PD-ABP-317

International Foundation for Electoral Systems

1620 I STREET, N.W. • SUITE 611 • WASHINGTON, D.C. 20006 • (202) 828-8507 • FAX (202) 452-0804

PREPARING FOR ELECTIONS IN YEMEN

FINAL ACTIVITY REPORT ON IFES' POLLWORKER TRAINING PROJECT

March-April, 1993

BY

Ronald G. Wolfe, Ph.D.
Project Manager

Linda Edgeworth
Guerin Ouellet
Gladys Teske
Project Trainers

This Project and Report were made possible by a grant from the U.S. Agency for International Development and a grant from the Government of the Netherlands. Any person or organization is welcome to quote information from this report if it is attributed to IFES.

BOARD OF DIRECTORS

F. Clifton White, Chairman
Charles Manatt, Vice Chairman
Patricia Hutar, Secretary
David Jones, Treasurer
James M. Cannon
Richard M. Scammon
Robert C. Walker
Jean-Pierre Kingsley
Joseph Napolitan
Sonia Picado S.
Randal C. Teague, Counsel
Richard W. Soudrette, Director

TABLE OF CONTENTS

I. EXECUTIVE SUMMARY 1

II. INTRODUCTION AND BACKGROUND 6

III. THE TRAINING MISSION 10
- A. THE SIZE OF THE TASK 10
- B. LOGISTICS AND SCHEDULING 11
- C. TRAINING APPROACH, SOURCE MATERIALS, AND IFES MODULES 13
- D. TRAINING THE CORE TRAINERS 17
- E. ELECTION WORKER SELECTION 19
- F. WOMEN'S PARTICIPATION 20
- G. OTHER PROBLEMS ENCOUNTERED 22
- H. CONCLUSIONS AND RECOMMENDATIONS REGARDING TRAINING 24

IV. THE ELECTION LAW, PROCESS, AND RELATED ISSUES 30
- A. LEGAL ISSUES 30
- B. THE VOTING PROCESS 35
- C. COUNTING PROCEDURES 40
- D. THE BALLOT PAPER 45

V. RECOMMENDATIONS FOR FOLLOW-UP ACTIVITY 48
- A. PROPOSAL: CONVENE FOLLOW-UP CONFERENCE IN YEMEN TO CONSOLIDATE ELECTION LESSONS LEARNED 48
- B. STRENGTHENING A SUSTAINABLE DEMOCRACY IN YEMEN 50

APPENDICES

- A. TRAINERS' GUIDEBOOK (MODULES 1-6, A)
- B. POLLWORKERS' CHECKLIST
- C. VOTE COUNTING GUIDE
- D. CONSULTANTS' REPORTS ON VISITS TO TRAINING SITES
- E. IFES OBSERVERS ELECTION DAY REPORTS
- F. JOINT ERS/IFES STATEMENT ON YEMENI ELECTIONS
- G. YEMEN ELECTION FORMS 1 TO 14
- H. REPORT ON COMMODITIES COMPONENT OF IFES' PROJECT

I. EXECUTIVE SUMMARY

The objectives of the IFES election assistance project in Yemen were specified in the Program Description section of PIO/T No. 279-083-3-80202. This Program Description was based on an IFES project proposal submitted to the Near East Bureau of A.I.D. and USAID- Yemen in February 1993. The objectives as set forth in the PIO/T can be paraphrased as follows:

(1) Send four advisors to Yemen to work with the Supreme Election Committee's (SEC) Technical Committee in the final stages of its preparations for its training program, specifically to:

   (a) Assist in the design of the training program and in the development of training materials;

   (b) Assist the members of the Technical Committee in training the supervisory committees, the main committees and the branch committees.

   (c) Following the election, conduct debriefing sessions to discuss regional experiences, lessons learned, and recommendations for the future.

(2) Identify vendors for 24,000 ballot box seals, solicit bids for their procurement, purchase the items and arrange for their shipment and delivery to Sana'a by April 15, 1993.

IFES specified in the training advisors' contracts two additional activities which it requested the four consultants to carry out. These can be viewed as the third and fourth project objectives:

(3) Advise the SEC in areas of election organization and logistics, particularly as related to the task of training pollworkers, specifically by:

   (a) Reviewing the Electoral Law and other relevant documents regarding the voting process;

   (b) Preparing examples of polling place designs and ballot transportation schemes based on the Electoral Law;

   (c) Comment as appropriate on ambiguities in the Electoral Law that could inhibit the speed of voter processing or vote counting.

(4) Observe the process of voting on election day, with a particular focus on:

   (a) The role and duties of poll workers;

(b) Ballot collection and security;

(c) Vote counting;

(d) The role and activities of other observers at polling sites.

The body of the following report provides a description and analysis of the activities of the IFES election assistance project in Yemen as related to project objectives 1, 3, and 4. Activities relating to objective 2, the provision of ballot box seals, are described in Appendix H of this report.

Chapter III of this report focuses in considerable detail on the project's training activities which are specified in objective 1 above. The project's accomplishments as related to all four objectives call be summarized as follows:

Send four advisors to Yemen to work with the Supreme Election Committee's (SEC) Technical Committee in the final stages of its preparations for its training program.

Project Manager Ron Wolfe arrived in Sana'a on March 31. The other three members of the training team arrived on April 6. The team thus began its work approximately three weeks prior to the election which was held on April 27. While this was the project timetable that was anticipated in the IFES proposal and in the PIO/T, IFES is in agreement with the consultants that the arrival of the team only three weeks prior to the election was a significant disadvantage, in two regards. First, it meant that many decisions of the SEC were already made regarding the design of the training program for pollworkers, thus reducing the effectiveness of the advisors' input. Secondly, the size of the task which the advisors took on was such that three weeks was an inadequate length of time to fully accomplish all that needed to be done in the period prior to election day.

Assist in the design of the training program and in the development of training materials.

Through the efforts of Project Manager Ron Wolfe, the team quickly established a close and positive working relationship with the Technical Committee of the SEC. The team provided considerable input, of both a conceptual and practical nature, to the design of the pollworker training program. For a number of reasons, particularly because of time constraints, the team was unable to completely redesign the training program to fit the training-of-trainers cascade model that IFES has used successfully in other countries. The team's input, however, did influence the SEC to significantly adapt their training design so that it was decentralized to the governorate level, rather than being

conducted exclusively in Sana'a and a few other cities. The team's input also resulted in some training methodology change, so that more interactive techniques were used in training sessions, most notably that of voting bureau simulations.

It was in the area of training materials that the IFES team probably made its most significant contribution. The team produced a Trainer's Guidebook which gave the Yemeni trainers a useful outline for the content and methodology of their training sessions. The team also designed and had printed a pollworker's checklist, which summarized the duties of the pollworker on election day briefly and chronologically. This tool was used in training as well as by the pollworkers on election day. Time constraints prevented the comprehensive use of these two tools in the training program, but they were used effectively in many training sessions and in many polling stations. Just as importantly, these tools and other tangible products of the IFES project will serve as a solid basis for preparing for future elections in Yemen.

Assist the members of the Technical Committee in training the supervisory committees, the main committees and the branch committees.

Team members participated in the training of the supervisory committees and observed selected training sessions of the main and branch committees carried out at the governorate level. The team members' reports on their training session participation and observation are found in Appendix D of this report.

Following the election, conduct debriefing sessions to discuss regional experiences, lessons learned, and recommendations for the future.

The IFES team had anticipated carrying out a debriefing session with members of the Technical Committee and with core trainers in the final days before the team was scheduled to depart from Yemen, following the election. An formal debriefing was not possible to organize, however, in the time available. The SEC was still involved with vote counting and dispute resolution several days after the election. Many of the trainers had departed for their home towns after the exhausting

period of work preceding the election. The IFES Project Manager discussed possible follow-up activities to synthesize lessons learned with the Chairman of the Technical Committee and with the USAID Project Officer. Both were in agreement that a meeting or conference to relook at the election process and the electoral law could productively be held at some point in the months following the April election. The Project Manager's proposal for such a conference is found in Chapter V of this report.

Identify vendors for 24,000 ballot box seals, solicit bids for their procurement, purchase the items and arrange for their shipment and delivery to Sana'a by April 15, 1993.

Ballot box seals (24,000) were purchased and shipped, arriving in Sana'a on April 11, 1993. More details on this component of the project are found in Appendix H of this report.

Advise the SEC in areas of election organization and logistics, particularly as related to the task of training pollworkers.

This also was a successfully completed component of the IFES project. The IFES team brought a great deal of international election experience to Yemen. Their close working relationship with the SEC afforded them many opportunities, both formally and informally, to comment on and provide recommendations on improving aspects of the electoral process. Chapter IV of this report, which contains detailed comments on the electoral law and procedures, is a continuation of that effort to provide analysis and recommendations that will be useful to the Yemenis in this and future elections.

Observe the process of voting on election day, with a particular focus on the role and duties of poll workers; ballot collection and security; vote counting; and the role and activities of other observers at polling sites.

Three of the four members of the IFES team were able to remain in Yemen through election day. All acted as credentialed international observers on that day. Their observation reports are found in Appendix E of this report. The IFES team joined with a small team of observers from the British Electoral Reform Society to issue a brief statement on the two teams' observations several days

following the April 27 elections.

