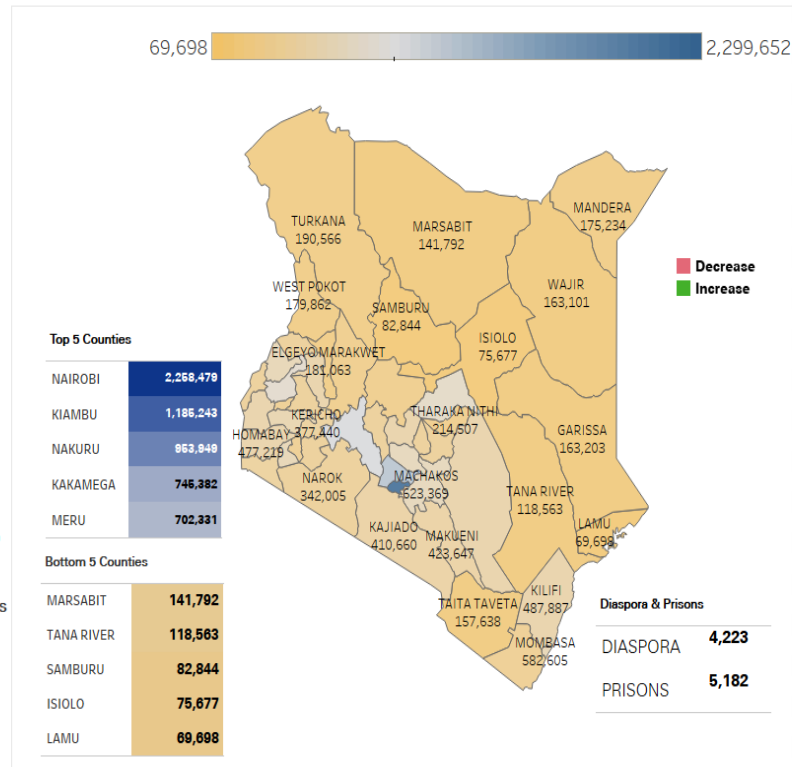


2013 statistics



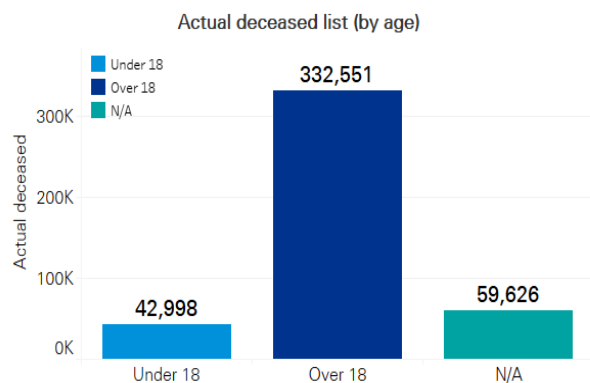
Registered voters 2017 (IEBC)	Eligible voters 2017 (KNBS)	Issued ID's (NRB)	Principal register 2013 (IEBC)
19,646,673	25,212,055	25,323,059	14,352,545

National Coverage of Voters 2017





CRS Vital Statistics on registered and expected deaths vs actual deaths list (Nov 2012-Dec 2016)

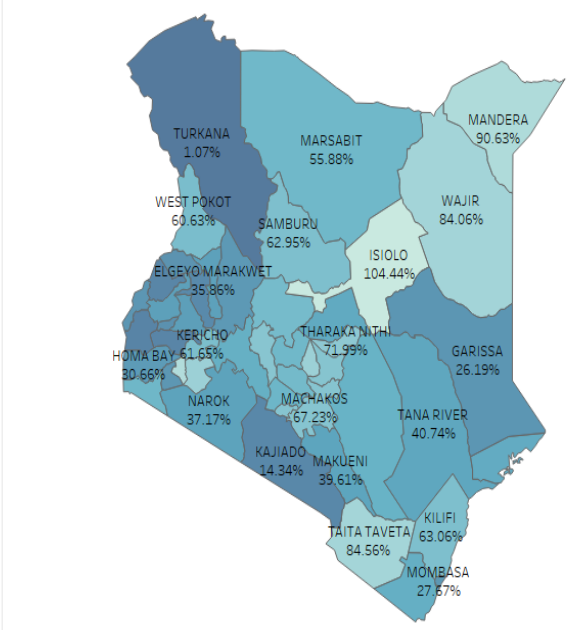


Deceased with/without ID by age

Valid ID	Under 18	Over 18	N/A	Grand Total
With ID	819	196,988	26,000	223,807
Without ID	42,179	135,563	33,626	211,368
Grand Total	42,998	332,551	59,626	435,175

Total expected deaths (18 years and above) **1,534,009**
 Total registered deaths (18 years and above) **621,832**
 Actual deceased list (All) **435,175**

