UNITED NATIONS DEVELOPMENT PROGRAMME

ELECTORAL SUPPORT PROJECT

FOR THE

SUPREME COMMISSION FOR ELECTIONS AND REFERENDUM

OF YEMEN IN PREPARATION FOR THE 2006 PRESIDENTIAL,

GOVERNORATE AND LOCAL COUNCIL ELECTIONS

External Evaluation

of

Phase II

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Executive Summary

In August 2004, the second phase of the UNDP Electoral Support Project, was launched. The intended outcome of the project was a "strengthened capacity of the SCER to deliver free and fair participatory presidential and local elections; enhanced public awareness, confidence and participation in the electoral process.

The parliamentary elections took place as scheduled on 20 September, 2006. The Supreme Commission for Elections and Referendum (SCER) efficiently administered what were very complex elections by any standards.

This was achieved and ballots and other essential electoral materials were distributed to 27,010 polling centres in 5,630 electoral centres throughout the country.

Over 9 million voters were registered to take part in the election - 1.5 million more than were registered for the 2003 election – and just over 42% of those were women.

The project team's activities came to a conclusion at the end of 2006. The international electoral assistance provided through the project is perceived by key stakeholders as having had a very positive impact in the improved capacity of the SCER to prepare and conduct credible elections.

Many outputs of the assistance have been met, and in all cases there has been considerable progress made towards meeting them and thus a development change for the better in the Republic of Yemen.

The coordination role of UNDP is perceived as having been extremely useful. It focused efforts of the donor community, efficiently mobilized required resources and served as a very beneficial communication mechanism between donors and SCER.

Many of the achievements were due in good measure because of the work of the UNDP electoral team but also due to a fruitful working relationship at all levels with IFES and NDI, and, most importantly, the SCER itself.

In balance, the international technical assistance was successful. The support provided was positive and had a clear impact on SCER, as well as raising public awareness.

For the SCER, the project played an important role in providing moral, political and technical support as well as merely financial – it should be pointed out in this regard that the project budget amounted to less that 10% of the overall cost of the election.

However, important shortcoming in the electoral process, particularly with regard to the timely publication of detailed results and women's participation as candidates, remain.

All key stakeholders have agreed on the necessity of maintaining support for the democratic transition in general and reform and strengthening of the electoral process specifically and, therefore, a continuation of international assistance in this regard.

With parliamentary and local elections scheduled for April 2009 this assistance should be developed and put into place as quickly as possible.

 The good coordination achieved between the donors achieved through UNDP offers a solid base to move on to a new phase of electoral support.

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Introduction

Following the April 2003 parliamentary elections and the conclusion of the first phase of the Electoral Support Project, an independent external assessment was conducted in May/June 2003 which served as a background for the design of the second and longer-term phase of the electoral assistance project. It recommended that the emphasis of the second phase should be on longer-term capacity building in the electoral administration, strengthening the regional structures and concentrating on building skills within the SCER at medium management levels and of the branch office personnel.

In addition, the UN Electoral Assistance Division deployed a Needs Assessment Mission (NAM) to Yemen during the period 23 January to 16 February 2004. The mission consulted with a wide cross-section of stakeholders in the electoral process of Yemen, including the SCER, political parties, international and national NGOs, donors, and UNDP. It recommended areas of assistance that could be provided by the United Nations within the framework of second phase.

As a result, a project document for Phase II was prepared in a process of consultation between UNDP and SCER and officially launched in August 2004.

The Chief Technical Advisor (CTA) was deployed only in the first week of January 2005 due to a lengthy recruitment process. The CTA established the project office and operated alone until other two international staffs were deployed at the end of July 2005.

The Project Team, which was warmly appreciated by stakeholders interviewed by the evaluation mission, was led by the Chief Technical Advisor, John Landry. In addition, there were international personnel in the roles of Electoral Expert/ Field Coordinator and a Civic Education Expert. An Electoral Gender Specialist and a Voter Education Intern complemented the team in later phases of the project.

The project work plan, the flexibility of which was complemented by both SCER and project personnel, was revised to suit the new timeframe occasioned by the delayed deployment of project staff. This late deployment is not perceived to have adversely impacted upon the achievement of the project outcome and outputs. Personnel were in place to provide technical assistance in anticipation of requirements by the SCER. A second revision, the postponement of the voter registration process several times due to prolonged disagreement between political forces over the composition of field committees, which was largely outside of SCER control had a more negative impact as is discussed later in the report.

The September 2006 elections were very complex, with the SCER required to design three different ballot papers for an electorate with high illiteracy rates in a manner that would avoid confusion, make arrangements for three ballot boxes for the three different elections in such a way that even the illiterate electorates could put ballot

papers in the correct box, and prepare a plan for the printing of those ballot papers within a very short period of time. These tasks were efficiently achieved.

The UNDP electoral support project envisaged an independent, external assessment of the implementation of the second phase prior to its end. The principal objective of the evaluation is to ascertain and document areas of success and areas of difficulty encountered during the project, and to describe the impact the project has had on progress towards the intended outcome. Recommendations contained in this assessment should be considered in the design of follow-up electoral assistance project.

The assessment presented herein is the result of a two-week mission conducted in August/September in Sana'a, which included review of relevant documents and reports, as well as extensive consultations and interviews with the various stakeholders of the project. The interviews conducted included the members of the project team and staff of UNDP/Yemen, the SCER and other Yemeni government agencies, the donor community and international partners, political parties and various NGOs. The preliminary findings of the evaluation mission were presented to the UNDP country office staff, the donors, and the SCER at briefings held on 2 September, 2007.

The author of the report wishes to express his appreciation for the unqualified support received by all during the evaluation mission, in particular the UNDP country office in Yemen, as well as the members of the donor community and members of SCER. In particular gratitude is extended to Mr Mohammed El Zawkeri without whose assistance it would not have been possible for the mission to visit Branch offices in Taiz, Lahj and Aden over a weekend period.

A special note of appreciation goes to Dr. Mohammed A. Al Makhlafi, who as the national consultant appointed to support the evaluation mission, contributed immensely to its successful completion.

Results Evaluation

A. Improve the existing legislation to ensure an effective and efficient administration and management of the electoral process

Achievement of project objectives and outputs

The Needs Assessment Mission conducted in February 2004 by United Nations Electoral Assistance Division (UNEAD), as well as post-election reports on the 2003 parliamentary elections by IFES and NDI recommended that amendments be made to the legal framework.

Consequently, the project document identified weaknesses in the legal framework as one of the problems to be addressed, focussing in particular on the appeals and complaints process, independent candidate procedures, and rectifying deficiencies in the law relating to enforcement, as well as legal aspects of the law pertaining to boundary delimitation and voter registration.

