INTRODUCTION

The Guyana Elections Commission (GECOM) had conducted the 1st Cycle of Continuous Registration in preparation for the 2006 General and Regional Elections. The intention then was to continue, soon after the 2006 elections, this activity in sequential cycles of six months duration as the means to further update and sanitize the National Register of Registrants Database (NRRDB). However, GECOM departed from this course of action because of a decision taken by the Government and the Parliamentary Political Parties that the previous NRR, which was used in preparation of the Official List of Electors (OLE) for the 2006 elections, be abandoned. It was preferred that GECOM embark on a House-to-House Registration exercise to compile a new and patent NRRDB.

During the first half of 2008, GECOM concentrated its attention primarily on conducting a House-to-House Registration exercise to create a new NRRDB. The Commission and its Secretariat also focused on preparing for the recommencement of Continuous Registration early in 2009.

This Report is a representation of the various categories/levels of work which were carried out by GECOM and its Secretariat throughout 2008.

In addition to the development and implementation of the strategic plans pertaining to the conduct of the preparation of the new National Register of Registrants from the 2008 House-to-House Registration exercise, the Commission and its Secretariat were engaged with policy matters and administrative tasks which are pivotal to the smooth functioning of the Commission and its Secretariat.

HOUSE-TO-HOUSE REGISTRATION

The imperative to conduct House-to-House Registration was born out of the need for the creation of an indisputable National Register of Registrants Database (NRRDB) which could be used as the basis for the preparation of future Electoral Lists, and which would be commonly acceptable by all stakeholders as being unblemished. Also, it must be noted that the International Observers of the 2006 General and Regional Elections endorsed this logic, and had documented their calls for a House to House Registration exercise to be undertaken prior to the holding of Local Government Elections. They held the view that the preparation of a new Voters' List from a newly established National Register of Registrants is a prerequisite for the holding of Local Government Elections.

With the above in mind, the Government of Guyana, GECOM and the Parliamentary Political Parties agreed on June 14, 2007, to the preparation of a new NRRDB by House-to-House Registration.

The thrust of GECOM therefore was, and continues to be, that the primary outcome of this exercise will be the creation of a pure and current NRRDB which would be perpetually updated and purified through future Cycles of Continuous Registration and their respective concomitant Claims and Objections exercises. This would inevitably lead to the preparation of future Electoral Lists that would be commonly acceptable by and among all Political Parties and other stakeholders.

The Commission, with assistance from the Attorney General's Chambers, drafted the required amendments to the National Registration Act Chapter 19:08 which were necessary to facilitate the conduct of House-to-House Registration. The draft amendments were approved by Parliament clearing the way for the implementation of House-to-House Registration.

A draft Work Plan for House-to-House Registration, including the various tasks with relevant durations, and resource requirements, for House-to-House Registration was prepared by the Secretariat for consideration by the Commission. This Work Plan, which was prepared in Microsoft Project Format, was the subject of numerous reviews by the Commission and Secretariat before it was finalized and approved. The approved Work Plan for House-to-House Registration put the duration of the exercise from January 7 to July 4, 2008.

<u>Policy Decisions taken by GECOM towards the successful conduct of House-to-House</u> Registration

Several jeopardies were encountered during the initial stages of the implementation of the House-to-House Registration exercise. They were acknowledged by the Commission as issues which could hamper the successful conduct of House-to-House Registration, and therefore needed to be addressed conclusively. Consequently, the Commission and Senior Technicians of the Secretariat engaged in extensive deliberations which resulted in the following decisions being taken and circulated at all levels of the Registration Process for implementation:-

- 1. Any Guyanese, including re-migrants, with Foreign Passports must provide his/her Guyanese Birth Certificate to become registered.
- 2. Any non-Guyanese National (foreigner) who is married to a Guyanese National must provide a Naturalization Certificate to become registered.
- 3. Any person who is a Naturalized citizen of Guyana must provide his/her Naturalization Certificate to become registered.
- 4. Any person who is a Guyanese citizen by Descent must provide a Birth Certificate of at least one of his/her parent whose name is documented on the Birth Certificate or must have a certified copy of an entry in the Register of Births of Guyana (Form F).
- 5. Persons from Commonwealth countries whose work permits have expired, or those who have extended their permitted stay without legal authorization, cannot be registered. The passport of such a person will contain information which will enable the Registration staff to ascertain the legality or illegality of his/her status in Guyana.
- 6. Foreign passports that were issued to persons born in Guyana are not acceptable as base documents for registration. The holders of foreign passports, including remigrants, must provide his/her Birth Certificate to become registered.
- 7. National Identification Cards are not acceptable as base documents for registration.
- 8. A valid (provisional) travel document issued by the Passport Office must be accepted as a source document for registration.
- 9. An old (red and white) Birth Certificate must be accepted as a base document for registration.
- 10. A valid passport must be accepted as a source document for registration even if the document is valid only for one day more.
- 11. A Marriage Certificate is not required in the case of a married woman who presents, for Registration, a valid passport with their husband's name as her surname.
- 12. There is no legal basis for denying a married woman the right to be registered in her maiden name after marriage. In such a case it is not necessary for a Marriage Certificate to be produced. The provision of such a woman's original Birth Certificate would suffice.
- 13. A woman could, by choice, continue to use her husband's name after the marriage ends, either by death or divorce.
- 14. A woman could retain her maiden surname and simultaneously use her husband's surname after marriage e.g. Jane Doe-Citizen.
- 15. Applicants' photographs must be taken and affixed on their application forms at their residences before they sign the Registration Form the Registration form.

- 16. A Muslim woman does not have to remove her "hijab" to be photographed, but she is required to remove her "burka" for this purpose.
- 17. Tattoos are not to be accepted as "distinguishing marks".
- 18. No one must be registered without providing the required source document(s). Photocopies of source documents are not acceptable for Registration.
- 19. Signatures do not necessarily have to be legible. Registration Staff must never insist that applicants for Registration spell out their names when signing the forms, instead of appending their (applicants) normal signatures.
- 20. In the absence of the father's name on a Birth Certificate, the mother's name automatically becomes the person's surname.
- 21. There are many persons from the older generation who have been using names other than that documented on their Birth Certificates. Registration Clerk IIs are instructed that such persons cannot be registered other than by the name(s) on their respective Birth Certificates. Such persons are claiming that since as far back as they could remember they have been using the names which they currently have and that they have conducted all personal and business transactions in these names, and have previously been registered by GECOM under the said names and have been issued ID cards with those names which are not on their Birth Certificates. Such persons must get Deed Polls before becoming registered under House-to-House Registration.