Actual Deceased as a ratio of Total Registered Deaths



Source: Civil registry and Kenya vital statistics report (2012-2016)

CRS expected, registered vs actual deceased list (Jan 2012-Dec 2016)

County	Total expected deaths	Registered deaths	Actual deceased list
Grand Total	2,390,054	970,895	435,175
BARINGO	37,272	6,771	1,959
BOMET	43,396	15,125	12,038
BUNGOMA	94,284	36,195	4,725
BUSIA	40,992	22,563	5,912
ELGEYO MA.	23,060	5,915	2,121
EMBU	22,400	16,416	11,007
GARISSA	18,600	6,345	1,662
HOMA BAY	77,388	21,546	6,607
ISIOLO	5,342	2,476	2,586
KAJIADO	32,371	8,692	1,246
KAKAMEGA	114,173	51,368	18,059
KERICHO	49,699	17,626	10,866
KIAMBU	77,732	51,497	27,800
KILIFI	65,372	26,019	16,408
KIRINYAGA	29,296	15,133	12,075
KISII	68,237	39,510	10,654
KISUMU	81,515	41,699	4,878
KITUI	57,423	22,826	11,623
KWALE	42,189	11,545	5,524
LAIKIPIA	30,049	8,592	5,047
LAMU	7,071	2,263	1,020
MACHAKOS	72,419	34,902	23,465
MAKUENI	57,672	20,289	8,036
MANDERA	49,805	2,368	2,146
MARSABIT	12,944	5,156	2,881
MERU	58,936	31,624	13,716
MIGORI	73,520	19,125	10,625
MOMBASA	54,786	29,478	8,157
MURANG'A	58,511	24,750	14,280
NAIROBI	148,129	111,711	75,173
NAKURU	116,461	45,843	22,529
NANDI	53,169	12,475	4,202
NAROK	38,234	7,824	2,908
NYAMIRA	34,592	9,938	9,168
NYANDARUA	35,279	15,256	10,400
NYERI	50,833	24,666	13,791
SAMBURU	12,274	1,722	1,084
SIAYA	98,576	35,458	3,655
TAITA TAVET..	27,175	9,056	7,658
TANA RIVER	17,107	3,402	1,386
THARAKA NIL.	16,191	9,238	6,650
TRANS NZOIA	50,748	19,959	4,730
TURKANA	60,890	8,508	91
UASIN GISHU	60,218	27,803	4,515
VIHIGA	53,479	22,900	5,052
WAJIR	25,190	2,648	2,226
WEST POKOT	35,055	4,674	2,834

Annexure 3 – Distribution of registered voters by gender

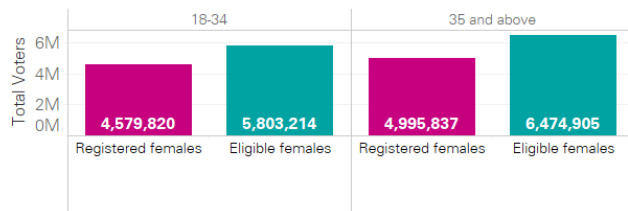


Distribution of Registered Voters by Gender

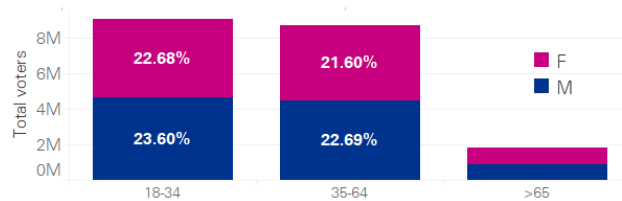
Gender balance comparison

Gender	2017 RoV	KNBS	NRB
	49.33%	50.43%	49.72%
	50.67%	49.57%	50.28%
Gender Index	0.97	1.02	0.99

Females registered vs eligible females (NRB)