Notwithstanding this, legal change was not included as an output in the Project Results and Resources Framework. Instead, assisting in the revision and updating of existing by-laws was included only as an indicative activity in progress towards the first intended output: Administration of the Electoral process is substantially improved through provision of technical assistance.

In accordance with the partnership arrangements envisaged in the project document, IFES took the lead role in this area, undertaking intensive studies in consultation with the political parties and presenting numerous recommendations to the SCER for amendments in many articles of electoral law. The recommended changes, did not, however, materialize on the pretext that there was limited time to make necessary arrangements to implement the amendments.

There were also major recommendations related to electoral constituency and boundary delimitation. SCER at many occasions complained that those recommendations were impossible to adopt in the absence of viable technology to delimitation of electoral constituency boundary delimitation. Recognizing the problem, the project team assisted SCER in exploring donor willingness to establish a GIS Facility at SCER to address the technological part of boundary delimitation. The project took the lead role in drafting the project proposal on GIS Capacity Building and circulated it to potential donors for funding. Finally, the government of Japan displayed an interest to fund the project through UN ICT Fund and accordingly the project team prepared a project document. At the time of the evaluation mission, a technical training for SCER on GIS had been conducted in Egypt and the equipment software was under customs' clearance.

Immediate and long-term impact

Although the legal framework provides an effective basis for the conduct of democratic elections in general, there remain a number of problematic aspects which need to be addressed ahead of future elections. Primary amongst these is the need to strengthen the requirement for the prompt publication of clear and detailed election results at every level where votes are counted and aggregated. Although this requirement could be said to be already contained in the 2001 Elections Law, an alternative interpretation of the law was put forward by SCER following the 2006 elections. In view of this, change is required to specify the responsibility of the election administration to publish complete data for both preliminary and final results within a prompt timeframe.

As a result of a decision of the Yemeni Supreme Court in 2003, there is further legal uncertainty over the extent of the powers of the SCER to supervise the work of lower electoral commissions. In its decision, the Supreme Court absolved the SCER from responding to a claim against the election administration at a district (parliamentary constituency) level on the basis that it considered the SCER and the district commission to be separate legal entities. The continuing decentralization of the SCER discussed elsewhere in this report will require that the SCER should continue to supervise and be accountable for the work of lower commissions.

The Elections Law is also silent on the powers of the lower commissions at the governorate and district level to supervise the work of the SCER technical secretariat, whose staff members are often linked to the local government administration. The work of the Election Security Committees, who play a crucial role in the work of the election administration, is not established by clear legal guidelines.

The judiciary has exclusive jurisdiction to resolve allegations of violations of the Elections Law and any voter can lodge a complaint before any court against any act or decision of the SCER. However, in providing for only a judicial challenge to potential problems, these procedures do not allow for opportunities to resolve problems initially through the SCER's administrative structures, which may be more appropriate. In fact, the SCER considers that it has no authority to deal with any complaints and that the appropriate body is the Office of the Public Prosecutor (OPP).

The Legal Sector of SCER was not able to provide the Evaluation mission with information on the number of complaints that were made, nor information on the manner in which the complaints were addressed and resolved.

Of the appeals pursued through the Courts, there would appear to be less disparity in the outcome between those lodged by the governing party and opposition parties than in the 2003 election.

External factors affecting the work of the SCER

Although there was no public announcement, it is understood that in 2005 a Government decision was taken, without consultation with the SCER, that no major amendments would be made to the election law before the 2006 elections.

Recommendations for donors and participating stakeholders

In order to ensure an effective and clear procedural framework for complaints against alleged violations of the Election Law, which is crucial to public confidence in the lections, it is important to maintain pressure for legal changes. These changes should specify the manner and timeframes by which complaints are submitted, handled and resolved and, in particular, allow initial complaints to be brought to the attention of the SCER to ensure more appropriate resolution of administrative problems, with a right of appeal to a court.

In seeking to bring about change of the legal framework, concrete examples from other jurisdictions, especially in the Arab world, might usefully be disseminated at workshops for legislators and other relevant stakeholders.

As it is not clear that boundary delimitation will be achieved in time for 2009 elections, contingencies need to be planned for now, including change of the legal framework to ensure that legitimate elections can be carried out utilising the boundaries that are in place.

B.   Develop and strengthen the capacity of the SCER to organize and deliver free, fair and participatory elections in 2006.

Achievement of project objectives and outputs

Three intended outputs, which are dealt with in turn, were identified under this objective in the project document.

"Administration of the electoral process is substantially improved through provision of technical assistance"

The project team, which was widely praised by interlocutors at SCER, extended intensive technical support to SCER in many aspects of electoral administration throughout the project cycle at all level of the operation.

While the project team worked closely with the Technical Department of SCER for the preparation of the voter register and Election Day plans, the Branch Offices also received assistance in the preparation of logistics and financial administration planning through the Branch Offices Affairs Department of SCER.

The project provided financial support to purchase equipment and election materials including voter registration cards, ballot paper printers, copiers, computers, BP cutters, counting machine, a paper security check machine, indelible ink and light weight voting screens to facilitate the conduct of elections in a manner compatible with international standards.

At the request of the SCER General Secretariat, the project provided assistance to form a team consisting of the General Manager of SCER Branch Office Affairs, the National Coordinator and the Election Expert/Field Coordinator to undertake an assessment of the capacity of branch offices which was carried out in September 2005.

As recommended by the assessment team, the project extended financial and technical support to all the Branch Offices in providing necessary facilities for the day-to-day management of the office. These improvement included generators, filling cabinets, meeting table and chairs, and air conditioners for the Branch Offices in the southern coastal areas.

Although the project document envisaged national UNVs, at the SCER's suggestion, this was changed to national UNVs. Although this change may have contributed to increased capacity in the count, it did not substantially add to the technical assistance provided by the project.

One of the key problems the SCER faced in the administration of the electoral phases was inadequate capacity in entering and processing data for use during both registration and election phases. An assessment carried out by the project in conjunction with the SCER IT Department recommended that a data entry centre be established within IT Department with a capacity of minimum 40 data entry clerks working at a time and printing adequate copies of voter list within limited timeframe. The project extended its support to meet these needs.

The project also sought to assist the SCER in developing a proper communication network linking SCER HQ and Branch Offices Accordingly, the project agreed to extend financial support to purchase and install the network in 22 Branch Offices and SCER HQ.

As per the project document, SCER deployed technical teams to undertake technical assessments of all Branch Offices and prepared reports by the end of August 2006. As the Branch Offices were already equipped with necessary computers and other accessories, the networking process should not have taken long. Therefore the plan was to complete the activity before the second week of September 2006 so that the network could be used during the election period. This however, did not take place.