The category "Also Known As" (aka) could be of several varieties e.g. the use of a name or names other than that documented on a Birth Certificate, the assumption of a name or names added to the name or names documented on a Birth Certificate, the omission of a name or names documented on a Birth Certificate or the combination of an assumed name with one or more, but not all of the names documented on a Birth Certificate.

- 22. Under no circumstances are persons to be registered under assumed names without providing the appropriate Deed Poll.
- 23. Appointed Scrutineers from the various Political Parties must be informed of all planned visits to the homes of potential Registrants.
- 24. Whenever there is cause for Registration staff to revisit an applicant's residence for corrections, the relevant Scrutineers must be informed and allowed to accompany them and/or inspect the relevant documents.
- 25. Follow-up/return visits to a potential Registrant must be made in the shortest possible time to ensure that the transaction is completed in a timely manner.

- 26. In cases where Registration Staff and Scrutineers are not admitted to applicants' premises to complete the RO1 Forms, the Registration Staff should try to deal with the applicants without entering their yards.
- 27. Assistant Chief Scrutineers (ACSs) must be given access to all RO1 Forms and associated source documents as well as to the AROs' and ROs' ledgers.
- 28. Only the two Chief Scrutineers could officially indicate the withdrawal of any of their respective Scrutineers from House-to-House Registration.
- 29. Field Registration Staff must take the relevant Application for Registration Forms (RO1) and associated source documents with them whenever they are required to revisit applicants' residences to retake photographs. This would avoid mismatching.
- 30. Any occurrence of non-cooperation on the part of potential applicants must be reported by the Clerk IIs to their respective AROs.
- 31. Registration Staff must never allow Scrutineers to use the cameras and printers entrusted to them (Registration Staff).
- 32. ROs and AROs must ensure that the policy and administrative decisions of the Commission/Secretariat are further disseminated among the Clerk IIs with alacrity.
- 33. Goods and services to be procured by ROs must be done in accordance with the continuously updated REOs' rates as far as is practicable. Further, such procurement should be done from the same source as used by the Regional Administration.
- 34. A Memorandum must be sent to all ROs, copied to Secretariat Staff, that with immediate effect, there will be zero tolerance to transgressions relative to financial transactions.
- 35. The particulars of any wrongdoing associated with Registration Staff at any level of the Registration process must be forwarded to the Chief Election Officer along with the nature of the transgression, in order that disciplinary action, which does not exclude termination of employment, could be instituted following the guidelines delineated in the appropriate "Rules of Procedure".
- 36. The need for the proper security of GECOM's materials and equipment including completed RO1 Forms can never be over-emphasized.

In addition to the above directives, Registration Staff were directed to comply with the following operational principles:-

- 1. All GECOM Registration Staff and Scrutineers must at all times be wearing prominently displayed identification badges while on duty. Similarly, Registration Staff must at all times be properly attired.
- 2. Registration Staff at all levels must always take absolute good care of the equipment entrusted to them.

- 3. Registration Staff must never seek favours from applicants.
- 4. Registration Staff must always be courteous in their approach and throughout their dealings with applicants.
- 5. Registration Clerks must always be equipped to provide appropriate advice/guidance to persons who do not meet the criteria for registration.
- 6. Attendance and punctuality must never be compromised.

STRATEGIC ONE DAY WORKING SESSION

The Guyana Elections Commission (GECOM) and Senior Members of its Secretariat convened at a strategic one day Working Session on Friday, March 28, 2008, to (i) identify and analyze problematic issues, (ii) to confront possible weaknesses within the Commission's Operational and Administration systems, and (iii) developing solutions to deficiencies, while specifically focusing on matters which were emerging from the House-to-House Registration exercise and which are in need of resolution. The event was held at the Sea Breeze Hotel, Pere Street, Kitty, Georgetown.

During forthright discussions, emphasis was placed on the manner in which the House-to-House Registration exercise was being conducted and the level of success that was being achieved, in order to determine whether there was need for a strategic review of the existing Work Plan for the exercise. In this regard, the Commission had determined that the exercise was proceeding at a satisfactory pace.

The Commission also sought to review its decisions pertaining to (i) justifications for the production of new National ID cards as a sequel to the House-to-House Registration exercise, (ii) the unacceptability of an existing National ID card as a source document for registration, and (iii) issues associated with the suggestion to include names on existing National ID cards under the head "aka". Accordingly, the Commission had maintained its earlier decisions that (i) new National ID cards would be produced for all persons registered under House-to-House Registration, (ii) an existing National ID card will not be accepted as a source document for registration, and (iii) names without legal authentication will not be documented on National ID cards under the heading "aka".

The decisions pertaining to Operational and Administrative matters, which were taken at the Working Session, were implemented, thus ensuring further efficiency.

Participants at the Working Session were Dr. R.S. Surujbally - Chairman of GECOM, Mr. V. Alexander - Commissioner, Dr. K. Mangal - Commissioner, Mr. M. McDoom - Commissioner, Mr. M. Shaw - Commissioner, Mr. R. Williams - Commissioner, Mr. Gocool Boodoo - Chief Election Officer, Mr. C. Benn - Deputy Chief Elections Officer, Mr. K. Lowenfield - Assistant Chief Election Officer, Mr. D. Ramlall - Civic and Voter Education Officer, Mrs. B. Critchlow - Voter Registration Manager, Mr. G. Campbell - Information Technology Manager, Mr. J. Sharma - Chief Accountant, Mr. T. Semple - Administrative Manager, Mr. C. April - Logistics Manager, Mr. N. Prashad - Internal Auditor, Mr. D. Thompson - Security Officer, Mr. A. Sattaur - Accountant, Mr. B Ramnarine - Registration Officer, and Mr. N. Jervis - Registration Officer.

Data Collected From House-To-House Registration as At July 4, 2008

430,746 persons were registered during the House-to-House Registration exercise. The particulars of these persons were encoded as part of the process of the development of the new National Register of Registrants (NRR). Finalization of the NRR is subject to the completion of checks for possible multiple registrations via the cross matching of the fingerprints of all registrants.

