

APPENDIX: PERU

DEMOGRAPHICS AND ELECTION ADMINISTRATION¹

The Republic of Peru has a population of 29.5 million.² The voting age population is 18.7 million.³ In the last presidential election, 95% of the voting age population was registered to vote,⁴ and 87.7% of registered voters turned out to vote.⁵

The government agency responsible for maintaining the population register is the National Identity and Civil Status Registry (RENIEC). This agency is also charged with creating the voter rolls for each election (*Padrón Electoral*), by culling relevant information from the population register. The RENIEC has 2000 employees nationwide.

While RENIEC produces the voter rolls, other government agencies oversee election administration. The State Office for Electoral Processes (ONPE) implements elections by, among other things, preparing ballots and staffing polling sites. The National Jury for Elections (JNE) is the highest ranking government body within electoral administration. The JNE both supervises legal aspects of the electoral processes and rules on all controversies surrounding electoral matters; its decisions are not open to appeal through the civil court system.⁶ Four times a year, RENIEC sends any changes made to the voter rolls at the national level to the NJE and OPNE so that each organization can keep its records current and accurate.⁷

VOTER REGISTRATION

Voter rolls are drawn from a national population registry that contains information on 19.2 million people, including children and non-citizens.⁸ Inclusion on the national population register is mandatory, and all citizens between 18 and 70 years of age are required to vote.⁹

Adding New Voters

Voter rolls are drawn from the national population register.¹⁰ Since all Peruvians are required to be included on the national population register, newly eligible voters are added to the rolls without having to interact with election officials.

Most individuals are added to the register when they are children. Every new registrant, including newborns who are registered by the hospitals in which they are born, is given a national identify card known as a Documento Nacional de Identidad (DNI). Each DNI has a unique numerical identifier and includes a range of information, including: name, address, age, citizenship status, photograph, date and place of birth, gender, and a digital impression of a

fingerprint.¹¹ The DNI is the primary form of identification in Peru and having to present it at banks and other institutions is a part of daily living. It is also required identification at the polls.

Updating Existing Voter Entries

All Peruvians are required to ensure that their entry on the national population register stays current. Any changes to name or address information must be reported in-person to RENIEC. RENIEC has 212 branch offices nationwide.

The voter rolls are closed to new entries or changes 120 days before Election Day, after which time a voter must make changes to her registration during the five-day period when election authorities publish provisional voter lists and solicit corrections.¹²

RENIEC relies on copies of death certificates provided by local government officials to ensure that deceased individuals are given an appropriate designation in the population register and deleted from the voter rolls.

Incarcerated persons are not permitted to vote. People whose voting rights have been suspended due to either incarceration or a mental disability appear on the voter list with a special designation which indicates that they are not allowed to vote.

FILLING GAPS AND CORRECTING INACCURACIES IN THE ROLLS

Once the national voter roll is compiled and spliced so that the relevant portion can be distributed to each electoral district, the lists are made available for public viewing. These lists, considered provisional (*Padrón Inicial*), are posted in local RENIEC offices during a five-day period.¹³ Typically, the only revisions that are permissible during this access period are the correction of erroneous entries (including the addition of names that do not, but should, appear on the rolls) and the removals of ineligible voters.¹⁴

However, many indigenous and peasant communities are left off the national population register in the first instance. The government makes a concerted effort to register and enfranchise at least some of these people by conducting outreach in rural and remote areas. For example, national government employees visit native jungle communities where they conduct in-person registrations, in conjunction with other social work. A lack of polling stations in these areas, coupled with the fact that electoral materials are only available in Spanish, further disenfranchise eligible voters in these communities.