Due to the long process of identifying and selecting the supplier of the communications network, the equipment arrived in country only in May 2006, almost a year after the request was placed and was subsequently not installed in time for the election.

Despite assurances from SCER that the equipment had been installed in several branches, of the three branches visited by the evaluation mission only one had installed the networking equipment.

Throughout the various phases of the election process, there were three different field coordination channels in place in SCER. The first, the communication and follow up unit, known as the Operations Room, headed by General Ali Saleh, reporting directly to the Chairman, was responsible for communication with Operation Rooms in the

Branch Offices and through it to all the field committees. All the policy related directives and instructions are communicated through this channel. In terms of flow of messages, the unit seemed to be quite effective, perhaps because of the military methods of communication and instructions.

Secondly, there was a Branch Office Affairs Department under the General Secretary headed by a General Manager. This department was primarily looking after coordination issues related to personnel administration, financial management and logistics supply. Finally, the Technical Department also directly deals with the Branch Offices on issues related to logistics planning and distribution of electoral materials. The project provided technical and financial support in improving the capacity of all these three channels of field coordination. However, it was, and remains, essential that these channels be streamlined into one coherent channel, which will be provided for by the planned computer network.

The multi channel field coordination duplicates cost, promotes institutional conflict, confuses field offices, provides room for misuse of resources, and reduces the possibility of taking timely decisions. Most importantly it does not facilitate the transparent flow of information. Furthermore, the use of military resources for field coordination does not create an impression of impartiality.

"Technical and management skills of mid-management and branch office staff have been enhanced by BRIDGE electoral administration training course"

The project contracted IFES Yemen to organize and conduct BRIDGE/BEAT training for SCER middle managers.

BRIDGE (which stands for Building Resources in Democracy, Governance and Elections) is a comprehensive professional development course in election administration which was developed by the International Institute of Democracy and Electoral Assistance (IDEA), the Australian Electoral Commission (AEC) and the United Nations Election Assistance Division (UNEAD). It aims to improve the skills, knowledge, and confidence both of election professionals and of key stakeholders in the electoral process, such as members of the media, political parties, and electoral observers.

BEAT (Basic Election Administration Training) is an IFES-designed course usually delivered over a two-week period.

IFES tailored a merged BRIDGE/BEAT training to suit the Yemeni electoral context, preparing modules in consultation with the SCER, UNDP and the project. The training was conducted by international trainers in November 2005 and June 2006 and was attended by 30 middle managers.

"The technical skills of voter registration and polling officials have been improved through operational training courses"

A three-week long training was conducted for all senior officers at Branch Offices focused on logistics, finance and office management, followed by a one-day planning

workshop on voter register editing. These workshops were held at five locations and were also attended by the national UNVs.

In addition, two training/workshops were organized just before the voter register update and candidate nomination process, focused respectively on plans and procedures of voter registration and elections, and the role of Branch Offices therein.

Acknowledging the central role played by the electoral security committees, the project extended both financial and technical assistance to the Communication and Follow-up Department of SCER for designing and preparing a manual for electoral security, formulation of training modules and conduct of training using cascade strategy. There followed a three-day training conducted for 333 heads of district security committees in Sana'a, who in turn trained the other security committees assigned to every electoral centre.

Immediate and long-term impact

The September 2006 elections were complex. The SCER was required to design three different ballot papers for an electorate with high illiteracy in a manner that would avoid confusion, make arrangements for three ballot boxes for the three different elections in such a way that even the illiterate electorates could put ballot papers in the correct box, and prepare a plan for the printing of those ballot papers within a very short period of time.

The project offered different options to address these issues and SCER adopted the option of coloured ballot papers with similar colour ballot boxes. Printing around 30 million ballot papers of over 6000 different sets within two weeks was a real challenge. To meet this challenge, the project equipped SCER with the capacity to printing the ballot papers in-house, thereby reducing the cost of printing, and avoiding additional time requirements. Accordingly, the project provided financial support to purchase the required computer software and heavy duty printers and computers.

In addition, the project purchased 40 additional desk-top computers and heavy-duty printers for the data entry centre, and provided technical assistance in the preparation of a detailed plan for recruitment and administration of data entry clerks in order to complete the tasks in time. As recommended, the data entry was administered in three shifts and over 120 data entry clerks were employed per day. As a result, the data entry task was completed within the stipulated timeframe.

Recommendations from the assessment of Branch Offices included the granting of more authority to Branch Offices, their down-sizing and recruitment/re-recruitment of personnel through competitive process, provision of participatory learning opportunities for the personnel working at the Branch Offices, technical support to Branch Offices and improvement of office facilities. All the recommendations were taken positively by SCER, particularly, the General Secretariat, although only three of them- providing participatory learning opportunities, technical support and improvement of office facilities, were immediately adopted.

All the Branch Offices have been equipped with 2-5 computers depending on the size of the governorate, one scanner and one UPS. With this equipment, the Branch Offices are equipped to store voters' data for the area of their responsibility, process and send to the central hub. This however, depends on the level of responsibilities entrusted upon and delegation of authority extended to the Branch Offices by SCER.

According to the project team and senior managers in SCER, the impact of the BRIDGE/BEAT training was reflected in an increased performance of the middle managers during the preparation and conduce of all the phases of September 2006 Elections.

The overall conduct of voting was evaluated positively by the European Union Election Observation Mission (EUEOM), with almost 60 per cent of polling centres visited being rated as "good" and 21 per cent as "very good". The conduct of voting at individual polling stations visited by observers was assessed as equally positive. The understanding of voting procedures by voters and polling staff was rated as "good" in 68 per cent and "very good" in 13 per cent of polling centres visited. This is a remarkable success when viewed against the constraints imposed by the Yemeni environment.

However, problems such as voter intimidation were noted by domestic observer groups with a larger and broader presence in polling stations.

Significant problems with counting and results were observed. The counting of votes was undertaken by the three-member committee which was responsible for the counting of all votes cast in polling centre regardless of the number of polling stations. After the conclusion of counting of votes for each election in each polling station, the counting committee was required to tabulate and announce the results of voting in that polling centre. Minutes of the results were required to be prepared and signed by all three members of the counting committee as well as other polling staff present.

Observers noted many occasions when at least one member of the counting committee did not sign minutes whether through neglect, in disagreement with the results of the count or in protest at irregularities. There was no requirement for the minutes of the results to be posted at the polling centre for members of the public to inspect, a change which should be made in future elections.

Overall, the tabulation process was undertaken slowly and results were usually announced based on information that was transmitted by telephone or fax, even in locations where the original minutes were easily available. Observers also reported difficulties in obtaining clear information on the breakdown of results at all levels.

The final results contained significant differences from the partial results distributed to candidates and observers the day before the announcement on 22 September, including a drop in the number of votes won by candidates and an increase in the number of invalid votes.