Approximately 33,000 persons could not be registered because they were not in possession of their Birth Certificates. Of these, approximately 11,000 persons had applied for and were awaiting their Birth Certificates. Further, approximately 2,000 persons refused to apply for registration, while approximately 12,000 persons were reportedly out of their respective areas of residence and therefore could not be registered.

Editing Registration Transactions

The Editing Section of the registration process commenced work with a staff strength of 23 members on January 14, 2008. This was later consciously increased to staff strength of 65 persons on April 14, 2008, to deal with the accumulated number of completed field transactions. It must be emphasized that the staff strength of the Editing Section was strategically increased on April 14, 2008, i.e. 101 days from the commencement of House-to-House Registration.

The staff structure in the Editing Section was as follows:-

- Five (5) Supervisors
- Two (2) Assistants to Supervisors
- One (1) Receiving Clerk
- Twenty Nine (29) Editing Clerks
- Twenty Five (25) Verification Clerks
- Three (3) Batching Clerks

In passing, it should be mentioned that any real of perceived delay in the editing of registration transactions of the registration process would have been linked to the **multi-tiered quality control measures** that are being used to ensure that all of the pertinent details of applicants for registration are accurately documented.

The multi-tiered editing system which commenced at the level of the Cluster Offices and concluded in the Encoding Section, via the double entry verification system, was geared specifically to ensure thoroughness pertaining to registrants' accurate data capture. Naturally, the inherent need for this having been done was aimed at the creation of the new and indisputable National Register of Registrants Database (NRRDB) from which commonly acceptable Voters' Lists for future elections could be derived.

As was expected, errors were being discovered via the editing process during the initial stage of the House-to-House Registration exercise when staff, notwithstanding their arduous training/retraining/refresher courses, were confronted with field realities. The number of errors being discovered later on was significantly reduced with the result being an acceleration of the process of editing registration transactions. The Registration Department

concluded the editing of transactions very soon after July 4, 2008, the latter being the conclusion date for accepting applications for registration.

Encoding Registration Transactions

The Encoding Section of the registration process commenced work with a staff strength of 30 members on January 28, 2008. This was later increased to staff strength of 100 persons in a two shift system with 50 staff each on April 14, 2008, to accelerate the work of the Section.

It must be noted that of the 50 persons on one shift, 12 were involved in data entry (encoding) while another 12 were involved with double checking the entry of the details of registrants already inputted by the initial 12. This **doubly entry verification system** was geared to ensure that registrants particulars were accurately inputted. In other words, there was not only the original checking of incoming data being carried out, but a second check as well, so as to add certitude to the final data entered into the system

Three persons were assigned the responsibility of taking remedial action with respect to any error(s) that may have been detected as a result of the use of the **doubly entry verification system**. Six persons were involved in electronically scanning the Application for Registration Forms i.e Form RO1. 10 persons were tasked with the scanning and inputting of registrants photographs, fingerprints (Form RO1, Part B) and signatures. One person was responsible for the printing of manifests for rejected transactions and queries while six staff members were responsible for receiving documents from the editing section, and to carry out the required separation and verification of the various categories of information e.g. Applications for Registration, fingerprint forms, photographs etc.

Two things need to be made abundantly clear here. Firstly, it must be emphasized that the two-shift system was introduced 101 days from the commencement of House-to-House Registration. This was a conscious decision because GECOM was convinced that it was not necessary to have too many editors/encoders at the beginning of the exercise. This enlightened decision turned out to be the right one as the following paragraph will substantiate. Secondly, it must be noted that, in terms of the inputting of registrants' particulars, 12 staff per shift held this responsibility while another 12 persons carried out consecutive entries of the said particulars to promote accuracy. The other members of staff on each shift were tasked with responsibilities which were crucial to the unquestionable patency of the new National Register of Registrants (NRR).

It is necessary to point out that the number of transactions edited as at 18.05.2008 was 209,151 while the number of transactions encoded stood at 130,250 on the same date. These figures indicated that number of transactions edited moved up by 130,467 in 35 days (14.04-18.05.2008.) while the number of encoded transactions moved up by 91,919 for the said period due to the implementation of the two-shift system. The pace of encoding was further improved with the introduction of a third 8-hour shift from Monday, May 19, 2008, thereby significantly narrowing the gap between the numbers pertaining to the encoding and editing exercises.

Quality Control

The multi-tiered levels of the quality control measures which existed throughout the House-to-House Registration exercise, as outlined below, was developed to generate the creation of a new National Register of Registrants Database (NRRDB) which would be perpetually updated and purified through future Cycles of Continuous Registration and their respective concomitant Claims and Objections exercises. This would inevitably lead to the preparation of future Electoral Lists that would be commonly acceptable by and among all Political Parties and other stakeholders.

The editing process at all levels of the Registration exercise was to facilitate checking of completed RO1 Forms for:-

- Completeness;
- Accuracy;
- Legibility;
- Signature corresponding with name (elimination of call names);
- Quality of photograph;
- Quality of fingerprints; and
- Scrutineer's Endorsement

In cases of non-conformity with these criteria, the registration documents were returned to the Registration Clerks of the respective Registration Division or Sub-Division; The major quality control process at the **First Level** i.e. the District level comprised the following features

- Registration Teams visited registrants in the House-to-House registration exercise to verify the identity and place of residence of each registrant;
- Quality photographs, and fingerprints of all available fingers, were taken for each registrant;
- Verification of date and place of birth from birth certificate, valid passport, adoption certificate, or an otherwise acceptable source document;
- Photocopying of the source document;
- Registration forms were completed on site and duly signed by the applicant, the registration official, and two Scrutineers;
- Upon completion of the on-site registration process, a triplicate of the registration was given to the registrant to allow him/her to uplift ID card;
- In instances where a potential registrant was not found at home, up to three visits were made to the same house in attempts to securing the maximum possible number of registrations; thereafter, a printed notice was left for the person to visit the Registration Officer's office to arrange for a suitable time for him/her to be registered at his/her residence;
- Registration teams submitted completed registration forms daily to their respective Cluster Registration Offices where they (the applications) were subjected to the first level of Quality Control;
- The Registration Clerks at the Cluster Registration Offices reviewed and "edited" the registration forms upon receipt and bundled them in lots of 24 for transmittal to the Registration Area Office.

Packages of 24 acceptable registrations were sent to the Registration Area Office where they are again subjected to the above Quality Control criteria to verify conformity i.e. the **Second Level** of Quality Control.