In conclusion, IFES considers its election assistance project in Yemen to have been successfully completed. Both expected and unexpected problems, most particularly the shortness of the project period, prevented all the objectives from being accomplished as initially envisioned by IFES and by A.I.D. Overall, however, the impact of the IFES project was significant and positive. Substantial assistance, especially in the areas of methodology and training materials, were provided to the Yemenis' pollworker training program. The provision of ballot box seals from an U.S. supplier complemented USAID's other contributions to the material needs of the process in the form of locally procured ballot boxes and voting screens. Most importantly, a solid foundation was laid for cooperation between the Yemeni government and IFES (and U.S.-based NGOs generally) for productive and continuing technical assistance in election processes and other areas of democratization.

II. INTRODUCTION AND BACKGROUND

On April 27, 1993, the Republic of Yemen successfully held its first parliamentary elections since the unification of north and south Yemen in May 1990. Originally scheduled to be held at the end of a 30-month transition period in November 1992, the election was twice postponed, principally for organizational and technical difficulties. The election was organized under Election Law No. 41 of 1992, as amended by Law No. 42 of 1992 raising the number of Supreme Election Committee (SEC) members from "5 to 7" to 17 on a one-time basis; Presidential Council Decree No. 4 of 1992 appointing SEC members; and SEC Decree No. 1 of 1992 issuing the bylaws of Law 41/1992. The Election Law established an autonomous body (SEC) that was broadly representative of the more than 40 political tendencies, parties, and groupings that exist in the unified country.

Membership in the SEC was determined by parliamentary nomination, confirmed by a Presidential Council appointment. While the SEC repeatedly demonstrated its independence and ability to accomplish its mission as an autonomous body, it was nonetheless headed by one of the five members of the ruling Presidential Council, and eight of its 17 members were representatives of the single ruling party of former North Yemen (three from the General People's Congress - GPC) or that of former South Yemen (three from the Yemen Socialist Party - YSP), or independents allied with them. The first SEC was to serve for the duration of the first parliamentary elections in unified Yemen.

A joint team consisting of a staff member and a consultant from the International Foundation for Electoral Systems (IFES) and the chairman and two consultants from Great Britain's Electoral Reform Society (ERS) visited Yemen in late January-early February 1993 to conduct a pre-election assessment and prepare a report on the election preparations underway. As one outgrowth of that visit, IFES was subsequently invited to send a four-person team, with funding from the Agency for International Development (AID/Washington) and USAID/Yemen, to assist the SEC in preparing a

training program for the estimated 21,700 pollworkers who would be needed to administer the polls on election day.

On March 15, Keith Klein, IFES Program Director for Africa and the Near East, returned to Sana'a for a three-day visit to make advance arrangements with USAID/Yemen and the SEC for the training team.

On March 31, IFES Consultant Ronald Wolfe arrived in Sana'a to direct the pollworker training project and to prepare for the arrival of the rest of the team members on April 6: Linda Edgeworth, Gary Ouellet, and Gladys Teske. Four Yemeni colleagues, all in their twenties, were hired to become part of the IFES training team, and especially to assist with interpretation, translation, word processing, administration, and logistical arrangements. Souad al-Hebshi and Nagiba al-Mahdi, medical doctors who had served in January/February as chairpersons of women's registration committees in Hodeida and Sana'a, provided excellent and knowledgeable assistance to Gladys Teske and Linda Edgeworth, respectively. Mazen Luqman, AMIDEAST/Sana'a project assistant for Governance and Democracy Projects who was given special leave to work with the IFES team, accompanied Gary Ouellet as translator/interpreter, and proved invaluable as our computer guru and Arabic language word processor. During the last 10 days of the mission, Hafdhallah al-Gabali, Deputy Director of Promotion at the General Investment Authority, assisted the project director with administrative and logistical arrangements.

The primary mission of the IFES team as outlined in the project scope of work was to provide a continuous training presence to institutionalize the lessons learned by election officials and pollworkers in other parts of the world, and to ensure that Yemeni pollworkers received a thorough understanding of the election law and of the regulations and procedures established by the SEC. This was to be accomplished by helping with "the design of the training program and in the development of training materials... (and) assist(ing) the members of the Technical Committee in training the

supervisory committees, the (principal) committees, and the branch committees." In addition to serving as advisors to the SEC Technical Committee, team members were assigned to remain in Yemen to observe the actual administration of the election.

While carrying out these tasks, IFES team members provided verbal and formal written guidance to the SEC on several occasions on matters directly related to training and election administration. During the five weeks he was in Yemen, the project manager spent at least 15 hours in SEC executive meeting sessions, often accompanied by other IFES team members, discussing election and training issues.

Within the SEC, the chairman of the Technical Committee, Sadiq Amin Abu Ras, also Minister of Agriculture, served as the chief point of contact for the IFES team. The team's primary goal upon arrival was to secure proper credentialing and a work space within the building where the SEC was headquartered to ensure that we had the best possible working relationship with SEC officials and staff. During our first full meeting with Mr. Abu Ras, he immediately placed all of the SEC's facilities at the team's disposal, arranged for all team members to be credentialed as full SEC Technical Committee staff members with access to all documents, memoranda, forms, photocopiers, and relinquished his own private office at SEC headquarters so the team could have a room in which to work next to the main Technical Committee staff office. IFES team members were issued photo identity badges that allowed them to enter and exit SEC premises at any time of the day or night, as their work required.

With the exception of Linda Edgeworth, who had to leave one day prior to voting day, IFES team members were in Yemen to observe the election and remained there until several days after voting was concluded. SEC provided the IFES American and Canadian team members still in Sana'a on Election Day with new credentials as International Observers, while IFES' Yemeni team members retained their Technical Committee badges and traveled with their counterparts from early morning to late in the evening to observe poll opening, voter processing and voting, closing, ballot box

transport, and tallying activities in the Sana'a municipality and Sana'a governorate areas.

IFES team members and observers from the ERS jointly issued a two-page English and Arabic press statement the day after voting day outlining their assessment of how the elections had proceeded. A copy of the statement is attached as Appendix F to this report.

The entire IFES team wishes to express its gratitude to the Technical Committee chairman for the support he provided as we went about our tasks. We also want to express our high appreciation to three other SEC officials who were particularly helpful in facilitating our training effort: Yahya al-Sayaghi, our liaison officer from the Foreign Ministry, Mr. Jamil Sabri, assistant to the Technical Committee chairman, and Mr. Ahmad al-Zuhayri, Technical Committee director for pollworker training. All three worked unbelievably long hours throughout our stay, yet never failed to be cheerful, responsive to our requests, and earnest in their efforts to resolve whatever problems we encountered.

While in Sana'a, IFES team members kept in regular contact with U.S. Embassy personnel, with USAID through its project officer, Larry Dominessy, and its project liaison consultant, Abdel Hamid al-Ajami, and with members of the National Democratic Institute (NDI) and International Republican Institute (IRI) teams who were working there at the same time. The project manager also held several meetings with the Ambassador of the Netherlands, whose government made an important financial contribution to the IFES project, to keep him informed of project progress. On three other occasions, the project manager participated in meetings of political officers or ambassadors of European Community embassies to brief them on election matters. At the conclusion of the consultation visit, April 30, IFES, NDI, and IRI representatives held an expanded debriefing session at the U.S. Embassy with the Ambassador and other U.S. officials in Yemen to exchange views on how the election had gone and to make recommendations for follow-up activities.

III. THE TRAINING MISSION

A. THE SIZE OF THE TASK

Unified Yemen was divided into 301 parliamentary districts on the basis of an average population of 47,500 persons per district, plus or minus five percent. In all, nearly 2.7 million Yemenis registered to vote in the election. Of this number, slightly over 2.2 million were men (78 percent of all eligible males) and nearly one half million were women (about 14 percent of all eligible females). In principle, each registration site was to have separate male and female registration committees available, but in many instances, especially in rural or tribal areas, and in the North, the women's committees were not operating when registration began, and occasionally were never formed. Although the percentage of eligible women who actually registered as a result was well below the ideal, it was nonetheless significant. In some cases where women's registration committees were not available, women registered at men's committees.

For voting purposes, each parliamentary district had a Principal Committee and the requisite number of Branch Committees (one for each ballot box), such that each Branch Committee was to accommodate between 350 and 500 registered voters. More than one ballot box was often located at a single site (school, government building, cooperative, etc.), but individual rooms for each were provided.

To facilitate women voting, separate women's Branch Committees were established where women could vote in privacy if over 100 women had registered on a single list. In instances where less than 100 women were registered at a single site, their numbers were combined with male registrants, and they were required to vote at one of the male Branch Committees. Thus organized, there were 7,262 committees (301 Principal Committees, 5,420 male Branch Committees, and 1,541 female Branch Committees).

Since each committee consisted of three persons (chairperson, clerk, member), nearly 22,000 people required training within about two weeks of our formation as an in-country team. During that same period, we had to analyze the election administration process in order to prepare Arabic language training materials. Our mission was further complicated because the political parties had not yet submitted lists of individuals proposed to sit on the committees. The late submission of committee member lists turned out to be one of the greatest failings of the enterprise, because as late as the second last day of training (April 23) committee members were still learning over public radio of where they had been assigned for training and election administration. As a result, too many committee members learned about their duties in a very informal manner.

B. LOGISTICS AND SCHEDULING

The major organizational objective of the IFES team had been to encourage a cascade structure resulting in multi-stage training. The first to be trained would be those responsible for overseeing the organization and supervision of polling sites in their regions. Subsequently those individuals who would facilitate voting at the polling places on election day would be trained. Of great concern to the team was the sheer number of individuals who would have to be trained and the short time period in which the task would have to be completed. Of equal concern to the team was the prevailing philosophy and strategy already adopted by the SEC that training would be conducted at centralized locations in auditorium-type settings with 1200 trainees or more in attendance at one time.