The information contained in the different breakdowns of the election results show that there were significant discrepancies that undermine the overall credibility of the

accuracy of the final results of the presidential election as they were formally announced by the SCER.

The process of publication of the results for the local council elections was even more problematic and delayed. On 30 September, the SCER distributed partial results of the seats won by political parties for each governorate and district council but these results did not reveal the names of which candidates had won seats or the number of votes won by each candidate. In addition, observers noted accounts of different results announced centrally to those which had been announced locally.

A total of 9,247,390 voters were registered for the 20 September elections, representing an increase of some 1.5 million voters since the 2003 parliamentary elections. However, the voter register contained significant inaccuracies such as duplicate entries of eligible voters and the names of persons who are not eligible to vote, including many minors. In its formal review of the voter register that followed the updating exercise, the SCER identified over 250,000 names that should be removed from the voter register. In a separate informal review of the voter register, undertaken by the Vice-Chairman of the SCER, a JMP representative, around a further 100,000 entries were identified as wrongly included on the voter register.

As a result of the formal review of the voter register by the SCER, some 190,000 names were then deleted by order of the public prosecutor and an additional 25,000 names were removed following court orders. This review process did not commence until after the elections were called and ran to the end of August, delaying the finalization of the voter register.

External factors affecting the work of the SCER

Major delays resulted from the failure of the GPC and the JMP to agree on their nominations to voter registration committees. As a result, the SCER decided that the legal timetable for the election process meant it could wait no longer and appointed these committees from applicants for civil service positions. Some of these committees performed well but others performed poorly, according to the Internal Monitoring of Voters Roll Editing Process carried out in May 2006.

Recommendations for donors and participating stakeholders

While the project was very successful in achieving its stated aim of increasing the capacity of middle management, SCER commissioners, many of whom have now served in their positions for a number of elections, have also accrued a huge amount of capacity and institutional knowledge. The replacement of the entire commission, as proposed, would result in a serious loss of institutional knowledge.

It would be advisable to maintain the same levels of international personnel in any future project to compensate for this loss. In any case, some international personnel would be required to act as a liaison with the international donor community and to provide technical expertise.

The departure of international staff within months of elections is a phenomenon throughout the world with the result that lessons learned from a project are not

necessarily incorporated into future projects, except via external assessments and consultants' report. Yemen does not appear to be an exception to this. It would be beneficial that the time-frame envisaged for any future project include time to develop projects to be implemented after the 2009 elections addressing weaknesses perceived in the next electoral cycle, i.e. from now to mid-2009.

It is also questionable whether the proposal to replace the current commissioners with a commission entirely drawn from the judiciary would contain the requisite level of logistical experience and capability to manage the complex logistical operation which are such a crucial component of elections.

The publication of detailed results within a timely and specified period, should be an output target for any future project, as should the public display of results. Confidence in the results process is one of the most central elements of any elections and their publication in detail is the guarantor that representatives are chosen by the people as required by international instruments such as the International Covenant on Civil and Political Rights (ICCPR).

In the longer-term, as well as being politically divisive in the Yemeni context, the repeated compilation of voter registers is an extremely costly undertaking. In light of the recent creation of a civil register, it should be considered using this as the basis for the voter register. While it is not feasible to achieve this in time for the 2009 elections, a pilot project in this regard would be very useful, which, if successful, could be rolled out countrywide for post-2009 elections.

Installation of local area networking at the Branch Offices and training of computer operators should be a priority, together with the a training for Branch Office staff on computer operation which was planned to be implemented after installation of the network.

Though much has been achieved in increasing the capacity of Branch Offices, their capacity remains low. Considerable training resources need to be employed on branch offices to raise capacity to that required to enable powers and functions to be decentralized as hoped for in the long term by SCER management and recommended in the final report of phase two of the project.

This decentralization needs to be accompanied by strict guidelines to ensure impartiality, especially in recruitment, but also in the day-to-day functions of the offices.

The capacity of branch offices to deal with complaints and appeals, in particular those of an administrative nature, needs to be improved. Of the branch offices visited, only one, Taiz, had a dedicated staff member working on this issue.

C. **Promote an increased role for, and participation of women in the electoral process and political life.**

    Achievement of project objectives and outputs

There is no intended output reflecting this priority in the project document, reflecting its late addition to the project. However, a "higher proportion of women nominated as candidates" is listed as success indicator of the project's initiatives with civil society.

A Women's General Unit was established in SCER in November 2005 with the aim of expanding women's participation in the whole electoral process in coordination with other SCER sectors. The Project deployed technical and financial assistance and adopted a project Enabling Women Candidates for 2006 Local Council Elections, implemented jointly with the SCER's Women's Unit.

Despite its late establishment and relative lack of resources and institutional experience, SCER Women's Unit successfully conducted national public information campaign in 22 governorates to train more than 300 women potential candidates, produced three technical manuals on nomination and polling and four posters and leaflets on campaigning and promoting women running for local council elections.

The project focused on using face-to-face training and interactive public awareness sessions to encourage greater participation among rural populations.

The project prioritized preparing Yemeni women citizens to participate in the elections by providing technical information about the mechanics of voting, nomination and political campaigning in the lead-up to the elections.

The Women's Unit engaged 17 National and Local NGOs to carry out voter education geared towards encouraging women's political participation in the 21 governorate and Socottra district.

In total, 84 trainers representing in addition to twelve women from the media sector and six women from political parties' coordination committee participated in the training, implemented during July and August 2006.

The training focussed on technical and legal information on nomination and polling rules and regulations, women's civil and political rights under the Yemeni constitution and international law, presentation skills for NGO trainers on how to plan and conduct public awareness sessions for women potential candidates, and on reporting and communications including developing monitoring and evaluation assessments, communication approaches and methods.

In addition, various training and public awareness materials were produced, including a 25-page women candidates' nomination manual, a manual on women's political rights under the Yemeni constitution and international law, posters on nomination and polling, a political campaign rules leaflet addressed to women candidates and two audiotapes.

A hot-line providing legal and technical advice was also established and managed by Women Unit for women candidate's and women voters.

The Unit reported a lack of transparency in some of SCER operations, specifically a delay in announcing figures on women candidates that prevented the Women's Unit

and other active NGO's from having full access to women candidates list, the vote counting process and results tallies.

The Unit highlighted weaknesses in the legal framework, calling for its revision. It called for reform of the Local Councils Law to clarify the nomination rights, conditions and obligations of eligible Yemeni candidates, as well as the level of service that the SCER shall provide for women candidates. It also called for changes to provide for clearer more accessible means for both women and men candidates to contest local council election results.