The Registration Area Office clerk reviewed, and bundled the satisfactory completed RO1 Forms for transmittal to the GECOM Secretariat for further (**third level**) Quality Control checks. Acceptable documents were thereafter routed to GECOM's Headquarters' processing centre, while unacceptable ones were returned to the respective Registration Offices for remedial action.

The GECOM Secretariat processing centre, having received acceptable RO1 Forms, proceeded with data entry and imagery scanning operations. Entry of alpha-numeric registration data of the double-blind type was done to ensure accuracy and to prevent all possibility of fraud, e.g. attempts at entering unauthorized data at this level would be thwarted.

Cross Matching of Fingerprints

The Commission, as part of its Work Plan for House-to-House Registration embarked on efforts to contract a suitable organization to conduct the cross matching the fingerprints of all persons registered under House-to-House Registration to eliminate the possibility of multiple registrations. GECOM had already acquired the in-house capability for scanning registrants' fingerprints, and this exercise is now being wholly conducted by the Secretariat. The scanned fingerprints were prepared for dispatch to Cogent, the United States of America based Company which was engaged by sub-contract through De La Rue, to conduct the fingerprint cross matching exercise as a prerequisite to the production of new ID cards for all registered persons.

Publication of Lists of Registrants

The Guyana Elections Commission posted up the Divisional/Sub-Divisional Lists of persons registered during House-to-House Registration at all Registration Area and Cluster Offices in the ten Registration Districts across Guyana for public scrutiny. The Lists had been posted up conspicuously at two locations in each Divisional/Sub-Divisional. This course of action was taken in keeping with the Commission's conscious decision to guarantee transparency, notwithstanding that it is not a legal requirement, in the Registration Process by making the lists available for public Scrutiny. The Lists have also been shared in electronic format with the Parliamentary Political Parties in furtherance of the objective of ensuring transparency at all levels.

The Divisional/Sub-Divisional Lists of Registrants contain the names and other relevant particulars of persons whose Applications for Registration met all the requirements and whose particulars have been encoded in what will eventually be the new National Register of Registrants Database (NRRDB). Registrants' details on the lists include their names and addresses.

All persons, for whom Applications for Registration were prepared during House-to-House Registration, were advised to visit the Registration Cluster Office for their respective areas to check the lists for their names and other particulars.

GECOM was aware that the displayed lists might not have contained the particulars for all of the persons for whom Applications for Registration would have been prepared. The absence of any such name would have been due to discrepancies identified via the multi-tiered editing process. Any application in this category would be returned to the respective Registration Cluster Office for remedial action. This having been done, the particulars of the applicant would be encoded and become a part of the new NRRDB.

Public Awareness/Civic & Voter Education

The Commission implemented a comprehensive Public Awareness campaign for House-to-House Registration. This strategy involved providing relevant information via all available media, including at grass roots levels, about the exercise. Specifically, notices and infomercials delineating the criteria and necessary source documents as well as the duration and hours of registration were publicized up to the conclusion of the exercise.

The public awareness strategy included the production and installation of suitable billboards and banners at strategic locations, the production and distribution of flyers/pamphlets, visits to schools, and the publication of notices in the local newspapers. Seven infomercials were produced for publication via radio and television and 50,000 copies of a brochure titled "WHAT EVERYONE MUST KNOW ABOUT HOUSE-TO-HOUSE REGISTRATION – 7th January, 2008 – 4th July, 2008" (Appendix I) were produced and distributed countrywide.

Comprehensive advertisements were published by the three daily newspapers every Sunday on a rotation basis up to the conclusion of the exercise. Simultaneously, infomercials were published on a daily basis via the electronic media. Visits to schools and distribution of flyers/pamphlets continued at grassroots levels throughout the exercise.

GECOM produced a comprehensive one hour Panel Discussion on the topic of the House-to-House Registration exercise. This documentary, which was recorded on DVD deals with several crucial issues confronting potential registrants, .e.g. problems with source documents for registration.

GECOM distributed a DVD copy of the Documentary to each electronic media house in order that it could be broadcast to the widest cross section of audience. The publication of this Documentary contributed undoubtedly towards the overall success of House-to-House Registration.

Encouraging the Support of the Media

GECOM recognised that, with their far reaching influence, the media could shape the manner in which information about House-to-House registration was disseminated and absorbed at the local and international levels. GECOM further recognized that the editorial policies of every media organization could only be determined by that organization. However, the Commission believed and urged that the editorial policies of

every media organization must never depart from the basic principles of journalistic best practices.

GECOM publicly emphasized that Media organizations must always keep in mind that the Commission is the singular constitutional organization that holds responsibility for the most important tile in the mosaic of democracy i.e. elections, and that any effort to besmirch the image of the Commission could result in disastrous outcomes.

GECOM underscored that the publication of perceptions, rumours, half truths and total falsehoods about the Commission and its work can never serve the national good. It is in this regard that the Commission invited all media organizations and operatives to revisit the spirit and intent of the Media Code of Conduct, which was prepared and endorsed by leading media representatives themselves, for the 2006 General and Regional Elections, and to conduct themselves accordingly. By so doing, the media in Guyana would have contributed towards the successful completion of the House-to-House Registration exercise and future tasks to be undertaken by GECOM.

<u>Consultations on the Lack of Appropriate Source Documents (Persons Without Birth Certificates/Passports and Persons with Assumed Names)</u>

GECOM was aware that there would be many persons (i) who might not currently be in possession of their Birth Certificates and other supporting source documents, (ii) whose births might have never been registered (particularly in hinterland areas), (iii) whose Passports might have expired and (iv) who might have been using names other than those under which their births were registered. These concerns led the Commission to hold consultations with Ms. Priya Manickchand, Minister of Human Services and Social Security, Ms. Carolyn Rodrigues, the then Minister of Amerindian Affairs and Representatives of the Ministry of Home Affairs including past and present Ministers, and Mrs. Greta McDonald, the Registrar General.

The Commission was assured that these Ministries and the General Register Office would work assiduously towards registering the births of all persons who are now not registered. GECOM was further assured by the Registrar General that there are simple procedures in place for persons to apply for Birth Certificates and to register unregistered births. GECOM was guaranteed that such applications would be speedily processed.

Subsequent to the meeting with the Registrar General, the Secretariat acquired thousands of application forms for birth certificates and distributed them among the 23 GECOM Registration Offices to be given to persons without birth certificates, in order that they could apply for same (birth certificates). However, this course of action was not completely successful, since many such persons, having filled out the forms, would return them to the respective Registration Offices with the expectation that GECOM would facilitate the rest of the process leading up to issuance of birth certificates.