Experience has shown that training is more effective when it is interactive and conducted in smaller groups. It certainly would have proved beneficial had time and circumstance afforded the IFES team the opportunity to push toward that end. By the time the full IFES team was on the scene and integrated into a solid working relationship within the SEC, however, the SEC's strategy for the organization of training was already well underway.

It was clear that a governorate such as al-Mahra with only two parliamentary districts inside its

boundaries would have a minimal training load, yet it was equally clear that such governorates as Taizz (43 districts), Sana'a Municipality and Sana'a Governorate (combined 54 districts), Ibb (38 districts), and Hodeida with 34 districts (one of which had over 50 Branch Committees alone) would present nearly insurmountable logistical and administrative obstacles to effective training under even the best of circumstances, unless another tier of trainers and training locations could be developed, or more training sessions scheduled.

At the time of the project manager's first meeting with the chairman of the Technical Committee, SEC was planning to conduct all the training at just seven locations across the entire country, using seven five-person training teams. In large part due to our efforts, SEC subsequently changed its plans from seven locations with one set of trainers for each, to training at each governorate using a second tier of trainers, to reduce the trainer-trainees ratio at a single site, per the schema outlined below.

On April 12, SEC asked the IFES team to take charge of the training program structure and scheduling, as well as preparation of the training modules. On April 14, SEC reversed its request and decided that it would implement its own scheduling plan. The IFES team was asked to discontinue its scheduling work and concentrate solely on the content of the training modules. At this point the opportunity to introduce an intermediate tier of trainers or additional training sessions, and thereby raise the overall effectiveness of pollworker training, was lost. In realistic terms, the scheduling effort should have been initiated at least four weeks earlier for the necessary logistical arrangements to be completed successfully.

The training schedule that ultimately was developed by the SEC is presented in Section D below.

C. TRAINING APPROACH, SOURCE MATERIALS, AND IFES MODULES

Lecture-style training had been used for the training of officials assigned to register voters in the first stage of the election process. Among the SEC members, and among registration officials with whom the team spoke, there already existed a certain comfort level with this type of training which had seemed to work adequately in the prior exercises.

Committee member duties were based on the Election Law, its bylaws, and a recently-printed lecture by the SEC chairman (referred to in this report as the Chairman's Handbook) which provided an overview of the pollworker's role in the process and outlined basic procedures to be followed at the polls and during counting. The latter two documents had to be translated from Arabic so that the team could incorporate their contents into the modules, and then the entire set of modules had to be retranslated back into Arabic, amended as necessary, and printed for use.

The SEC had prepared a fairly specific outline for the training program itself. Basically, it included reading the Chairman's Handbook aloud page by page to the audience at each training session. Instructions provided that a second reader would be on hand to continue to read when the first became tired. Plans also called for further presentations to be made by a team of SEC members or administrative staff representing the various subcommittees within the SEC, including the legal committee, financial committee, technical committee, and security committee, to go over technical details within their expertise.

In view of the complex set of circumstances discussed above and the nearness of the election, it would have been totally impractical for the team to try to dissuade the SEC from implementing the administrative plans that were already underway. With more advantageous options for conduct of decentralized training in smaller groups virtually closed off, the team focused its attention on preparing training materials and making planning suggestions suitable to the practical realities within the context of the plan being implemented. Additionally, the team committed itself to designing

materials which would augment rather than diminish or override those already planned by the SEC. This was an especially important objective in view of the SEC's preparation of its own training guide encompassed in the Chairman's Handbook.

The team was particularly interested in developing a module which would provide trainers with the tools to cover all procedures and relevant details in logical sequence while also providing a format which allowed a degree of spontaneity, as well as time for demonstrations and questions and answers. Of key importance was to provide a practical avenue by which those being trained would not just be read to, but by which at least some interaction and stimulation was possible. To that end, and recognizing that training would be conducted in lecture hall or auditorium settings, the team developed a complement of tools which were ultimately welcomed and approved by the SEC. It was crucial to the project that the team ensure that all materials submitted to the SEC were translated into Arabic, allowing SEC members to take the final documents under immediate consideration. They included the following:

1. The Trainer's Guidebook was the foundation document of the set and was designed by the IFES team to serve as a lecture outline which trainers could follow and use while making their training presentations. The Guidebook contained separate modules for each of the major functional components in the order in which they would logically occur including:

    a. An Introduction, setting the tone and general philosophy of neutrality, civic responsibility and historic significance;

    b. Administrative Issues, outlining document and certificate requirements, transport and pay arrangements and entitlements, and accommodations;

    c. Before Election Day, covering personal preparation and scheduling of personal time, receipt of ballots and materials, location of polling site where assigned and

arrangements with contact personnel for advance preparation of the polling place for election day;

d. Opening of the Polls, outlining layout of the polling place, preparation of ballots and materials for use, preliminary paper work and documentation, reception and preparation of candidates or their representatives, display of the empty ballot box prior to its being sealed for use throughout the day, and announcement of the commencement of voting;

e. Voting Begins - Processing of Voters, covering step-by- step procedures for verifying voter eligibility, issuing of ballots, providing voter assistance, ensuring that voters not vote more than once, maintaining of the voter register and forms and documents during the voting day, general conduct inside the polling place, and handling of complaints or questions;

f. Closing of the Polls, outlining procedures for dealing with voters still present at closing time, sealing and preparing the ballot box for transport, completion of audit of ballot usage and accountability documents and forms, closeout of the polling site and transport of ballots and materials to the district counting center; and,

g. Counting Procedures, covering organizing the counting center for receipt of ballot boxes, verifying integrity of the ballot boxes and opening them for the tallying of ballots, counting procedures, documentation and reporting of results, and packaging of ballots and materials for transport and storage.

h. The last page of the guidebook contained a schematic layout of how the typical polling place should be organized to facilitate voter processing, with arrowed lines to indicate the recommended flow of voters.

The format for the Trainer's Guidebook included a cover page for each section which identified for the trainer the purpose and a brief outline of the subjects included in the section, as well as a list of visual aids and actual forms which would be used during the discussion. Each page of the guidebook was designed to provide a margin column in which the team provided references to the specific articles of law and the page number in the Chairman's Handbook relevant to the subject being covered at each point in the training. These references were provided so that the trainer would be able to draw from those sources easily as he continued his presentation. At the end of each section, a number of questions were posed to kick off questions and answers and to stimulate thinking as time permitted. English and Arabic copies of the Trainer's Guidebook are attached as Appendix A.

2. A Quick Reference Checklist was also prepared by the team and provided to each polling site. This checklist served as a reminder of key functions discussed at the training session. They appeared in a condensed, check-off list in the same order in which they were outlined in training. Eight thousand five hundred copies of this form were printed with IFES training funds on a two-sided, light green card stock page. These checklists also included references to the specific pages in the Chairman's handbook so that committee members could verify details whenever needed or refresh themselves as to specific procedures or mandates. A sample of the printed form is attached as Appendix B.

3. A Reference Guide for Counting Questionable Ballots was also prepared for use at counting centers. This guide was designed to provide a list of unusual methods by which a ballot might be marked by a voter in trying to write in his or her choice of candidates. The list included such things as misspelling the candidate's name, or writing in a candidate but also writing in a party's name other than that identified with the candidate. The list included a variety of these types of questionable markings, with boxes in which the SEC could indicate whether, in each particular circumstance listed, the ballot should be counted or rejected. This guide is attached as Appendix C.

In addition to these three printed guides, the team strongly urged that each trainer be issued a fully packed ballot box containing samples of every form and supply items that would be used at the polling stations on election day. During the training session the trainer would then have at his fingertips exact examples of all the materials which he could then hold up and display during the training as issues were discussed during the lecture.

The team also tried to encourage the use of orchestrated simulations of the election day process to augment the audience's understanding with some visual impact. In instances when such simulations were used, it was easy to see the positive impact that the interaction provided.

Finally, the team had encouraged the SEC to ensure that, at the very least, audience members would have samples of all the forms underpinning election day activity available to them so that they could follow the discussion as it progressed during the training session. The forms themselves were well designed and to a large degree, self-explanatory. However, the team learned that as issues arose in the preparation for the election, many of the forms were still being revised by SEC member consensus up until the final days before the election. There simply was not sufficient time or printing capacity to provide such extra samples as would have been required to ensure that trainees had their own copies for training purposes. Copies of the English translation of the forms are attached as Appendix G.

D. TRAINING THE CORE TRAINERS

One of the major difficulties encountered related to the recruitment and organization of core trainers. In the early stages of the team's visit, it was anticipated that we would train a group of core specialists who would train others to go into the field to actually conduct training at the centers. However, from the outset it became clear that SEC members identified as training and technical specialists had inadequate time to focus solely and specifically on the training itself. All SEC

members and administrative staff were pulled in many different directions simultaneously, necessitated by the myriad of administrative demands being made on all of them in the final days leading to the election itself.