The Unit also highlighted the need to ensure that SCER commissioners and key staff understand and apply international, regional, sub-regional and national instruments on gender equality and adopt a national gender policy

Immediate and long-term impact

The establishment of the Women's Unit within the SCER represents an important step in promoting women's electoral participation in Yemen, notwithstanding the fact that the SCER was not able to provide the Unit with all the resources needed to carry out its responsibilities and reach its full potential.

A clear trend towards greater participation of women as voters can be observed since the reunification of Yemen and this continued throughout the period of the implementation of the project.

In 1993, registered women voters numbered 478,790, or just 18 % of the electorate. This figure grew to 1,272,073, or 27 % of registered voters, in 1997. The increase continued and in 2003 the figures stood at 3.4 million women voters, or 42 % of the electorate. In 2006 women again comprised 42 % of the electorate but in real terms this marked an increase in the number of women registered as voters to 3.9 million women registered voters

However, the constant increase in the numbers of women voters from 1997 to 2006 was not matched by any increase in the number of women candidates. The 2006 Local Councils Elections results showed no increase in women candidate's numbers or those of women winners.

The exclusion of women was most notable in the very low proportion of women candidates and the considerable pressure they faced to withdraw. Of the 147 women candidates in 2006 local council elections, 76 women candidates or 51% were nominated by political parties and the other 73 women candidates or 49% stood as independent.

Only 0.5 per cent of winning candidates were women; with a total of 35 women elected to local councils. While the wider legal framework provided a strong basis for equal participation, this was not implemented in practice.

Yemen has ratified the Convention on the Elimination of All Forms of Discrimination against Women as well as the ICCPR, both of which proscribe discrimination against

women in the exercise of their right to vote and to be eligible for election. However, the effective exclusion of women from political life remains.

Women candidates from political parties reported difficulties with their respective political party starting from providing the nomination letter to sponsoring their own political campaign.

Independent women candidates lacked financial and technical support for their political campaign. Many reported problems during the nomination period and many were pressured to withdraw during the withdrawal period.

Despite the creation of the Women's Unit in SCER, overall there were just 32 women employees out of 750 staff members. Of the three branch offices visited by the evaluation mission, only Aden had a dedicated member of staff working on women's issues.

External factors affecting the work of the SCER

Yemeni society traditionally has a very restrictive view on the role of women. This is buttressed not only by the tribe and its value system but also as a result of inconsistent agendas of political parties toward promoting women's political participation.

Furthermore, there are various interpretations in Islamic jurisprudence opposing a woman holding a position of public authority.

There are currently only two woman ministers and the 109-member Shura Council (Consultative Council) has only two women members. Although the Judiciary Authority Law does not distinguish between men and women, there are few women appointed to the Judiciary.

Recommendations for donors and participating stakeholders

Progress made during phase two, in particular the creation of a women's unit, needs to be consolidated. The unit needs to be supported by donors and participating stakeholders, both financially and politically, to work on the issues and priorities it identified in the short period since its inception

The recent development of proposals for legislative change (attached to this report as annex 2), in particular proposals for quotas, mark a notable contribution to debate on women's participation and deserve to be debated seriously in the appropriate forum – the parliament. In advance of this, they warrant discussion among NGOs and stakeholders in the electoral process. Experiences of quotas in various countries, particularly Argentina, the first to introduce quotas, and Afghanistan, where a radical quota system was introduced in 2005 , should also be looked at.

Without wishing to offer a view on the merits of a quota system, if they are to be introduced for female representation on Local Councils, where they could be implemented with limited legislative change, this issue will need to be examined soon in view of scheduled elections in 2009.

Levels of women's participation both as candidates and voters varied considerably throughout the country – from 49.6% in Raima to 26.6% in Saddah – which would suggest that the underlying reasons for this variance could be most effectively dealt with at Branch Office level.

UNDP's project proposal on "Enhancing women's political participation in the electoral process", if funded, would make a welcome contribution to working on this issue at the level of Branch Offices - from where women leaders could be most easily identified and supported. The project, which is a pilot project for six governorates should be incorporated into a any new election support project and expanded to all governorates.

D.   Support the role of civil society organizations in the electoral process

Achievement of project objectives and outputs

"Effective and comprehensive public information campaign conducted by the SCER in cooperation with Civil Society organizations"

In the addition to the project's work with NGOs in promoting women's participation, the project promoted effective partnership with SCER and local NGOs and in civic and voter education. An NGO selection committee composed of members from SCER, the project and UNDP as a representative of donors was formed to identify active local NGOs capable of undertaking civic and voter registration programmes in a non-partition manner.

Clear and transparent criteria for NGOs participation in the electoral process were established consistent with the recommendations of the report of the Panel of Eminent Persons on United Nations-Civil Society Relations. On that basis, proposals submitted by the various NGOs were reviewed, analyzed and selected according to these criteria. Twenty eight partner NGOs were selected from a total of 43 applications received by UNDP, the process of assessment and selection taking place by group consensus.

Due to NGOs political affiliations, it was decided that they should be limited to the production of materials.

The partnership process served as a capacity-building exercise for the selected NGOs which received advice on how to manage funds efficiently and effectively.

Immediate and long-term impact

The NGO sector in Yemen remains weak and, due to the process of annual review of the required registration, reliant on links to political parties or factions, either in government for opposition for their survival. In this environment it is difficult to find

genuinely independent NGOs with which to work on traditional areas of NGO involvement in the electoral process such as election monitoring.

External factors affecting the work of the SCER

Aside from traditional tribal and religious structures, there is little genuine grassroots involvement in the political and democratic processes of the country or the accountability of government.

Recommendations for donors and participating stakeholders

Those genuinely independent NGOs which do exist should be involved closely in any future project.

In addition UNDP and the European Commission Delegation, which is also pledged to supporting further work on electoral support would ensure should that projects currently being developed to strengthen Civil Society Organizations Engagement work complementarily to any future election support project.

The report of the Panel of Eminent Persons on United Nations-Civil Society Relations defines Civil Society as "associations of citizens (outside their families, friends and businesses) entered into voluntarily to advance interests, ideas and ideologies. … Of particular relevance to the United Nations are … indigenous people's organizations, religious and spiritual organizations, academe and public benefit non-governmental organizations."

While cognizant of the Government's preference to limit civil society partners to registered NGOs, a future project might seek to work with a broader range of partners under this rubric, especially those drawn from more traditional tribal and religious structures.

The levels of development of civil society and its nature varies considerably across Yemen – from Sana'a, Aden, and Taiz where there are a number of highly developed NGOs to rural governorates where the civil society sector is largely confined to more traditional tribal and religious structures. In view of this variance, it would seem more beneficial to work with civil society at the level of Branch Offices from where potential partners could be more easily identified and supported.