The Commission was aware that there were many persons who have been using names to conduct personal and business transactions in names other that that which is documented on their respective Birth Certificates. In this regard, GECOM established that the process

is neither difficult nor expensive for a person who might have been using an assumed name (other than that under which his/her birth was registered) to obtain a Deed Poll to effect the desired name change.

The Commission had suggested that it is essential for all stakeholders, and primarily the interested Political Parties, to help their constituents (who might find some difficulty in obtaining a Deed Poll) by convincing the lawyers and Justices of the Peace and Commissioners of Oaths affiliated to the respective Parties to prepare and lodge the required instruments of name change (Deed Polls), through Notaries Public at the Deeds Registry.

Special Project for The Registration Of Births/Provision Of Birth Certificates

GECOM recognized that there existed the need for the implementation of a special project aimed at providing Birth Certificates for persons who could not apply for registration due to not being in possession of this document. Accordingly, GECOM, in an attempt to be supportive of the General Register Office (GRO), developed such a project, but this had not found favour when it was put before Mr. Clement Rohee, Minister of Home Affairs during a meeting between this Minister, the Registrar General, and the Chairman and Commissioners of GECOM and the Chief Election Officer.

GECOM had compiled a list of the names and addresses of persons who could not register because they were not in possession of their Birth Certificates. GECOM forwarded this list to the General Register Office requesting that appropriate action be taken to ensure that Birth Certificates are provided accordingly. Additionally, the list will was shared with all of the Parliamentary Political Parties with the expectation that they would try to stimulate their respective supporters to do whatever is necessary to acquire Birth Certificates to become registered.

Meeting With Parliamentary Political Parties/Civil Society Organizations

It has always been the policy of the Commission to (i) keep the Nation informed on our activities and including the data produced from those activities, and (ii) be painstaking in our collection and analysis of data so as to ensure that the information given to the public is patent, factual and the unadulterated truth. This thoroughness has often been interpreted as slothfulness.

GECOM, in keeping with its policy of transparency and inclusively, met with all of the Parliamentary Political Parties on Tuesday, July 8, 2008 to report on the status of House-to-House Registration and to share with them its plans to capture those eligible persons who had not been registered. Naturally, all of the Parties were concerned about the number of unregistered persons and supported the Commission's thrust to get them registered later via Continuous Registration.

The Commission also met with leading representatives of civil society organizations e.g the Private Sector Commission, to outline the achievements of the House-to-House Registration exercise and to underscore the need for their support in the lobby for urgent action to be taken for birth certificates to be issued, in a timely manner, to applicants who are potential registrants in order that they could become registered during the next Cycle of Continuous Registration.

GECOM urged all Political Parties to stimulate their respective supporters to take steps to acquire the relevant source documents with the objective of ensuring that, ultimately, all persons who would qualify to vote at future elections would be included in the relevant lists of electors. GECOM gave a commitment to help in any possible way to assist in the provision/distribution of Birth Certificates towards ensuring that all eligible persons become registered.

Prior to this meeting, GECOM had met with separate teams of Senior Representatives of the PPP/C and the PNCR on Tuesday, April 1, and Tuesday, April 15, 2008, respectively.

The meetings had taken place as a result of GECOM's initiative to invite all of the Parliamentary Political Parties to discuss issues associated with the (ongoing) House-to-House Registration exercise.

The PPP/C's team comprised Mr. Donald Ramotar – General Secretary, Mr. K. Ramanah – Chief Scrutineer, Dr. Leslie Ramsammy and Mr. Z. Mustapha.

The PNCR's Team comprised Mr. Robert Corbin, Leader, Mr. Oscar Clarke, General Secretary, Ms. Amna Ally, Chief Scrutineer and Mr. Lance Carberry.

The meeting with the PPP/C witnessed the tabling of some areas of concern which this Party believed should be addressed to give further credence to the exercise. The main areas of concern were as follows:-

- 1. The non-acceptance of the existing (green) National Identification Card as a valid source document for Registration as a matter of Commission policy.
- 2. The non-acceptance of assumed names by which potential registrants are known i.e. a name or names other than that documented on their Birth Certificates as a mater of Commission policy.
- 3. Difficulties associated with accessibility to Birth Certificates, pertaining especially to persons from the hinterland areas.

Responding to the concerns documented at 1. above, Dr. Steve Surujbally, Chairman of GECOM, had emphasized that the basis for the Commission's policy decision not to accept an ID card as a valid source document for Registration originated from the requests of all Political Parties and was directly linked to the integrity of the National Register of Registrants Database (NRRDB) that is to be established as a result of House-to-House Registration. He reinforced the decision by reminding that in previous Registration exercises, but not during the first Cycle of Continuous Registration, some persons had been registered on the basis of having provided Baptismal Certificates, letters from priests, elders, headmasters, Village Captains/Touchous and Justices of the Peace thus becoming registered in the National Register of Registrants (NRR) and would have been issued ID cards. This had led to the registration database which was used for the creation of the Official List of Electors (OLE) for the 2006 elections being questioned.

Responding to the concern documented at 2. above, the Chairman had pointed out that any potential registrant who had been using a name or names other than that documented on their Birth Certificates, and who was desirous of being so registered must, regularize his/her name(s) by way of Deed Poll to become registered, otherwise there would be no legal basis for his/her registration by the preferred name(s).

During the meeting with the PNC/R, Mr. Corbin had sought assurances from the Commission that the Commission's decision pertaining to the unacceptability of an ID card as a source document for registration would remain unaltered. Similarly, the PNCR Leader stressed that his Party was expecting that new ID cards will be produced at the end of the House-to-House

Registration exercise. Dr. Surujbally had given the assurance that the Commission's decisions on these matters were still current.

Both Parties had expressed concerns about initial teething problems and (i) episodes of non-cooperation on the part of Temporary Registration Staff and Scrutineers, as well as inaccuracies in the documenting of registrant's particulars resulting in revisits to the residences of the relevant applicants for registration. However, they had conceded that, due to the improved efficiency which comes with practice, the problems encountered by their Partys' Scrutineers were easily resolved through consultations with the Chief Election Officer, and that occurrences of inaccuracies were far less than what had been experienced at the commencement of the exercise.