The SEC had determined that the first level of core trainers would be SEC members themselves, including the Chairman. A decision was taken that SEC members would train the members of the Supervisory Committees (1 committee of three members for each of the 18 governorates, or 54 trainers), as well as 36 senior members of the SEC staff (2 per governorate) to support the governorate level trainers. The Supervisory Committee is the coordinating committee at the governorate level that served as the link between the SEC and the various Principal Committees (one per parliamentary district). The 54 members of these committees, their technical committees, and members of their security committees were assembled at SEC headquarters in Sana'a for training on April 18 and 19. IFES team members were present throughout this training program. Supervisory Committee members in turn were responsible to conduct the training for Principal Committees at a central location within their governorate, and ultimately to train all polling place workers assigned within the boundaries of the governorate.

Training of the Principal (PC) and Branch (BC) Committees was scheduled for April 21, 22, 23, and 24 at each of the 18 governorates as follows:

	Principal	Branch
April 21-22	PC Member Training At Governorate HQ	Finance/Administrative Arrangements Concluded
April 23-24	PC Members Move To District Centers To Receive Candidate Representative Applications	BC Member Training At Governorate HQ

April 25 — All Committee Members (PCs and BCs) are to be at their work locations by April 25. Committee members are to pick up ballots and materials from District Headquarters prior to reporting to their polling stations.

E. ELECTION WORKER SELECTION

Training dynamics were impaired by the overwhelming logistics problems resulting from significant policy decisions related to the recruitment and subsequent placement of election workers. Many of the policy decisions in these matters stemmed from a strong commitment on the part of the cross-party membership of the SEC to go to extreme lengths to dilute any potential allegations or perceptions that partisanship on the part of the election workers might influence the outcome of the election. Several decisions, while noble in their intent, served to severely compound the administrative burden on the SEC, and particularly on the implementation of the training exercise itself. Among those policy decisions were the following:

- Election workers could not work at a polling site in the district in which they lived.
- The workers at each polling site and at each district or governorate level had to represent a cross section of political parties.
- The selection of workers to serve at every level was subject to nomination by the parties.
- While the team did not actually observe the selection process, mention was made that the sites to which selected nominees were to be assigned were ultimately drawn by lot.
- Election workers were notified by public radio announcement (nearly 22,000 workers) which made learning of one's selection very difficult.

Obviously, these decisions complicated the logistics and impacted election expenses significantly.

Parties failed to submit their election worker lists on time, thereby delaying SEC approval of them. Notifications were still being broadcast the night before the last day of training, so that in the Sana'a area, for example, no trainees were at the training site on the first day of scheduled training. Certification and documentation of workers and tracking their assignments was extremely time-consuming and difficult. Solidifying travel and payment arrangements was a massive undertaking. Virtually all workers had to travel away from home and make several significant trips in the course of their work: 1) to a governorate center for certification and training; 2) to their assigned election district headquarters to pick up ballots and election materials; 3) to their assigned polling center within the district 48 hours before election day; 4) to the district counting center after the close of the polls; and, 5) back to their homes outside the district in which they served.

Another major obstacle was that this vastly mobile staffing plan made it almost impossible for senior officials to verify and confirm that assigned workers were adequately notified of their selection and dates when they would be needed, were actually available and present for training, and subsequently were physically present and ready to serve on election day.

F. WOMEN'S PARTICIPATION

The level of participation of Yemeni women as election workers, candidates, and voters in multiparty elections for the first time in the Arabian peninsula was impressive to the IFES team. The SEC made special arrangements for training women's committee members as a separate group in some locations (Sana'a, for example). In Hodeida, where there were 806 polling stations, 179 were staffed by all-women committees. The Supervising Committee had arranged both mixed and female-only training groups in addition to male-only groups. Much of the time, the women selected to be committee members were not only literate, but also very well educated; many were teachers, doctors and other professionals. These women demonstrated great leadership and commanded much respect, and many of them spoke some English.

Out of 2,689,106 registered voters, 14% (470,416) were female. Of the 7,262 Branch Committees established in Yemen for this general election, 21.2% (or 1,541) were women's committees. The disproportionate numbers were probably due to the fact that special women's committees were formed for as few as 100 women voters, while a minimum of 350 men constituted the basis for a men's committee. The enthusiasm and dedication of those women who did register and vote were everywhere evident and reinforced by high women voter turnout.

Women's committees were given the choice of not attending the counting, out of fear their families would not allow them to pursue their duties late into the evening or the early morning of the following day. We learned that when the women's committees were told they would not be expected to stay for the count, many female election workers energetically and vocally expressed their unhappiness at being considered excludable. By their immediate reaction, it was obvious that many intended to carry out their responsibilities to the fullest, and many did stay for the count at their district centers.

Because the illiteracy rate is much higher in the female population, and as a group they have less experience with organized public activity, it was thought that the voting process for women would take more time. On election day, however, we witnessed very efficient and effective processing of electors at the polls by the members of women's committees.

Besides women election committee workers and voters, there were other notable instances of female participation in the election process. Ms. Raqiya Humaydan, an English-trained attorney from Aden, was an SEC member; and of the 18 Supervisory Committees, one (Taizz) had a woman as member. Both women admitted candidly to us that working on such committees in Yemen was very difficult in an all-male environment, but they seemed determined to lead the way in order to make it possible for others to follow in the future.

Finally, the most significant statistic regarding women and the Yemeni elections is that 49 women candidates ran in the election, and two of them won the seats for which they were competing. Some seasoned observers had earlier predicted that such an outcome was not possible. Forty-nine women candidates in this first election looks high when we consider that only 1.5% of women are in the official employment sector.

On the subject of women and the elections in Yemen, IFES consultant Gladys Teske wrote, "My translator, twenty-eight-year-old Dr. Souad Al-Hebshi, is one of the most gracious ladies I've met. She is a dental surgeon and obviously well-respected everywhere we went. She calls herself a 'middle of the road' Yemeni woman. For a tiny woman, she walked very tall--definitely a role model for the young women of Yemen. She personally sees much hope for the future of Yemen, especially because of the women who are daily proving themselves to be very capable in all fields of endeavor. She feels that society itself will have to change before any large modifications occur, but she feels it is already happening. She is very proud of the work her people did in carrying out a very successful election. "

G. OTHER PROBLEMS ENCOUNTERED

While every effort was made to provide the full scope of training to the governorate committees on the basic procedures required to implement election day activity, several conditions made it difficult to ensure that training was complete. As with the problems discussed earlier, these issues are being raised here with the hope that so doing will allow for them to be addressed in the future, not for the purpose of assigning responsibility or blame.

- **Unavailability of Trainer's Handbook**

  It had been hoped that copies of the Trainer's Handbook would be available to the core

trainers at their own training session. However, their reproduction was still underway at the SEC when the Supervisory Committee training began. While IFES was advised that core trainers would be receiving the training materials to use for their conduct of training at the lower levels, the Chairman's Handbook was used extensively for senior level training, followed by the presentations of other SEC members each dealing in their fields of expertise.

- **Administrative Intrusion**

Another major problem observed by the team during the initial training session was that although those present received instructions on fundamental election procedures, the session could not avoid the diversion of the focus to the overwhelming administrative and logistics issues looming ahead for governorate Supervisory Committees. Especially in the afternoon session, the major focus of the discussion turned to issues of security and transport arrangements, distribution of materials, accommodations for visiting election workers, issuance of election worker ID cards, posting final candidate lists, etc. Just as the SEC members were pulled in many directions at once, many Supervisory Committee members expressed their concern that they were required to train all the workers over which they had supervision during the same peak time period when they had to complete their major administrative responsibilities. With just a week left before election day, their concerns were legitimate. Their attention was clearly being divided at a very crucial time.

Nevertheless, it appeared to the team that the fundamentals of election day processing were generally understood. At this particular session, a simulation was presented which clarified the process and was enthusiastically accepted. A general feeling of determination was evident as the session concluded and governorate officials left for their headquarters.

H. CONCLUSIONS AND RECOMMENDATIONS REGARDING TRAINING

The team's general observations regarding the successes and deficiencies of the overall training plan are discussed throughout this report, and in particular in those sections covering experiences and observations by individual team members in different regions of the country over the course of the training period (Appendix D) and on Election Day itself (Appendix E). However, a few conclusions and recommendations are worthy of note here.

First, we are grateful for the SEC's generous candor and overall acceptance of the suggestions and recommendations put forth during the term of IFES's presence. The SEC seemed very pleased with the materials and training modules IFES provided, and it was evident that when used properly, they did contribute significantly to the efficiency and clarity of individual training sessions. However, the team acknowledges that even under the limitations imposed by the lecture hall settings and the overcrowded training sessions, their effectiveness could have been enhanced resulting in significant improvement in the overall training scheme.

- **Severe Time Constraints Must Be Addressed**

  Time constraints limited the team's opportunity to actually work with trainers, after they were trained on legal and procedural requirements by the SEC. It would have been most helpful to be able to have one part of the training session devoted to going through the training materials provided, how to use them, and general training techniques. Instead trainers first saw the training materials just before they conducted their first training sessions, and had to rely on their own judgement on how to proceed. This relates to two issues: when training preparation should begin (at least one month earlier), and when training should be conducted.

- **Training Aids Should Be Provided To All Workers**

Ideally, election workers should have had a workbook in their hands during the training to help them follow the trainer's instructions. Even if that were not possible, there is no question that the availability of sample forms and visual aids for trainees would have enhanced their absorption of the material being presented during the training sessions. The use of overhead projectors and centrally-prepared transparencies, based on the Trainer's Guidebook, would have provided a uniform framework for consistent training in all parts of the country.