E. Increase citizen information, participation and confidence in the 2006 elections

Achievement of project objectives and outputs

Two outputs pertaining to this were listed in the project document, both focussing heavily of co-operation with civil society.

A number of initiatives using various media were undertaken by the project during the candidate nominations, polling and counting phases of the 2006 electoral process.

Radio is the most important and influential medium in Yemen. Sana'a and Aden Radio were contracted to produce 10 short dramas to be played repetitively during the course of the nominations and electoral process. They also produced a national programme broadcast once a week and focused on creating awareness of electoral rights to Yemeni citizens.

In addition, eight local radio stations wee each contracted to produce ten dramas. Importantly, the programmes were monitored by the UNV to ensure balance.

The project also contracted eight television dramas to be produced and repetitively broadcast and funded 26 programmes named 'Talk of the Hour' which disseminated information on election logistics, women's participation, electoral laws and sought to encourage minority groups. Due to their timeslot directly after the evening news, the programmes were able to reach a large audience. They were also repeated in the afternoon of the following day. Thirty- second "flashes" were also produced and broadcast.

A total of 65 newspapers were funded as part of the project's outreach. These were selected by a committee assembled from representatives from the project, SCER Awareness team and the Media Commissioner.

The project, in cooperation with the SCER Awareness department, also produced a variety of printed materials for national distribution, including booklets posters and stickers, banners, advertising and street boxes, taxi advertising and fact sheets.

Additional measures were undertaken in rural areas. During the Registration Phase, the main mechanism for spreading electoral awareness was through trained NGO partners who held face-to-face meetings with the public. However as many NGOs in Yemen are politically aligned, this was considered inappropriate during the nomination and polling phases. Instead, the project engaged eight theatre groups from around the country to perform a total of 90 shows in rural areas.

Three mobile networks, Spactel, Sabafon and Yemenet were utilised to send out messages at the beginning if the candidate nomination period, the eve of the close of nominations, the eve of polling day and polling day itself.

These initiatives were monitored at the national level by project personnel and the SCER Awareness department. At the governorate level, the responsibility was largely the role of the project's UNV's and SCER Branch Offices.

Immediate and long-term impact

The most obvious success indicators for a voter education programme are an increase in voter turn-out and a reduction in spoilt ballots. The latter is listed as a success indicator in the project document.

Unfortunately the SCER did not publish detailed voter turn-out figures.

The invalid vote for district council, governorate council and presidential elections were 4.6%, 5.6% and 3.2%, respectively. This marks an increase on the proportion of invalid votes from the 2003 parliamentary elections in Yemen which was around 3 %. Interlocuters from the SCER explained that the high invalid vote figures resulted from unused ballots being counted as invalid votes. However, this is not entirely plausible as turn-out percentages of 64-65% were announced , which would have resulted in unused ballot figures of 36-36%. Many interlocutors, both national and international, questioned the accuracy of the invalid vote figures. Indeed, the evaluation mission noted lower invalid vote figures at the SCER Branch Office in Aden than were attributed to Aden in national figures.

It can be stated that that the 2006 elections saw an increase in awareness and enjoyment of civil and political rights. The elections benefited from the full engagement of all major political parties and were notable for the degree of freedom enjoyed by all candidates to assemble and to express their views so that, for the first time in the political history of both Yemen and the region, an incumbent faced a real challenge at the polls. Many well-attended public rallies took place across the country and there were few reports of restrictions on the right to campaign freely.

External factors affecting the work of the SCER

Due to the production of materials by Presidential Candidates and political parties, all printers within Yemen were consumed with the printing of campaign materials to the point that paper supplies had run out within Yemen. As printers were paid cash in advance by candidates, they preferred to accept their work rather than receiving funds from UNDP only after the completion of work.

Recommendations for donors and participating stakeholders

In the absence of research on voters' understanding of the election process and follow-up research after the campaigns, it is difficult to evaluate the effectiveness of the various voter education campaigns. A follow up project should consider undertaking such research for the 2009 voter registration and election processes.

More long-term programmes of civic and voter education, of the type currently being developed by UNDP, are needed in advance of the short-term pre-election campaigns typically provided as part of an electoral support project. Such programmes could involve a number of elements, such as formal education in the schools and informal education via mass media. It is very important that the proposed long-term programme of civic education be co-ordinated with any shorter-term initiatives provided as part of a follow-up project.

Donor coordination and its impact on the implementation of the project

F. Project Execution arrangements

The Electoral Support Project Phase II was implemented using Direct Execution modality (DEX). DEX is an operational arrangement where overall responsibility for the formulation, management of the program/project, production of outputs, achievement of objectives and ensuring appropriate use of donor and UNDP resources lies in the relevant UNDP country office.

One of the main advantages of DEX is the established UNDP decision-making practices, procedures and policies, which limits the potential for corruption, and undue political influence.

A disadvantage of DEX is the considerable country office capacities it demands in terms of financial and human resources, procedures, supporting systems and so on. For a relatively small UNDP country office, a project of the size of the Electoral Project greatly increases its workload, particularly in the 12-month period preceding election day.

There were some shortcomings associated with the DEX modality used in the project. Elections do not fit easily into budgetary plans in any country. This general difficulty was compounded by a lack of understanding by SCER of the constraints imposed by the rules and procedures by which the country office was required to abide and the accountability procedures with donors and its own structures.

Donors with whom the evaluation mission met were very positive in their assessment of the Direct Execution modality. While expressing a desire to move to direct bilateral funding for the SCER in the long-term, none proposed to depart from the modality used successfully in the second phase for any project in support of upcoming elections in 2009.

To avoid a repeat of difficulties encountered it is clear that a greater degree of forward-planning will be required by the SCER in addition to greater responsiveness by the UNDP county office in its procurement of equipment, particularly during the busiest phase of the project in the 12-month period before the elections. This might be best achieved by the including in the project a dedicated staff person at UNDP dealing with the project's procurement needs.

In order to build capacity within the SCER to deal with direct financial support, a national counterpart to the chief technical officer might be nominated by SCER itself from within its structures.

G.   Engagement with donors

At the outset, the Electoral Support Project with UNDP country office provided for the establishment of an "Election Steering Committee" (ESC), led by the SCER and comprised of donors and of international organizations engaged in providing support to the electoral process in Yemen. Its purpose was to serve as an impartial forum for open discussion, consensus building, monitoring project activities of all phases and coordination of activities and resources.

However, due to the fact that the ESC was attended by the entire SCER and ambassadors from donor countries, it operated at a very formal level. As it was convened by the SCER, meetings did not take place at regular intervals which allowed for an accumulation of issues, all of which could not be dealt with when the meeting was eventually convened.