Notwithstanding their respective concerns, both Teams had expressed satisfaction and congratulated GECOM on the satisfactory pace of the House-to-House Registration exercise.

With respect to the concern documented at 3. above, the Chairman noted the different courses of action which the Commission had taken towards bringing about suitable solutions (see

$\underline{2^{ND}}$ CYCLE OF CONTINUOUS REGISTRATION

The Commission, consequent upon the conclusion of House-to-House Registration on July 4, 2008, immediately commenced planning for the implementation of the 2nd Cycle of Continuous Registration in 2009. This would provide the opportunity for persons 14 years and over who were not registered during House-to-House Registration to apply for registration providing that

they meet the required criteria. This exercise would also provide opportunities for persons (i) who were not registered during House-to-House Registration to apply for registration (ii) to apply for changes to names, (iii) to apply for corrections to incorrect data, and (iv) to apply for transfers.

This proposed 2nd Cycle of the Continuous Registration process and consecutive Cycles, would become a routine process for updating/sanitizing the National Register of Registrants Database during the years running up to the next General and Regional Elections due in 2011, and thereafter. The 1st Cycle of Continuous Registration was completed in preparation for the 2006 General and Regional Elections.

Manual for Continuous Registration

Responding to the Commission's policy decision to embark on the 2nd Cycle of Continuous Registration, the GECOM Secretariat immediately moved to revise/update the Manual which was used to conduct the 1st Cycle of Continuous Registration. The purpose of this Manual was to provide Registration Officers, Assistant Registration Officers and Registration Clerks, who are attached to GECOM's countrywide Registration Offices, with a simple, user-friendly guide of the procedures for the registration of persons in compliance with the provisions of the National Registration Act, Chapter 19:08. The Manual would also be of great use to the Scrutineers of the Parliamentary Political Parties who would be working alongside GECOM's Registration Staff during the conduct of every registration transaction.

It is the policy instruction of GECOM that the procedures delineated in the Manual be studied and applied without fail by all levels of Registration Staff. By so doing, they would be contributing to the maintenance of a NRRDB which could be used to produce indisputable Lists of Electors for future elections.

LOCAL GOVERNMENT ELECTIONS

Being cognisant of its responsibility to administer Local Government Elections whenever so mandated, GECOM was aware that it might be required to hold Local Government Elections in 2009 upon the conclusion of the deliberations of the Joint Task Force For Local Government Reform (JTFLGR). If this occurs, the Commission is confident that with adequate resources, its Secretariat would be able to administer Local Government Elections in a similarly satisfactory manner as it did for the 2006 General and Regional Elections.

GECOM recognised that Local Government Elections is now long overdue, the last having been held in 1994, and that efforts were ongoing to hold Local Government Elections as early as possible.

The Commission is in receipt of a Draft Report of the Joint Task Force on Local Government Reform proposing a new electoral system for local government organs i.e. constituencies and/or wards at 50% of the seats being contested by individual candidates and 50% being contested via proportionality at Political Party level.. The Secretariat commenced studying this report with a view to developing a framework for the holding of Local Government Elections, subject to approval of the new system by Parliament.

At this stage of the deliberations of the Joint Task Force of Local Government Reform, GECOM understands that this body is still engaged with discussions on Fiscal Transfers and the matters the proposed establishment of a Local Government Commission. Be that as it may, it must be emphasized that, in the end, it would be the Political Parties and not GECOM which would decide legislative changes associated with Local Government Elections, and it is expected that they will inform the Commission accordingly insofar as the holding of these elections is concerned. In this regard, it must be categorically noted that GECOM is not a part of the JTFLGR, notwithstanding the Chairman's repeated requests to be a member of this Task force – if only as an observer.

GECOM Media Monitoring Unit (MMU)

The GECOM **Media Monitoring Unit** (MMU) continued to monitor media behaviour during 2008, using the criteria set out in the Media Code of Conduct for the August 2006 General and Regional Elections.

The importance and need for retention of the MMU was seen and understood against the absence of broadcast legislation and a 'Watchdog' body to regulate and sanction the media in Guyana.

In the aftermath of the August, 2006 Elections the MMU was acknowledged by both the local and international organizations as being a major influence for responsible media reporting, lifting journalistic standards and contributing to the overall peaceful elections environment before, during and after the 2006 General and Regional Elections. This public commendation stood out as the Unit's most stellar achievement.

The likelihood of Local Government Elections having being held sometime in 2008, and another General and Regional Elections constitutionally becoming due in 2011, the Unit's raison d'etre was based on the fact that the Unit could play a meaningful role in ensuring that Guyana's democracy would not be placed at risk during the pre; peri; and post elections period through the action of reckless partisan behaviour by media practitioners who show total disregard for the ethics and morals that guide journalistic best practice.

GECOM and United Nations Development Programme (UNDP), in recognition of the work of the MMU, collaborated to ensure that the Unit continued to objectively monitor the local media all year round for infractions of the principles enshrined in the 2006 Media Code of Conduct, and international best practices associated with journalism. Moreover, in 2008 the Unit's work took on even greater significance and national importance as it strove to ensure equity, fairness and balance in news reporting on sensitive matters which could have impacted on House-to-House Registration and Local Government Elections.

The work of the Unit was deemed significant insofar as media reportage on Local Government Elections (which could have been held sometime during 2008), and the conduct of House-to-House Registration was concerned. Accordingly, the operations of the Unit were seen as necessary to (i) keep partisan reporting to a minimum; (ii) curb excesses of those elements in the media fraternity inclined towards irresponsibility and recklessness; and (iii) ensure equity, fairness and balance in news reporting.

In light of the above and in the execution of its mandate in 2008, the MMU operated within the following framework:-

Aims

 Working towards the creation and maintenance of suitable environment under which the Guyana Elections Commission could carry out its mandate with regards to House-to-House Registration and Local Government Elections in a manner commonly acceptable as being peaceful, free and fair.

- Improving the current standards of media reportage of election, political, governance and social issues.
- Strengthening of GECOM's Public Relations Department in the area of information gathering and image building.

Objectives

- To monitor the local media and report on breaches of the principles enshrined in the 2006 Media Code of Conduct and norms associated with international best practices in journalism.
- To promote the raising of professional standards in the media with regards to the reporting of political, electoral, governance and general social issues.
- To encourage equity, balance and fairness in news reporting.
- To influence media owners/operatives to abide by the principles enshrined of the 2006 Media Code of Conduct.
- To support GECOM's Public Relations Department in information gathering and improving the organization's public image.