- **Dedicated Trainers Should Be Used**

Training would have been enhanced if a cascade structure had been implemented which allowed for formal recruitment and training of a specialized core of trainers unencumbered with other election or administrative responsibilities. It might be feasible to design a training plan which calls for the recruitment of core trainers who are not necessarily election officials but solicited from other sectors of public and private life, such as teachers, university professors, college students, etc. To accomplish this mission, a SEC sub-unit under the Technical Committee should have the sole task and full authority to organize and coordinate all elements of the training program.

- **Separate Election Procedures From Administration, Finance, Logistics**

It would have been very helpful if the training exercise had been exclusively devoted to instruction regarding the election procedures involved in election day and ballot counting activity. Instead, too often procedural training was merged with sessions in which administrative, financial and logistics issues became the focus of discussion, diverting trainee attention from crucial election day processing which should have taken precedence.

- **Decentralized Training Needed**

Ideally, training should be decentralized so that election workers can be trained in smaller, more manageable groups. In groups of 50 or less, trainers have the opportunity to be interactive with the trainees, provide visual demonstration and ensure the audience's attentiveness. It also affords the trainer the opportunity to measure the level of the trainees' understanding and ensure that the information is being absorbed accurately, an advantage diluted proportionately as the size the group gets larger.

Obviously, this can be accomplished in many ways. The team believes the challenges are intensified by a policy requiring every election worker to travel away from his residence district to serve. Hopefully, as the citizen and party acceptance and confidence in the election process grows, and trust in the neutrality of election administrators is earned over time, there may come a time in which this policy may be abolished. Certainly, in most established democracies such a policy has not proven necessary. However, until that time comes, Yemen election officials may want to explore alternative training structures that could be implemented to ease the administrative burden on the SEC while providing a manageable basis for decentralized training in smaller groups.

A cascade plan could be developed whereby two separate missions are carried out simultaneously. The first could encompass the training of only Supervisory Committees and District Committees through a centralized type of plan similar to that utilized in this last election. Supervisory Committees could be trained together at SEC headquarters. They in turn could train District Committees in three or four sessions each involving a reasonable size group. In Taizz, for example, there are 43 districts each with its own three-member Principal Committee. To accommodate a group size of no more than 30-40 people, there would only have to be four separate training sessions.

The training of election workers at polling places could be even further decentralized. Given

the number of polling sites and election workers to be trained, it seems feasible to conduct a nationwide training program with 20 two-person training teams. It might also make sense to focus the formalized training specifically on chairpersons of polling site committees. The law requires that pollworkers be at their duty stations two days before the election. If chairpersons were thoroughly trained, they could then be assigned to train their two assistants personally during the two-day period prior to the election. In centers where more than one election committee is located in the same building, chairpersons could assist and support each other during this exercise giving every poll worker more personal attention to ensure they understand their duties.

Under this scenario, each of the 20 training teams would be responsible to train approximately 360 chairpersons. With the training team traveling to localized training centers within a cluster of districts, each team could train small groups of 30 chairpersons in only 12 individual sessions.

While any number of plans would work, this example is offered only to illustrate how a program could be developed to lessen the administrative burden on the SEC while diluting the potential for confusion and chaos which caused difficulty during the training of officials in this last election. Such a plan would not only ensure more thorough and personal training for all election workers, but would also reduce election expenses dramatically by reducing excessive travel for the majority of committee members.

- **More Timely Provision of International Assistance**

In the event international training assistance such as IFES provided is made available to future elections, we recommend that such intervention begin at a much earlier date. Training of large numbers of election workers requires much advance planning and coordination. International trainers have to establish a working relationship with their local counterparts;

they have to learn the idiosyncracies and details of the local election system; laws and existing training materials have to be translated; where materials do not exist, they have to be prepared, translated, edited, and reproduced.

- **Early Selection of Election Workers**

Many of the problems that faced election workers and voters on Election Day would have been overcome or avoided entirely had election workers known of their assignments three or four weeks in advance, and thereby had time for training and preparation for their duties. Parties should provide their election worker proposal lists at least six weeks in advance of the election to allow for timely approval and notification. This also allows for alternate arrangements to be made for those who for one reason or another cannot take part. If timing provisions in the current law make this impossible, the law should be amended accordingly.

The use of the public radio system, while virtually the only workable option during this election due to the short time available for notification, must be replaced by a written notification system via the nominating parties to include the appointment site, training schedule, and details of preparing to become an election worker.

- **Educate the Public, the Candidates, Their Representatives**

Election training concerns should not be restricted to the election workers actually manning the polls. There is a great need for enhanced civic education in a country such as Yemen. Printed election literature in the form of brochures and handbooks should be made widely available to the public, to candidates, and to their representatives on all aspects of the election and voting, especially as they relate to practical matters. We noted instances where even candidates were unsure of whether they had a right to a representative at each polling place, for example, as late as four days prior to the election. National radio and television

can be exploited more heavily to raise registration levels, illustrate a typical polling station and the voting process, provide essential information to candidates and their representatives, and thereby reduce the potential for confusion, misunderstanding, and technical disorder.

In the area of public information, the SEC is to be commended for publishing eight issues of its own very useful specialized weekly newspaper, aptly named Al-Intikhabat (The Elections), during the two months leading up to the election. While not always authoritative or accurate in the articles it published, Al-Intikhabat nonetheless served the very important function of keeping the press and others generally informed of current election developments, concerns, and policy issues before the SEC.

IV. THE ELECTION LAW, PROCESS, AND RELATED ISSUES

The IFES scope of work required that the team provide assistance to the SEC based on a review of the Election Law and other relevant documents, prepare examples of polling place designs and ballot transportation schemes, and comment on Election Law ambiguities that could inhibit the speed of voter processing or vote counting. Some of these issues were addressed formally in memoranda presented to the SEC by the IFES team, or have been referred to elsewhere in this report. We are placing them on record here to serve as a basis for future consideration within Yemen as it moves to consolidate the democratic gains already made.

A. LEGAL ISSUES

In general, the Election Law adequately serves the interests of free and fair elections. It provides a basis for liberal voting rights for both men and women by secret ballot, a single-member constituency structure with a first-past-the-post election system, an independent Election Commission, simple ballot access for both party and independent candidates, and adequate general procedural guidelines to ensure accountability and ballot security. The law also provides for a permanent registration roll with updates to be accomplished annually. The law makes provisions for potential challenges to official rulings, appeals and adjudication of grievances not only related to registration issues, but also relating to election results and the eligibility of candidates. The law also establishes stringent guidelines regarding campaigning and restricts the use of any public funds for campaign financing and prohibits funding from foreign sources. Provisions also define election infractions and establish penalties for violations.

While it is beyond the scope of the team's work to analyze the election law in detail, a few issues are worthy of comment especially as they relate to scheduling, preparation and training of election workers, and facilitation of specific election procedures. First of all, it is important to note that the

fundamental election law is supplemented by a full body of regulations and policies adopted independently by the SEC. A good many of the supporting administrative decisions had a significant impact on specific points that had to be dealt with in the organization of the SEC itself, and election worker recruitment and training at all levels.

- **Deadlines**

As a practical matter, if there is a single aspect of the law and supporting regulations which threatened to hamper administrative efforts in conducting the election efficiently, it is in the fact that deadlines for certain events incumbent in the process were unrealistic or absent altogether. In a number of instances, untenable deadlines or omissions in the timetable created severe obstacles for the SEC to overcome in carrying out its responsibilities. A couple of examples serve to illustrate the point.

a. Candidate Registration

A primary illustration of how the failure to establish reasonable deadlines adversely influences the election process relates to those established for filing as a candidate. The law requires individuals seeking access to the ballot to file their documents within 10 days of the publication of the decision calling for the general election. However, if after the filing deadline it is determined that only one candidate has filed, the filing period in that district is reopened. The law is remiss, however, in that no closure date is stipulated. In addition, withdrawals of a candidate are accepted up until seven days before the election. At that time, if the withdrawal results in only one candidate being registered, the filing period is reopened; however, the law fails to stipulate a subsequent closing. Potentially a candidate could file right up until the day of the election.

These circumstances can cause confusion for the voters. In addition, they have a serious impact on ballot preparation. By themselves, these deficiencies in the law preclude the SEC from preparing a ballot which includes the names of candidates printed on them. Instead, the ballot is blank and the voter must write in the name of his choice. Obviously, with the high illiteracy rate this design option creates a number of procedural challenges in the processing of voters on election day. Additionally, the counting process is made more complex as questionable markings, misspellings and illegible writing make determinations as to the voter's intent more difficult. These difficulties become particularly significant in very close races where the number of questionable ballots exceeds the vote spread between the top two candidates.

b. Party Nomination of Committee Members

The electoral law specifies that parties are allowed the opportunity to submit nominations of individuals to serve on election committees. The SEC, in the supporting regulations, established a deadline by which party submissions were to be made. However, the deadline established fell less than a week before election worker training was to begin. The SEC advised the IFES team that as of the deadline only one party had actually submitted their nominations. As currently constructed, the regulation was deficient in two ways. The deadline was very late in the overall calendar, and provided too little time for officials to follow up with proper notification, confirmation of the nominees' willingness to serve, and orderly assignment to polling sites. This was especially true in view of the self-imposed complexity of the logistics involved in the recruitment and assignment of poll workers.