 The purpose of the ESC - to serve as an impartial forum for open discussion, consensus building, monitoring project activities of all phases and coordination of activities and resources – might be better served by less formal meetings at regular intervals, perhaps monthly in the initial phase, moving to fortnightly or weekly in the period immediately preceding the elections, attended by political officers from the donor embassies and only Heads of the Sectors and Departments at SCER with an item for discussion on the agenda.

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Progress reports were sent to individual donors and UNDP, which were
passed on to UN EAD. The Election Steering Committee (ESC) was also
informed of latest developments.
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However, donors interviewed expressed a hope that they would be more
closely and more actively involved in a future project in a more
contemporaneous manner. A less formal ESC  more regularly convened
might provide a mechanism where this might be achieved without
placing additional reporting burdens on the project team.
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Recommendations

The major recommendations for a future project include the following:

Flexibility, which was such a vital feature of phase two, should be maintained.

International personnel should be maintained in any future project to act as a liaison with the international donor community and to provide technical expertise.

The time-frame envisaged for any future project should include time to develop projects to be implemented after the 2009 elections.

Pressure should be maintained for legal changes - especially in relation to complaints procedures.

Concrete examples from other jurisdictions, especially in the Arab world, should be provided.

Contingencies should be planned for in the event that boundary delimitation does not take place on time.

The publication of detailed results within a timely, and specified period, should be an output target for any future project, as should the public display of results.

A   pilot project should be developed to merge the voter register with the civil register.

Installation of local area networking at the Branch Offices and training of computer operators should be a priority.

Training resources should be focussed on branch offices to raise capacity to that required to enable powers and functions to be decentralized.

Decentralization should be accompanied by strict guidelines to ensure impartiality, especially in recruitment, but also in the day-to-day functions of the offices.

The capacity of branch offices to deal with complaints and appeals, in particular those of an administrative nature, should be improved.

Progress made by the women's unit, should to be consolidated and supported by donors and participating stakeholders.

Recent proposals for legislative change, in particular proposals for quotas, should be debated seriously in appropriate for a.

There should be a dedicated, well-resourced, staff member working on women's participation in each branch office.

Independent NGOs should be encouraged and involved closely in any future project. Working with a broader range of civil society partners, especially those drawn from more traditional tribal and religious structures, should be considered.

There should be a dedicated, well-resourced, staff member working on civil society partnership initiatives in each branch office.

Research on voters' understanding of the election process and follow-up research after the campaign should be considered.

Shorter-term initiatives on civic and voter education should be co-ordinated with the proposed long-term programme of civic education.

A dedicated staff person at UNDP dealing with the project's procurement needs should be included.

A national counterpart to the chief technical officer should be nominated by SCER in order to build capacity to deal with direct financial support in the future.

Annexes

Annex 1: List of interlocutors

Dr Mohamed Abdullah Al Sayani, Head of Planning and Technical Affairs Sector

Mr Khalid El Qadi, General Manager of Technical Department, SCER

Mr Abdou Mohamed Al-Janadi, Head of Media Sector and Voter Awareness Sector
Mr. Mohammed Saleh Thufi, Head of Media Department
Mr Taufiq El Genadi, Director of Information Centre
Mr Nabil Mohammed, Head of Awareness Department

Mr. Saif Mohanned Saleh, Head of Security Sector

Dr Abdullah Dahan Head of External Relations Sector

General Ali Saleh, Head of Operations Room

Dr lham Abdul Wahab Head of SCER Women's Department
Ms. Jamila, Head of Women's Unit

Mr. Sha'if Al Huasseini, Secretary General of SCER
Mr Mohammed El Zawkeri, Head of Branches at SCER
Dr Abd Al-Momen Shoja'a Al-Deen, Head of the Advisory and Legal Affairs Sector

Mr. Salem Al Khanbashi, Head of Statistics, Research, and Studies Sector.

Mr. Saleh El Saidi Director of Local Civil Society Organizations Department
Ms Seham Al Hakim, Project Officer

Mr Assam Jama'an, Head of Taiz Branch Office of SCER

Mr Ali Ahmed Al Qadi, Head of Lahj Branch Office of SCER

Mr Ali Khalid Al Rasas, Head of Administration and Finance Division, Aden Branch
Office of SCER

Ms. Hooria Mashhour Ahmed Kaid, Deputy President of the National Women's
Council,

Mr Abdul Wahab El Ansi, Secretary General of Islah,
Mr Said Shamsan, Islah Deputy
Mr Abu Bakar, Deputy Secretary General of Socialist Party
Dr. Hamid Saleh Ali, Head of Political Unit, Socialist Party
Dr Mohammed Malik Mutawakil, Deputy Secretary Genaral, Union of Popular Forces

Ms Flavia Pansieri, UN Resident Coordinator and UNDP Resident Representative

Mr John Landry, Former Chief Technical Adviser, Electoral Support Project

Mr. Mustafa Rafaee, Former National Co-ordinator, Electoral Support Project

Mr. Masakazu Toshikage, Ambassador of Japan to Yemen

Mr Fleming Sorensen, Danish Yemeni Partnership.

Ms Mary Horvers, European Commission Delegation

Dr Walter Di Martini. Deputy Head of the Embassy of Italy

Ms. Macha Farrand, DFID, London

Mr. Michiel van Campen, Royal Netherlands' Embassy

Dr Paul Harris, Former Country Director, IFES

Mr. Peter Dimitroff, Country Director, NDI

Ms. Rabab Al-Medhwahi, Senior Program Officer, NDI

Annex 2: Legal amendments proposed by the SCER Women's Unit and National Women's Committee

LAW NO. (13) OF 2001 CONCERNING THE PUBLIC ELECTIONS AND REFERENDUM

Applicable provision	Proposed provision	Amendment justifications	Amendment drafts based of the constitution and international conventions
Article (19) paragraph (2): ((The SCER is formed of seven members appointed by a resolution of the President of the Republic from among a list containing (15) names nominated by the parliament selected from among those who meet the conditions provided by this law))	The SCER is formed of seven members appointed by a resolution of the President of the Republic selected from a list containing (15) names two of them are women nominated by the parliament from those who meet the conditions provided by this law))	To stimulate the participation of women in political fields and as a guarantee of their right in equality and non discrimination between them and men and as materialization of this equality by the State which enshrines in its constitution the equality of opportunities for all citizens politically and the equality in all public duties.	From the constitution: Articles (24) and (41). International conventions: Article (2) para (1) and article (4) para (a) of the convention of eradication of all form of discrimination against women.
Article (21): ((To be a candidate for the Supreme Committee it is conditional to have the following: a- have reached thirty five years of age to the end of the article of the condition in this para (g) of this article.	((Whoever stands as a candidate for the SCER should be a citizen having the following conditions : the same conditions are indicated in the applicable provision))	The constitution confirms the equality of all citizens. This is also indicated in applicable elections law through the legal definition of the citizen as "every male and female Yemeni" and to remove any impediments standing before women's reach to decision making positions and to align candidacy with the committee membership.	The constitution: Articles(31) and (42) - The elections law no (13) of 2001 para 9b) of article (2). - Eradication of all forms of discrimination against women convention : Article (2)