Scope of Work

- Daily monitoring of Guyana's print and broadcast media for conformity to the principles enshrined 2006 Media Code of Conduct and international best practices in journalism.
- The compilation of a body of incontrovertible evidence-based information of local media performance through a system of continuous daily monitoring using the 2006 Media Code of Conduct (MCC) as the standard.
- Dissemination of periodic reports of the Unit's findings on the local media's performance and submission of same to interested stakeholders, in this case the local media, GECOM and United Nations Development Programme (UNDP).
- Providing GECOM's Public Relations Department with back-up support in the area of information gathering.
- The provision of information that can be used as a reference by any stakeholder or interested party for assessing/evaluating the media's behavior/performance at any given time.
- Produce periodic reports on the MMU's findings in relation to media reportage of election, political, governance and other related social issues.
- Produce a comprehensive final report upon the conclusion of the work of the MMU for the year 2008, including successes/failures, advantages/disadvantages, that affected its work, and relevant recommendations.

Key Responsibilities

- Monitor and analyze the publication of information on election, political, governance and related social issues by the print and electronic media using the MCC as a guide to so do.
- Specific documentation of all incidents of publication of information in the media which have the potential of being detrimental to the public good in an accurate and timely manner.
- Alert GECOM to all instances of published information in the print and broadcast media that portrays the organization negatively.

Key Results

- Responsible media behaviour is promoted.
- Peaceful and calm environment is promoted.
- Mutually beneficial relationship between MMU, GECOM and the Media is established.
- Shortcomings identified in the Unit's reports are addressed by erring media/journalists.
- Measurable qualitative and quantitative improvements in media performance.
- Feedback from the local media on the publication of the Unit's periodic reports is generated.
- The final report would guide GECOM in future Public Relations policy development and the Public Relations Section in the delivery of its responsibilities.
- GECOM's Public Relations Section is strengthened through support work provided by the MMU.

The MMU was and continues to be headed by a Manager, assisted by a Deputy Manager, and six (6) Media Monitors.

The MMU produced four quarterly Reports for 2008. These Reports can be viewed on the Reports and Manuals page of this website.

APPENDIX I

GUYANA ELECTIONS COMMISSION

WHAT EVERYONE
MUST KNOW ABOUT
HOUSE-TO-HOUSE
REGISTRATION

7TH JANUARY, 2008 TO 4TH JULY, 2008

INTRODUCTION

The imperative to conduct House-to-House Registration was born out of the need for the creation of an indisputable National Register of Registrants (NRR) which could be used as the basis for the preparation of Electoral Lists that would be commonly acceptable by all stakeholders as being unblemished. With this in mind, the Government of Guyana, Guyana Elections Commission (GECOM) and the Parliamentary Political Parties agreed on June 14, 2007, to the preparation of a new NRR by House-to-House Registration. It is the expectation of GECOM therefore, that the primary outcome of the exercise will be the creation of a pure national Register of Registrants Database (NRRDB) which would lead to the establishment of future Electoral Lists that would be commonly acceptable by and among all Political Parties and other stakeholders.

LAWS FOR NATIONAL REGISTRATION

Article 42 of the Constitution provides entitlement for citizens of Guyana to be so registered. The Guyana Elections Commission is empowered by Election Laws (Amendment) Act No. 15 of 2000 to register persons under the National Registration Act, Chapter 19:08. The passage of the National Registration (Amendment) Act 2007 by the Parliament on 27.12.2007, cleared the way for GECOM to carry out this House-to-House Registration exercise.

REGISTRATION DISTRICTS AND AREA OFFICES, "CLUSTER" OFFICES, DIVISIONS AND SUB-DIVISIONS

Guyana is divided into ten **Registration Districts** which are identical in geographical demarcation to its ten Administrative Regions. Each Registration District is divided into **Registration Areas** depending on geography, accessibility and demography. There are 23 Registration Areas across Guyana. There are 23 permanent Registration Offices corresponding with the 23 Registration Areas, and four permanent Sub-Registration Offices, that are responsible for the registration of eligible persons across Guyana (please see page 8 for a list of these Registration Offices). Each Registration Area is divided into a series of **Registration Divisions** and **Sub-Divisions** depending on geography, accessibility and demography. "Cluster" Offices are temporarily established to coordinate the registration of eligible persons in a collection of Divisions/Sub-Divisions.

Each Registration Area Office is managed by a Permanent Registration Officer with permanent supporting staff. For the purpose of House-to-House Registration, the Registration "Cluster" Offices are responsible for the registration of eligible persons within the respective clusters of Divisions/Sub-Divisions. Each Registration "Cluster" Office is staffed with one Assistant Registration Officer (ARO), one Clerk to the ARO, one Clerical Assistant and Teams of Registration Clerks II—the latter being tasked with the responsibility of registering eligible persons at their respective places of residence

METHODOLOGY FOR HOUSE-TO-HOUSE REGISTRATION

The methodology for House-to-House Registration entails Registration Teams of the Guyana Elections Commission (GECOM) visiting persons at their places of residence throughout Guyana to fill out Application for Registration Forms and to take their respective fingerprints and photographs, in the presence of Divisional Scrutineers, providing the potential registrant meets the eligibility criteria for Registration. This being done, all of the information will be

forwarded to the GECOM Secretariat via the respective Registration Area Offices for processing.

A comprehensive public information campaign involving the publication of information about the exercise via the media ahs been developed to ensure that all persons eligible for registration would take every step necessary to become registered. Announcements will be made at the local levels to publicise visits by Registration Teams to the various localities prior to such visits being made.

REGISTRATION OF MEMBERS OF THE DISCIPLINED FORCES (MDF)

Members of the Disciplined Forces (MDF) comprising the Guyana Defence Force (GDF), the Guyana Police Force (GPF), the Guyana Prison Service (GPS) and the Guyana Fire Service (GFS) will generally be registered at their respective places of residence. Special arrangements will be made to ensure that members of any of the Disciplined Forces who are stationed at locations far removed from their places of residence are registered. Under such circumstances, the MDF will be required to provide their respective home addresses.