In addition, the policy failed to provide adequate guidelines as to how to proceed if

the deadline was not met. Several considerations come to mind. First and foremost, election officials must be free to proceed in the appointment process to ensure that the polling sites are adequately staffed with trained personnel. Secondly, there is the question of equity which deserves consideration. Should a party which fails to meet a mandated deadline be provided an extension so that it may enjoy the same rights as a party who fulfilled the legal mandate to begin with? It is not uncommon in established democracies to require absolute compliance in these instances. The requirement for absolute compliance removes election officials from having to make case-by- case decisions which could be interpreted by some observers as partisan or biased. Special privileges afforded parties and candidates under the law are guaranteed only as long the party fulfills its obligations and meets the mandated requirements. Failure to meet deadlines in most jurisdictions is treated as a waiver of the privilege provided by the relevant law to which the deadline applies.

c. Appointing Candidates' Representatives

In a related issue, the law sets a deadline for candidates to inform the Principal Committee of the names of any persons who will serve as their representatives at the polling sites at 48 hours before election day. In view of the administrative documentation required to certify the eligibility of each representative, 48 hours does not seem realistic. Given an average of 10 to 20 candidates per district, and over 7,200 polling sites, the number of individual candidate representative documents to be prepared and distributed in the 48 hour period could potentially number between 72,000 and 144,000 nationwide. Considering that they are prepared manually, the time allowed to complete the task seems terribly constrained.

The law further provides that if a candidate fails to inform the committee of his representative's name, or the representative fails to show up, the chairman of the

Branch Committee is to appoint a voter to serve in his place. The same questions as to equity arise. Is it fair to the candidates who meet the deadlines if those who fail to do so receive the same entitlements to representation at the polls?

- **Political Composition of SEC Membership and Staff**

The law requires that a SEC member "adherent to a political party or organization" must publicly resign from the party or organization during his term of office. However, it became immediately evident that the sensitivity of the political arena in which this election was to take place had prompted adoption of a policy completely contrary to this specific provision of law. In reality, the SEC was made up of members each of whom clearly represented the interests of a different political party. It was impressed upon the team that the specific decisions related to the entire election process were hammered out by compromise and consensus among the SEC's very diverse membership. In addition, cross-party representation played a key role in the nominations of election committee staff members at all levels.

The SEC believed that integration of all parties into the development and implementation of the election system was a critical factor in providing transparency and adequate checks and balances, and ensuring that allegations of impropriety or manipulation could be held to a minimum. The integration of party representatives was perceived as a very positive strategy, even though it was acknowledged that the decision-making process was slowed considerably as opposing forces worked toward a satisfactory compromise for virtually every administrative detail. It was quite evident to the team during its visit late in the process that the SEC had successfully found its way to work together in a spirit of cooperation in spite of whatever difficulties had prevailed early in the working relationships among opposing members. The SEC was rightfully proud if its progress in this regard, and the team was impressed with the depth of detail which had been considered during deliberations over procedural matters.

- **Election Worker Voting Rights**

Another departure from the law relates to the eligibility of election workers to vote in the election. While there is no prohibition established in law, a policy was adopted under independent authority to preclude any SEC or registration official or election committee member from voting in the election. This decision was designed to avoid any perception of partisanship on the part of election workers which could be alleged to influence or manipulate the election outcome. This disenfranchisement of over 22,000 people raised some concern, especially in view of the fact that these people are among the most educated and skilled in the country. As the public's confidence in the process grows and as parties gain trust in the system, it is hoped that restrictive policies imposed on election workers can be lifted. The reinstatement of their right to vote is of particular importance.

- **Election Worker Stations**

While the law itself makes no such stipulation, regulations were also adopted which precluded any election worker from serving at a polling site within the district in which he resides. The administrative burden created by this policy is discussed in greater detail in the section of this report regarding the logistics of the training plan. This policy alone contributed significantly to the difficulties related to the logistics involved in the recruitment and training of election workers.

B. THE VOTING PROCESS

The SEC worked hard to provide what they perceived as an ideal voting environment for the Yemeni voter. To improve the efficiency of the process, SEC established polling stations in groups of approximately four to seven at the same polling site. This facilitated administration and security,

while more easily identifying the voting location for the voters in the community. By setting a maximum of 500 voters per station, however, SEC raised manpower and materials costs and created additional logistics concerns.

Our observation on Election Day was that in many polling stations in the Sana'a area, about 70% of the eligible voters on the registers had voted by about 2 p.m. This suggests it may be possible to increase the number of voters per ballot box to perhaps 800; however, consideration must be given the reasonable time an voter should stand in queue before being able to cast his ballot.

At this point it is useful to quickly review the voting process. Polls opened at 0800 after the committees had displayed the empty ballot boxes to assembled voters, candidates, or their representatives. Once a voter entered the polling station, he took part in the following process:

- His registration card was checked; name was verified in the register and marked; registration card was retained; (a last minute change by SEC - the law provided for the card to be returned to the voter).

- An (x) was placed before the name of illiterate voters for statistical purposes.

- Voters without registration cards, but whose names were on the register, were allowed to vote provided two knowledgeable witnesses attested to their identity. Also allowed to vote were those possessing a valid registration card for that station, but whose names could not be found on the register. Special forms were used and minutes entered for that purpose.

- The chairman gave the voter a ballot with instructions on the method of voting and returning the marked ballot.

- The voter marked the ballot at the voting booth by writing in his candidate's name, then

placed it in the ballot box in full view of the committee and candidates or their representatives.

- The voter returned to the committee table to dip the index finger of his left hand in indelible ink.

- A second mark was placed in the register in front of the voter's name to indicate he had voted.

- The retained registration card was marked to indicate that the voter has cast his ballot.

- Voter left the polling station.

Polls closed at 1800, however voters in queue at that time were allowed to continue to vote until 2000. Under the law, polls could close at anytime during the day once everyone on the register had cast his ballot.

Below are processing issues noted by IFES team members as deserving of further consideration during future elections.

- **Early Poll Opening**

  It may be desirable to open the polls at 7:00 a.m. in the future. Doing so might help relieve voter backup later in the day, aid in familiarizing poll workers with the process before large crowds arrive at the polls in mid-morning, afford poll workers extra time during daylight to attend to such unplanned emergencies as supply and materials shortages, and enable more of the process to take place during daylight hours throughout the country.

- **Voter Assistance**

The Election Law provides for assistance to voters unable to read or write or requiring assistance to cast their vote. Such voters may be aided in ballot marking by another person registered at that polling station, supervised by a committee member. If needed, a committee member reads aloud the names of the candidates. The voter then advises his assistant and the committee member of his choice, and the ballot is marked accordingly. At IFES' recommendation, a single assistant was entitled to aid a maximum of ten such voters only. The committee kept a record of assistance by marking the assistant's registration card for each instance.

One difficulty raised here was that the registration card had been retained at the committee after the assistant had voted. When he returned to assist a voter, the card had to be sought among the many other cards already retained. This created undue delays and inconvenienced the many voters who were waiting in queue to vote.

To assist the substantial number of illiterate voters more efficiently, one possible solution would be to add a fourth member to the election committee.

- **Spoiled Ballots**

No provision was made for spoiled ballots. If for any reason the voter had written the wrong candidate's name, or changed his mind while still in the process, he could not obtain another ballot. Provisions should be made in the law to provide opportunities for replacement of a spoiled ballot.

- **Candidate List on Ballot**

Because the large percentage of illiterate voters must rely on the assistance of two others to write out his ballot, the present ballot design precludes the voter who neither reads nor writes from casting his own ballot in full secrecy. Future ballot design should include the list of candidates to facilitate the voter's ballot marking. Illiteracy considerations suggest the ballot contain the candidate's name, logo, party affiliation, and perhaps photo to permit the illiterate voter to cast his ballot in secrecy and without assistance wherever possible. The ballot paper is discussed in greater detail in Section D below.

- **Authorized Persons in the Polling Place**

A provision in the Chairman's Handbook imposes a restriction as to who may be present in the polling place, which also tends to slow down the processing of voters on election day. Specifically, the Chairman's Handbook mandates that only the voter "while casting his vote" may be present at the polling place. This means that only one voter at a time can be present. This may actually be more restrictive that the electoral law itself. Article 61, cited in the Handbook as the basis for the restriction, restricts presence to "registered persons" and the candidates and their representatives. If this restricted access were to be lifted, it would mean that while one voter was marking his ballot in the voting booth, the next voter could be being processed. These changes alone would help to speed up the process for voters on election day.

- **Late Procedural Changes - Registration Certificate Withdrawn**

The IFES team found that changes in policy and procedural guidelines were being made right up until the last minute, some of which contravened certain stipulations in law. For example, the law requires that the election worker retain the voter's registration card at the committee

table until after the voter has voted, but the card is returned to the voter before he leaves the polling place. During the actual training of Supervisory Committees, it became clear that an administrative decision had been made to retain registration cards rather than return them to the voters. The team was not advised as to the reason for the change. It might have been because the registration certificates authorized for use in the election were not the permanent registration cards which will ultimately be issued to the voters. It might also have been based on concerns over security of the registration certificate which could potentially be passed to another person who could easily replace the photograph stapled to the certificate attempt to vote fraudulently.

Regardless of the reason, it is clear that the last minute instructions given to election workers were not consistent with the actual provision of law in this instance.

- **Consistency of Law, Regulations, and Policy**

Some policy decisions and procedural regulations adopted by the SEC, such as some of those referenced in the paragraphs above, are not always consistent with the election law itself. They should be evaluated to determine whether or not they are in compliance with the intent of law. In instances where it is determined they are not consistent they should be brought into conformity until the law can be amended if necessary. Without a firm basis in law, the integrity of the process and the uniformity with which it is carried out can be in serious jeopardy. It is only with strict and consistent application of the law that election officials can protect themselves from allegations of bias and election misconduct.