Applicable provision	Proposed provision	Amendment justifications	Amendment drafts based of the constitution and international conventions
Article (33) : ((The Supreme Committee shall have a general secretariat composed of the administrative and technical organ of the Committee named the general secretariat of the SCER. It should be presided by a general secretary with a vice minister's grade which appointment shall be through a resolution of the President of the Republic from among three persons nominated by the Supreme Committee by the majority of its members))	((The Supreme Committee shall have a general secretariat composed of the administrative and technical organ of the Committee called the elections general secretariat. It should be presided by a general secretary with a vice minister's grade whose appointment is issued by a resolution of the President of the Republic from among three persons nominated by the Supreme Committee with the majority of its members provided one of them should be a woman.	To enable women to effectively participate to achieve the objective of opportunity equality and to approve the law as an applicable legal provision against discrimination through national institutions and public authorities and to ensure comprehensive development of women in order to practice their rights and enjoy equality.	The Constitution: Article (24) - Conventions: The Eradication of Discrimination against Women Convention.
Article: Proposal of a new article to come after article (56) of the General Elections and Referendum Law	Article (56) bis with two para (a) and (b) (a): 30% shall be allocated as a percentage share for women in parliament seats in the general elections to secure political participation of women and as an application of the constitutional equality)	In application to Yemen undertaking in the International Treaty of Civil and Political Rights and for an effective and fair participation of women in the political life and as a materialization of the provisions of the constitution on equal opportunities for all citizens and the principle of	The constitution: This amendment is consistent with the spirit of the constitution which provides for equality among all citizens and equal opportunities to all citizens. This is considered as an empowerment of women and a realization of equality between males and females.

Applicable provision	Proposed provision	Amendment justifications	Amendment drafts based of the constitution and international conventions
	(b): Political parties undertake to include in their lists of general elections a percentage of 30% of women in the lists having potential of success in these elections.	equality and fairness	The Special International Treaty signed by Yemen in article (3)-a as well as article (26) of the same treaty which provides the prohibition of any discrimination in law.
Article (58) para (b): As a precondition for the acceptance of an independent candidate to the membership of the parliament the he must be commended by a group of electors of no less than three hundred representing the majority of the election constituencies centers and those who commend him……	As a precondition to accept an independent candidate to the membership of the Parliament that he should be recommended by a group of electors of no less than three hundred representing the majority of the election constituencies centers but as exception of this condition is given to independent women candidates.	To achieve the principle of justice and constitutional equality, the creation of such opportunities for women shall enable them to advance and open wide horizon for women candidates. Is also gives political actors the ability to exercise pressure for the purpose of developing women especially as women compete in unfair and unbalanced conditions as well as eradication of any restriction on rights of women to exercise their rights	The spirit of Islam which decided participation rights to females as they have the same rights as males pursuant to the saying of ALLAH " And the men believers and the women believers are patrons of the other, they command beneficence and forbid abominable and keep up the prayer and bring the zakat and obey Allah and his Messenger, those (are the people) on whom Allah will soon have mercy, surely Allah is Ever-Mighty , Ever- Wise). Surat Al-Tawbah (Repentance). - The constitution: As indicated in relation to equality.

Applicable provision	Proposed provision	Amendment justifications	Amendment drafts based of the constitution and international conventions
			- The eradication of all forms of discrimination against women convention and the achievement of its positive discrimination.
Article (9) : Addition of two paras after para (E) of this article.	Addition of two paras after para (e) of the same article as additional proposed provisions as follows: ❖ a new para : (necessity to allocate a fixed percentage to women in the internal elections to fill leadership positions in the organizational structure of the party). ❖ a new para: (to include in its lists submitted for elections the allocation of a percentage for women from the lists having potential of success in these elections).	In accordance to the constitution and the principle of positive discrimination the principle of equality shall be achieved and that the international convention emphasizes this principle in order to strengthen the democratic approach and to obligate all political actors to necessarily advance the situation of women and involve them actively in the process of the political system development and the establishment of democracy and to enable them fill leadership positions to create a public opinion associated with	Objectives stipulated by law and the provisions of article (8) para (5) of the political parties and organizations. International conventions and declarations.

Applicable provision	Proposed provision	Amendment justifications	Amendment drafts based of the constitution and international conventions
		the political orientations which give women a wider scope of rights.	
(Subject to the provisions of the two paras (3) and (4) of article (1) preconditions that whoever subscribes in the formation of a political party or organization should be: (a) – affiliated to a Yemeni father and mother.	Subject to the provisions of the two paras (3) and (4) of article (10) to subscribe in the establishment of a political party or organization it is a precondition to be: (a) Affiliated to a Yemeni father or mother	To establish for a real participation of women in the formation and establishment of parties and to expand her awareness of the importance of contribution and political participation based on her constitutional right and the guaranteed rights of the international declaration of the human rights which recognized her as a legal entity and a human being as well as her right in granting her nationality to her kids in consistence with the right of each individual to enjoy his nationality emphasized by the international declaration of human rights	- The constitution which made all citizens equal. - The amendment of the naturalization law which granted women the right to give their nationality to their kids - The international declaration of human rights which our country emphasized in its constitution - The international convention of the civil rights article (3) - To achieve the general objectives and principles provided by parties law in articles (3) and (5)
Article(13) : (a committee called "political parties and organizations affairs	(a committee called "political parties and organizations affairs committee" is formed as	The constitution: Provisions emphasized by the two paras (a) and (b) of the political	To support women to access to decision making positions and to enable them strengthen their

Applicable provision	Proposed provision	Amendment justifications	Amendment drafts based of the constitution and international conventions
committee" is formed as follows: Four persons of those not affiliated to any political party or organization of the judiciary unemployed people or acceptable lawyers to defend before the Supreme court nominated by the Supreme judicial council and issued by a resolution ….etc.	follows: ………………. - One woman and three persons of those not affiliated to any political party or organization from the unemployed judiciary men or acceptable lawyers to defend before the Supreme Court nominated by the Supreme Judicial Council by whom a resolution is issued……etc.)	parties law in the same article proposed for amendment. - The convention; Eradication of all forms of discrimination against women convention which permitted the State to take special arrangements and concrete steps targeting the materialization of the principle of equality.	active political life participation especially in the organizational institutions and imposing the positive equality to materialize justice emphasized by the international conventions and the constitution of the Republic of Yemen and as a strengthening aspect of the democratic orientation credibility.