Age and gender comparison



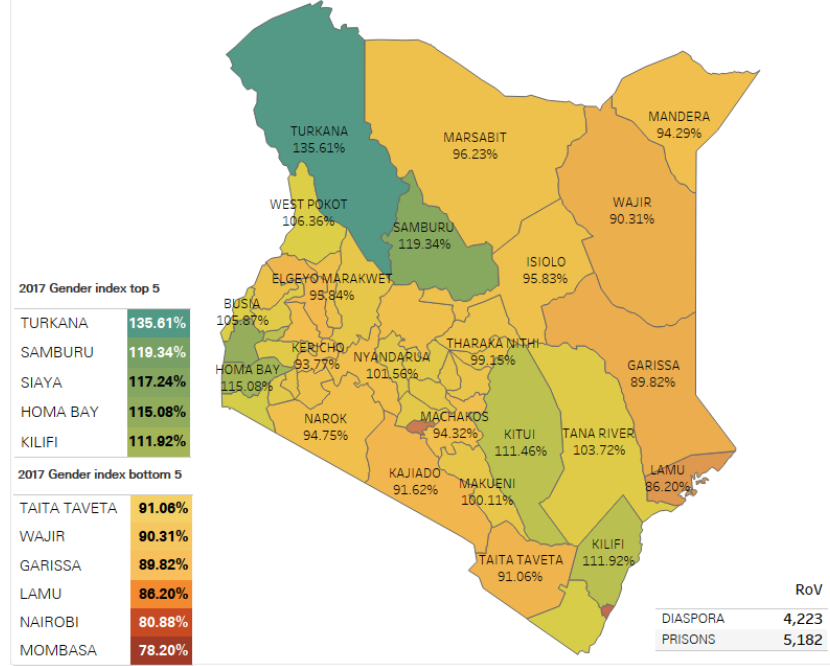
2017 Gender index

Registered voters 2017 (IEBC)	Eligible voters 2017 (KNBS)	Issued ID's (NRB)	Principal register 2013 (IEBC)
19,646,673	25,212,055	25,323,059	14,352,545

2017 Gender index

78.20% 136.00%

NOTE: Gender Index is the ratio of females (registered) to the number of males (registered)



	Registered	% of RoV	% of Females in RoV
BARINGO	230,728	50.10%	
BOMET	324,583	49.06%	
BUNGOMA	559,989	49.26%	
BUSIA	362,433	51.43%	
ELGEYO MARAKWET	181,063	48.94%	
EMBU	312,576	49.57%	
GARISSA	163,203	47.32%	
HOMA BAY	477,219	53.50%	
ISIOLO	75,677	48.94%	
KAJIADO	410,660	47.81%	
KAKAMEGA	745,382	50.86%	
KERICHO	377,440	48.39%	
KIAMBU	1,185,243	50.34%	
KILIFI	487,887	52.81%	
KIRINYAGA	363,139	49.65%	
KISII	546,564	50.38%	
KISUMU	539,006	50.78%	
KITUI	474,840	52.71%	
KWALE	282,037	51.85%	
LAIKIPIA	247,341	48.73%	
LAMU	69,698	46.29%	
MACHAKOS	623,369	48.54%	
MAKUENI	423,647	50.03%	
MANDERA	175,234	48.53%	
MARSABIT	141,792	49.04%	
MERU	702,331	49.30%	
MIGORI	388,147	51.89%	
MOMBASA	582,605	43.88%	
MURANG'A	593,769	50.24%	
NAIROBI	2,268,479	44.72%	
NAKURU	963,949	48.70%	
NANDI	347,186	48.40%	
NAROK	342,005	48.65%	
NYAMIRA	280,622	49.83%	
NYANDARUA	337,774	50.39%	
NYERI	461,434	50.51%	
SAMBURU	82,844	54.41%	
SIAYA	457,663	53.97%	
TAITA TAVETA	157,638	47.66%	
TANA RIVER	118,563	50.91%	
THARAKA NITHI	214,507	49.79%	
TRANS NZOIA	340,843	47.77%	
TURKANA	190,566	57.56%	
UASIN GISHU	450,845	47.93%	
VIHIGA	271,785	52.73%	
WAJIR	163,101	47.45%	
WEST POKOT	179,862	51.54%	
DIASPORA	4,223		
PRISONS	5,182		

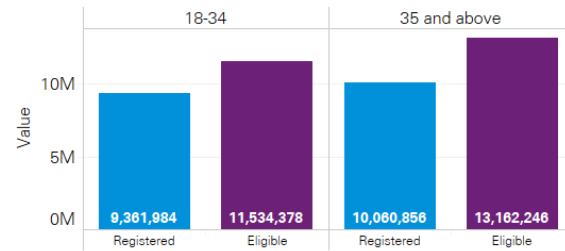
Annexure 4 – Registered youth distribution by county



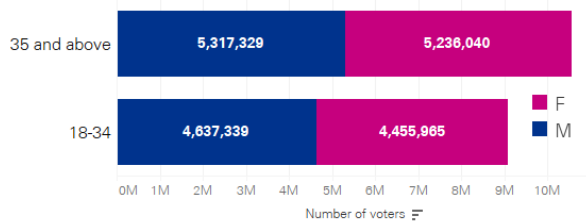
Registered Youth Distribution by County

Age	2017 RoV	KNBS	NRB
18-34	46.28%	55.16%	48.20%
35 and above	53.72%	44.84%	51.80%