C. COUNTING PROCEDURES

Ballot counting took place at the district's Principal Committee level after all ballot boxes were

transported there from the polling stations in vehicles under armed security guard. Branch Committee members, candidates, their representatives, other elections officials, and official observers, if any, were entitled to accompany the convoy carrying the ballot boxes and other election documents to the counting centers. Counting did not begin until all district ballot boxes had been received at the counting center and all committee members and candidates, or their representatives were present.

Tallying was conducted by the Principal Committee and the Branch Committee (of each Ballot Box), chaired by the head of the Principal Committee. Each Ballot Box was to be counted separately in numerical order. After inspecting the ballot box, its seals and signatures, the ballot box was opened, and the number of ballots found inside was compared to the number of ballots issued voters for that box as recorded on the Election Closing Report (Form 8). At the same time, the committee began filling out Form 9, Report of Ballot Box Receipt, Inspection, and Tally.

As the count proceeded, the chairman of the Principal Committee read aloud the name written on each ballot, while another member of the Tally Committee recorded the count on a separate Tally Sheet (Form 11) for each box. The third member marked each ballot with the ballot box number and placed it in separate stacks by candidate.

Questionable ballots were placed aside to be decided after the other ballots had been tallied. Ballots were rejected for having the name of more than one individual, for having been cast subject to a condition, or if written on other than official ballot paper. After all valid and rejected votes had been tallied, the ballots for each candidate were wrapped separately and labelled, as were all rejected ballots. Tally sheet results for separate ballot box were consolidated into a voting center tally sheet (Form 12) which was in turn subsequently consolidated on the district tally sheet (Form 13).

Once the district-level tally was complete, the Principal Committee chairman announced the name of the winning candidate. In the event of a tie, the chairman was to hand-draw the winner by lot,

but no such instances had been reported by the time that the IFES team left the country.

After the count was over, the Principal Committee gathered all materials (including used and unused ballots) and packed them in their respective ballot boxes, locking and sealing them for transport to the SEC. The Principal Committee wrote a separate receipt for each Branch Committee and was responsible for transporting all documents and ballot boxes directly to SEC headquarters. The Results Report (Form 14) had to be completed and returned to SEC in an envelope separate from the ballot box.

Election materials remain sealed in their ballot boxes in a secure area at SEC headquarters until the deadline for challenges lapses or until such challenges are settled by the courts. Official election results are confirmed by SEC and made public within 72 hours, except for those that are being challenged. The SEC then provides each winning candidate with a certificate indicating that he or she has won the election.

Following are issues of concern to IFES team members that should be given further consideration prior to future elections.

- **Centralized Counting**

  The Election Law provided for centralized counting at the District level, rather than individual counting at the polling site. While this process is cumbersome, time-consuming, poses a serious potential security problem, and creates logistical problems, it was nonetheless deemed necessary to provide the high degree of transparency in the process demanded in the Yemeni environment.

  Ideally, however, ballot counting should begin immediately following closing of the polls and take place at the polling station. The forms used for the tally (9 through 14) are quite well

organized and self-explanatory. If the process goes well, these forms will suffice. There are no directives, however, as to what should be done at the counting center in order to proceed with the count should such problems arise as a broken seal on a ballot box upon arrival, missing signatures on the adhesive tape, or a discrepancy in the number of ballots received when compared to the number recorded at the branch level.

- **Questionable Ballots**

Provisions should be made in the Election Law for deficiencies and discrepancies in the ballot in order not to delay counting. Apart from the three types of invalid ballots mentioned above, it is not clear in the Election Law what else might constitute an invalid ballot at count time. Problems arise when the voter writes the name of the party, or his own name plus that of the candidate (as happened), or writes only the first name or surname of the candidate. The Election Law makes no reference to the "clear intention" of the voter in marking the ballot, and should perhaps be considered for amendment to provide for cases where the intent is clear.

- **Publicizing Unofficial Results**

At present, results at each district are known only to those physically located at the counting centers; results are not official until the copy of Form 14 is received at SEC headquarters. The SEC took the excellent step of establishing a national press center for the elections at the Army Officers Club. Despite an IFES recommendation, however, it failed to make adequate provision for announcing unofficial results as they came in, with the result that rumors began to spread, and journalists hungry for stories and facing deadlines began imagining the worst. The SEC was forced to cancel or postpone several press conferences because it had no policy for presenting results as they were received. Following the second postponed press conference, the chairman of the SEC Information Committee announced his resignation from

the post, further clouding what little information was then available.

A system must be devised to make unofficial results of the polls available as they become known. Unofficial tally boards can be used at the district counting centers and at the national press center to ensure sure that everyone at these locations has the same information. This will have the very positive effect of quieting any potential unease and helping to quell rumors before they begin.

- **Reporting Official Results; Challenges to the Count**

Article 71(A) of the Election Law states that the SEC "shall declare (the results) no later than 72 hours after the results (sic) of the election committees, with the exception of results in districts concerning which challenges have been submitted to the Supreme Court." This wording appears deficient in the following two ways.

a. Imprecise Definition of When 72-Hour Count Begins

In the published version of the Arabic law made available to IFES, the second occurrence of the word "results" lacks adequate definition, leaving the intent unclear; i.e., does the 72-hour clock begin when the election result is signed by the committee members and the candidates or their representatives at the district level; or, when Form 14 (the results report) is received officially at SEC headquarters in Sana'a; or, at some other point in the result determination process? If this is not a simple printing lapse, more specific definition through amendment of the precise point when the 72-hour countdown is to begin will avoid potentially serious results disputes in the future.

b. Apparent Conflict Between Articles 71(A) and 72

Article 71(A) states that the SEC must declare a district's election results within 72 hours except in those districts where "challenges have been submitted to the Supreme Court." Article 72, on the other hand, provides that challenges to the Supreme Court are to be made during the 48 hours after the results are announced. This contradiction sets up a "Catch 22" situation where a potentially serious conflict could arise because the announcement of results can only be delayed if they are challenged, even though the filing of a challenge is only possible after the results have been announced. Yemeni legislators should look closely at these two conflicting provisions and amend the law to avoid any future dispute in this regard.

D. THE BALLOT PAPER

The ballots printed for the election in Yemen were of superior quality and beautifully produced on watermarked paper. The multi-color printing with full screen pattern would make fraudulent reproduction virtually impossible. However, two features deserve reconsideration as ballots are prepared for future elections. The first relates to the fact that the candidate's names did not appear on the ballot. The difficulties caused by requiring the voters to write in the name of the candidates for whom they want to vote are discussed in more detail above in section C of this chapter.

- **Ballot Accountability**

Apart from the printing of candidates' names, the issue of accurate ballot accountability and administrative efficiency also needs investigation. The team notes that the ballots were neither numbered nor padded (i.e., printed in pad or tablet form) in a manner which could help officials maintain adequate accountability and security. Rather, the ballots were in loose stacks of 500. Without sequential serial numbering and since they were not padded, preparation for nationwide distribution became a time-consuming and labor-intensive effort.

Teams of SEC members and staff were required to manually count out the appropriate quantities of ballots to be forwarded to each location to accommodate the number of registered voters at each jurisdiction. Had the ballots been sequentially numbered, the distribution of appropriate quantities would have been greatly streamlined. More importantly, the SEC, Principal, and Branch Committees alike would have had a greater degree of accountability for the ballots in their possession. A clear audit trail of ballots distributed and their assigned locations would have been created providing a critical level of ballot security and accountability to the process. Sequential numbering would also have assisted Branch Committees in maintaining an accurate record of the number of ballots issued to voters, actually voted, left unused, or damaged throughout the polling day.

- **Ballot Stamping**

Without sequential numbering or padding it is difficult for officials to account for those in their possession or to ensure that loose ballots are not accidentally or intentionally misused. One solution sometimes used under similar circumstances requires the election committee to stamp or sign the back of the ballot at the time it is issued to a voter. The stamp or signature identifies the ballot as officially issued and properly voted at the location responsible for the ballot box in which it was deposited. At the count, a ballot which does not have the Branch Committee's official stamp or authorized signature is rejected. Unused ballots would not be stamped or signed, making it difficult for anyone to misuse them. This procedure would also prevent an elector from voting more than one ballot because they were accidently stuck together when issued.

This procedure is simple, and it has the potential to add an additional level of security for the ballots themselves. However, it is not an ideal solution, and one important pitfall deserves comment. The downside of such a procedure is that it has the potential to

disenfranchise legitimate voters if, in the rush of the day, an election official fails to affix the stamp or sign the ballot. Obviously, any procedure that results in a voter being disenfranchised through no fault of his own deserves serious consideration before adoption.

V. RECOMMENDATIONS FOR FOLLOW-UP ACTIVITY

It was not possible for the IFES team to conduct the follow-up debriefing of SEC trainers and officials envisioned in the scope of work during the final days of their consultancy after the Yemen election because counting and election disputes kept officials fully engaged into the following week. Trainers who had returned to their homes could not be reached, while many senior committee members and other election officials who had spent 72 hours or more at their posts administering the election, and later supervising the count, were unable to meet any additional requests for their time. The purpose of the proposed debriefing had been to establish a means of consolidating the training lessons learned in this election as soon as possible after it ended for inclusion in the planning for future Yemeni elections.