REGISTRATION HOURS

Teams of Registration Clerks II will be visiting persons at their respective places of residence for the purpose of Registration at the following times:-

MONDAY TO FRIDAY: 3:30 PM - 6:30 PM SATURDAY & SUNDAY: 10:00 AM - 5:00 PM HOLIDAYS: 10:00 AM - 3:00 PM

WHO COULD APPLY FOR REGISTRATION

Any person who will be 14 years or over by June 30, 2008, and who is a Guyanese citizen by birth, descent, naturalization or is a citizen from a Commonwealth country living in Guyana for one year or more is eligible for registration during this House-to-House Registration exercise.

SOURCE DOCUMENTS

An original Birth Certificate issued by the General Register Office or a valid Guyana Passport must be provided in support of an application for registration.

Other source documents which will have to be provided in support of applications for registration are:-

- Original Marriage Certificate and original Birth Certificate in the case of a name change by way of marriage.
- Original Deed Poll and original Birth Certificate in the case of any change of name by Deed Poll.
- Original Naturalization Certificate issued by the Ministry of Home Affairs and original Birth Certificate/Valid Passport in the case of naturalization.

All persons who are eligible for registration, but who are not in possession of the relevant supporting document(s) above stated are urged to take immediate steps to acquire the said

documents in order to facilitate their respective registration during this 6-month House-to-House Registration exercise.

Baptismal Certificates, expired passports, photocopies of relevant documents or letters from Priests, Elders, Head Masters, Village Captains/Touchous and Justices of the Peace nor existing ID Cards will **NOT** be acceptable as source documents for registration.

RESPONSIBILITIES OF PERSONS ELIGIBLE TO REGISTER

Rights always go with responsibilities: Accordingly, if you are eligible for registration, your responsibilities include:

- **Ensuring** that you possess the relevant source document(s) (see above) required for the purpose of your registration.
- **Ensuring** that you make yourself available to apply for registration when the registration Staff visit your residence.
- **Give** only true and correct information to the Registration Staff for the purpose of your registration.
- **Ensuring** that all of your personal data on the Application for Registration Form (RO1) are correct before signing it.

YOUR RESPONSIBILITIES AS A REGISTRANT

You have the civic responsibility to:-

- Check the List of Registrants that will be posted in your Registration Area from time to time to ensure that your name is included therein.
- Report any irregularity regarding the Registration process to the Registration Officer responsible for your Registration Area.

REGISTRATION OFFENCES

Registration offences are actions and practices that are prohibited by law.

Please note that:

- **Registering more than once** could be deemed as a registration offence.
- **Giving false information** for the purpose of registration could be deemed as a registration offence.
- **Failure to apply for Registration** could be deemed as a registration offence.

A person found guilty of a Registration offence may be liable on summary conviction to a fine of sixteen thousand two hundred and fifty dollars or to imprisonment for six months. The same shall apply to the parent or guardian of any child of the age of fourteen years, who refuses to make such an application on a child's behalf, if the eligibility of such child for registration at his/her residence in his/her Registration Division on the qualifying date is proven to the satisfaction of the court.

NATIONAL REGISTER OF REGISTRANTS DATABASE

Section 9(1) of the National Registration Act, Chapter 19:08, as amended by Section 7 of the National Registration (Amendment) Act No. 14 of 2005 provides for the establishment of a computerised central register of all persons registered under this Act. Accordingly, the Commission will establish a "National Register of Registrants Database (NRDB) which will consist of the originals of the registration records of all persons registered under the Act as one of the primary outcomes of the House-to-House Registration.

BENEFITS OF HAVING A NATIONAL IDENTIFICATION CARD

The National Identification Card is a legitimate instrument of identification for the person in whose name it is issued. It is convenient to carry around in handbags or pocket wallets.

- National Identification Cards are required for the following:-
- Applying for driver licences, loans, passports or police clearance certificates.
- Transacting business at a Commercial Bank or Post Office
- Arranging hire purchase transactions
- Collecting old age pensions, National Insurance and other benefits
- Identifying the holder for the purpose of voting at elections.

A National Identification Card does not expire every five years like a passport, and if it is lost or damaged, it is much easier and cheaper to get a replacement for it than as is the case with a lost passport.

NOTIFYING THE PUBLIC ABOUT COMPLETED REGISTRATION TRANSACTIONS

In order to facilitate public scrutiny of completed registration transactions, as another measure of transparency, appropriate lists containing the names, addresses, occupations, and identity numbers of the persons registered will be produced by the Secretariat and displayed periodically at the respective Registration Offices.

NATIONAL HOUSE-TO-HOUSE REGISTRATION AS A PREREQUISITE FOR ELECTIONS

The Representation of the People Act, Chapter 1:03 provides for the administering of General, Regional and Local Government Elections in Guyana for which Official Lists of Electors (Voters' Lists) must be prepared in keeping with the existing legal provisions enshrined in Section 2(3) of this Act. This Section gives GECOM the legal authority to prepare the Voters' Lists from persons registered in the National Register of Registrants under Section 14 of the National Registration Act, Chapter 19:08.

The names of all persons who would be eligible to vote at future elections will be included on the relevant Official Lists of Electors providing that they have been registered i.e. their names are registered in the new National Register of Registrants' Database (NRRDB) that will be created as a result of this House-to-House Registration exercise. The names of persons who are not registered will not be included in the NRRDB and such persons will not be allowed to vote at future elections, unless they subsequently become registered during future Cycles of Continuous Registration

exercises or via Claims and Objections exercises associated with such elections.

SCRUTINEERS/TRANSPARENCY

Transparency in the registration process, and acceptability by the Political Parties that the new National Register of Registrants Database, that is to be created therefrom is pure, legally requires the appointment of Scrutineers by the Political Parties. The collective responsibility of the Scrutineers is to monitor the House-to-House Registration process at various levels, but more specifically at the first level i.e. at the point of filling out of the Application for Registration Forms and the taking of fingerprints and photographs at the applicants' places of residence.

Scrutineers are entitled to inspect and verify registration documents in the respective Divisions/Sub-Divisions to which they have been appointed. There are four categories of Scrutineers that can be appointed by a Political Party as follows:-

- **One Chief Scrutineer** to monitor the House-to-House Registration exercise at the national level.
- One Deputy Chief Scrutineer to each Registration District.
- One Assistant Chief Scrutineer to each Registration Area.
- **Divisional Scrutineer** each Political Party is legally entitled to appoint its own Divisional Scrutineers, equal in number to the number of Registration Teams, to scrutinise the registration process at the Division/Sub-Division level.