PRIVACY CONSIDERATIONS

The provisional voter lists made available for public viewing do not include all the personal information contained either in the final voter rolls (*Padrón Electoral*) or in the population register. Each published entry on the voter lists includes the voter's first and last name, her DNI number, and her so-called voting group (*grupo de votación*), which refers to where exactly the voter casts her vote on Election Day. These lists are also available to the political parties, with the information organized by department, province, and voting district.¹⁵

The provisional lists made available to the public and to the political parties contain, in effect, abbreviated information. The voter rolls themselves have more information on each voter; in addition to the full name, DNI number, and voting group, the voter rolls also contain the photograph and digitized signature of each voter, as well as information regarding her district, province, and department in the country.¹⁶ The population register from which these entries are culled includes additional information on each citizen, such as birth date and place of birth, parents' names, address, educational background, fingerprint, marriage status, and in some instances the full names of spouses.

In terms of voter integrity at the polls on Election Day, certain protections do exist to ensure that only registered, eligible voters can cast their votes. A citizen must present her DNI card in order to vote, without which she cannot do so.¹⁷

ENDNOTES

¹ Unless otherwise noted, all information contained herein was obtained during a series of interviews by Judith Joffe-Block with Dr. Sergio Bernal, Gerente de Operaciones Registrales del RENIEC (Feb.-Mar. 2008) (on file with the Brennan Center).

² Estimated for July 2009. U.S. Central Intelligence Agency, The World Factbook—Peru, <https://www.cia.gov/library/publications/the-world-factbook/print/pe.html> (last updated May 14, 2009).

³ Registro Nacional de Identificación y Estado Civil [RENIEC], *Perú: Población por Sexo Según Lugar de Residencia* (Mar. 31, 2009), available at http://www.reniec.gob.pe/portal/estadistica/images/ANI_WEB_2009MAR31_POB_ELECTORAL_HABIL.pdf.

⁴ 16,494,906 people were registered for the last presidential election in 2006. Jurado Nacional de Elecciones, *Elecciones Generales 2006*, at 21, available at http://www.jne.gob.pe/informacionelectoral/estadisticaelectoral/1_1.pdf. The voting age population in 2006 was 17,391,147. International Institute for Democracy and Electoral Assistance, Voter Turnout: Country View—Peru, http://www.idea.int/vt/country_view.cfm?CountryCode=PE (last updated May 19, 2009) [hereinafter International IDEA].

⁵ International IDEA, *supra* note 5.

⁶ *Ley Organica de Elecciones*, No. 26859, art. 36.

⁷ *Id.* art. 204.

⁸ Many temporary residents, indigenous peoples, and individuals who live in rural areas never get added to the national population register, although the government makes a concerted effort to visit some of these communities to conduct in-person registrations. See discussion *infra* p. 2.

⁹ *Ley Organica de Elecciones*, No. 26859, art. 9. Citizens over 70 may continue to vote if they so choose. *Id.* The fine for voter abstention is one fourth of the current monthly minimum wage. *Id.* art. 380.

¹⁰ RENIEC is required by law to create a national voter list at least 90 days before an election. This list is given to the National Jury for Elections, which has 10 days to approve the list. Then the ONPE uses data from the list to assign voters to their appropriate polling stations. *Id.* art. 201; *Ley Organica de la Oficina Nacional de Procesos Electorales*, No. 26487, art. 5(j).

¹¹ The national identify card is good for six years. Obtaining the card costs approximately \$7.50 US dollars, although there are free or reduced cost options for qualifying individuals.

¹² E-mail Correspondence from Emerson Romero, Sub Gerencia de Actividades Electorales, RENIEC (May. 5, 2009) (on file with the Brennan Center).

¹³ See *Ley Organica de Elecciones*, No. 26859, arts. 198-199.

¹⁴ See E-mail Correspondence from Emerson Romero, Sub Gerencia de Actividades Electorales, RENIEC (May. 6, 2009) (on file with the Brennan Center). See also *Ley Organica de Elecciones*, No. 26859, art. 199.

¹⁵ *Id.* art. 197. See also E-mail Correspondence from Emerson Romero, Sub Gerencia de Actividades Electorales, RENIEC (May. 7, 2009) (on file with the Brennan Center).

¹⁶ *Id.*

¹⁷ *Ley Organica de Elecciones*, No. 26859, arts. 259-260. See also E-mail Correspondence from Emerson Romero (May 7, 2009).