Registered youth vs eligible



Gender distribution by age



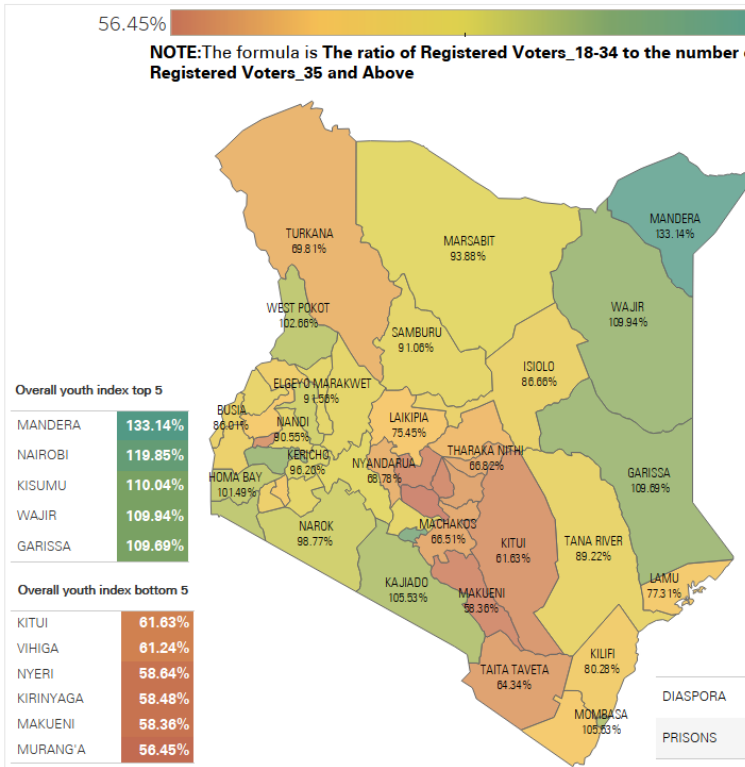
Overall youth index

Registered voters 2017 (IEBC)	Eligible voters 2017 (KNBS)	Issued ID's (NRB)	Principal register 2013 (IEBC)
19,646,673	25,212,055	25,323,059	14,352,545

Overall youth index



NOTE: The formula is The ratio of Registered Voters_18-34 to the number of Registered Voters_35 and Above



County	RoV	Registered 18-34 as a % of RoV	Registered 35 and above as a % of RoV
BARINGO	230,728	47.68%	52.32%
BOMET	324,583	47.71%	52.29%
BUNGOMA	559,989	46.86%	53.14%
BUSIA	352,433	46.24%	53.76%
ELGEYO MAR.	181,063	47.80%	52.20%
EMBU	312,576	39.44%	60.56%
GARISSA	163,203	52.31%	47.69%
HOMA BAY	477,219	50.37%	49.63%
ISIOLO	75,677	46.43%	53.57%
KAJIADO	410,660	51.35%	48.65%
KAKAMEGA	745,382	43.47%	56.53%
KERICHO	377,440	49.03%	50.97%
KIAMBU	1,185,243	47.46%	52.54%
KILIFI	487,887	44.53%	55.47%
KIRINYAGA	353,139	36.90%	63.10%
KISII	546,564	45.78%	54.22%
KISUMU	539,006	52.39%	47.61%
KITUI	474,840	38.13%	61.87%
KWALE	282,037	43.47%	56.53%
LAIKIPIA	247,341	43.01%	56.99%
LAMU	69,698	43.60%	56.40%
MACHAKOS	623,369	39.94%	60.06%
MAKUENI	423,647	36.85%	63.15%
MANDERA	175,234	57.11%	42.89%
MARSABIT	141,792	48.42%	51.58%
MERU	702,331	41.79%	58.21%
MIGORI	388,147	50.66%	49.34%
MOMBASA	582,605	51.35%	48.65%
MURANG'A	593,769	36.08%	63.92%
NAIROBI	2,258,479	54.51%	45.49%
NAKURU	953,949	48.44%	51.56%
NANDI	347,186	47.52%	52.48%
NAROK	342,005	49.69%	50.31%
NYAMIRA	280,622	43.66%	56.34%
NYANDARUA	337,774	40.75%	59.25%
NYERI	461,434	36.96%	63.04%
SAMBURU	82,844	47.66%	52.34%
SIAYA	457,663	46.06%	53.94%
TAITA TAVETA	157,638	39.15%	60.85%
TANA RIVER	118,563	47.15%	52.85%
THARAKA NIT.	214,507	40.05%	59.95%
TRANS NZOIA	340,843	45.10%	54.90%
TURKANA	190,566	41.11%	58.89%
UASIN GISHU	450,845	49.63%	50.37%
VIHIGA	271,785	37.98%	62.02%
WAJIR	163,101	52.37%	47.63%
WEST POKOT	179,862	50.66%	49.34%
DIASPORA	4,223		
PRISONS	5,182		