That highly desirable objective can still be achieved. We propose that USAID/Sana'a and AID's Near East Bureau consider expanding the scope of the training consolidation effort, however, to include the broader issues of electoral law reform and improved civic education for the Yemen electorate by holding a small conference somewhere in Yemen as early as possible while the many lessons learned during the election are still fresh in everyone's minds. The IFES Project Manager briefly raised the possibility of the undertaking such a task with the Technical Committee chairman, Sadiq Amin Abu Ras. He responded that although the mandate of current SEC members would soon be terminated, he would be willing to take the lead in working with IFES and USAID to make a follow-up election conference possible.

A. PROPOSAL: CONVENE FOLLOW-UP CONFERENCE IN YEMEN TO CONSOLIDATE ELECTION LESSONS LEARNED

IFES would organize and convene a conference jointly with a representative number of Yemeni officials, citizens, international consultants, and international organizations who had been involved

in senior levels of Yemen's election legislation, organization, policy-making, administration, and training. The conference would be held in a suitable location within Yemen that would lend itself to minimal outside distractions and take place over a sufficient period of time (five days, for example) to enable small specialized working groups of three or four persons to focus exclusively on specific topics of concern and further development (including but not limited to needed legal reform, establishing a more realistic election calendar, campaign publicity, candidate qualifications, civic education, training, and ballot design). Each group would be responsible for preparing a working paper to be presented for discussion in a final day wrap-up session.

As part of the follow-up review of the election, conference participants might reevaluate the election law, as well as policies and regulations adopted independently to determine how they could be amended or strengthened to improve the efficiency of the election process for the future. In particular, serious consideration should be given to analyzing the statutory and administrative deadlines imposed by the law where they are unrealistic or impractical. In addition to the areas for improvement addressed in this report, participants would be invited in a pre-conference mailing to submit proposals to be considered for inclusion as conference topics.

The ultimate goal of the conference would be to publish an Arabic and English language report of its findings and recommendations to serve as an action agenda for the new Yemeni Parliament, as it considers electoral legislative reform. The report would provide an essential point of reference and departure for the permanent Supreme Election Committee to be established within 60 days after the Parliament is seated. Beyond these two immediate purposes, the report would prove immensely useful to a much larger audience in the Arab world (and elsewhere) where the Yemeni democratic experiment and the lessons learned from it are subjects of concern and interest. The Arab world, in particular, has seldom witnessed a democratic success on the level of the one that has just occurred in Yemen. Every effort should be made to give it the broadest possible impact.

B. STRENGTHENING A SUSTAINABLE DEMOCRACY IN YEMEN

Any number of formats might be used to accomplish the task of consolidating the lessons learned from the recent Yemeni elections, including the one described above. IFES believes that this is an important task which has implications and ramifications beyond merely preparing for future elections in Yemen. Reviewing and revising election laws and procedures will more fundamentally be an exercise in the strengthening of democratic institutions. If this review and revision process can be carried out in the spirit of multi-interest cooperation and compromise that marked much of the workings of the SEC, then not only will a democratic institution be strengthened, but democratic culture in Yemen as well. As with elections generally, the reform of election procedures is an area where close interaction between government structures, political parties, civic organizations and parliament will be required. Drawing those four components of Yemeni society and governance together in a fruitful dialogue on election procedures can lay the groundwork for the kind of positive interaction between those components that is necessary in a sustainable democracy.

IFES' interest in this process of election law reform and democracy building notwithstanding, this is first and foremost a Yemeni process. Unless a conference on election processes is initiated and "owned" by the Yemenis, it will be fruitless. IFES therefore sees its role in the post-election period in Yemen as that of a catalyst, able perhaps to plant the seed of an idea. If that seed finds fertile ground among the official leadership of Yemen, then IFES stands ready to support, with its technical expertise and with its ability as an outside organization to perhaps push the process forward, a conference or workshop with international participation on consolidating the lessons learned from the April 27 elections. More generally, IFES is eager to build on the foundation of cooperation and trust that it was able to establish through this current project by continuing to explore with the Yemenis, and with A.I.D., ways in which IFES can assist the strengthening of a sustainable democracy in Yemen.

1993 IFES REPORT ON YEMEN POLL WORKER TRAINING

APPENDIX A

TRAINER'S GUIDEBOOK (MODULES 1-6, A)

REPUBLIC OF YEMEN - ELECTIONS 1993

ADMINISTRATIVE ISSUES

Module A

A. General Processing of Election Committee Members

1. Attendance roll at training

2. Duty station assignments

   a) Identification of supervisory authority and chain of command

3. Badges and authorization

   a) Description of color coding of badges issued by SEC

      Yellow = journalists

      Red = observers

      green = diplomats & members of parliament

   b) Time and place of issuance

3. Payment, travel allowance and per diem

   a) Method of payment

   b) Rate of pay

   c) Documentation required

TRAINING - INTRODUCTION

B. Transportation

1. Transportation for election committee members to and from their respective polling station - organized by SEC

2. Transportation of ballot boxes, election materials before election day

3. Transport of election committee members and ballot box to principal committee for tallying after close of polls

4. Transport of counted ballots, ballot boxes and materials from counting centers to SEC

C. AMENITIES

1. Accommodations for election committee members while on assignment

2. Personal needs while on duty

   a) Prayer

   b) Food and beverages during election day

   c) Relief breaks

* * * * * * * *

REPUBLIC OF YEMEN - ELECTIONS 1993

TRAINING - INTRODUCTION

Module 1

A. WELCOME

1. Significance of this historic election in Yemen

2. The voter is the key ingredient in the election

3. Importance of trainee's role in a free and fair election

4. Absolute neutrality is essential. Express gratitude for commission member's sacrifice in giving up the right to vote to ensure the election is administered impartially.

B. OVERVIEW OF COMMISSION MEMBER'S ROLE

1. Role of President and Members of the Election Committees

2. General Duties:

   a) Maintain order in the Polling Station
   b) Verify eligibility of the voter
   c) Issue ballots and account for all ballots assigned
   d) Assist voters in voting
   e) Ensure voters only vote once
   f) Maintain accurate records and complete all documents fully and carefully
   g) Count ballots and record results
   h) Prepare ballots and materials for safekeeping and storage

C. ATTITUDE

1. Put politics aside; be there to serve

2. Be courteous to all voters, candidates and their representatives

3. Be courteous and patient with one another

4. Be helpful and respectful to all voters and maintain the secrecy of their vote

5. Be consistent in dealing with voters and resolving issues

6. Be calm even under pressure and when difficulties arise

7. Take pride in your work

BEFORE ELECTION DAY

Module 2

PURPOSE:- In this section we will cover:

A. Getting yourself ready

B. Planning for the polling station

C. Receipt of materials and ballots

TRAINING NEEDS:

- Sample ballot papers
- All Forms (1 through 14)

REPUBLIC OF YEMEN - ELECTIONS 1993

BEFORE ELECTION DAY

QUESTIONS FOR DISCUSSION (If time allows)

1. How many days should be reserved for working on the election?

2. How many ballots should a polling station have?

3. If for whatever reason an election committee runs out of ballots, how can these be obtained quickly? From whom?

4. What steps should be taken to make sure the site is ready and available on election day?

REPUBLIC OF YEMEN - ELECTIONS 1993

BEFORE ELECTION DAY

A. GETTING YOURSELF READY

1. Make sure your schedule is free for all dates and times you are needed

2. Be prepared to review your training materials before election day

B. PLANNING FOR THE POLLING STATION

1. Familiarize yourself with the polling site where you will be working

   a) know its location and what room you will use
   b) know whom to contact for entry to polling station
   c) find out where nearest phone (radio) is and make sure you have access to it on election day, if needed
   d) arrange with contact person for enough tables, chairs to be ready and available
   e) arrange to have room clear and cleaned of unnecessary furniture or other contents which could interfere with the voting process

2. Give thought to how the room might best be arranged for smooth traffic flow on election day

   a) identify entrances and exits
   b) consider where Committee tables, voting booths, ballot box table, candidates or representatives tables and chairs, may be placed in order to ensure a functional arrangement and ensure the secrecy of the voting

C. RECEIPT OF MATERIALS AND BALLOTS

1. Learn date & place where you will pick up required materials, ballot box, supplies, etc.

2. Sign the form(s) acknowledging receipt of your ballot box if requested to do so

3. Be sure to store your ballot box in the secured place provided at your voting centre, until it is needed on election day

OPENING THE POLLS - BEFORE VOTING BEGINS

Module 3

PURPOSE:- In this Section, we will cover:

A. Preparing the voting area

B. Preparing for candidates or their representatives

C. Ballot Box review and preliminary documentation

D. Declaring Polls open for voting

TRAINING NEEDS:

Materials:

- Voting area layout plan
- Ballot Box
- Ballot Box Seal

Forms:

- FORM 2 - Designation of Candidate's Representative
- FORM 3 - Opening of the Polling Place

OPENING OF POLLING PLACE - BEFORE VOTING BEGINS

A. Preparing the voting area:

1. Arrive early - by 6:00 a.m.

2. Make sure phone number of Supervisor is readily available in case there is need to call him during the day

3. Set up room:

a) Make sure it is functional to facilitate committee's work and voting by the Voter

b) Arrange sitting area for candidates or their representatives so they have clear view of voting activity but are not in a place that will obstruct voting process

c) Make sure ballot box is in plain view and can easily be monitored by the Election Committee members

d) Place voting screens in plain view but in a way that the voters instructions to assistants are less likely to be heard by others in the Polling Station

4. Prepare supplies and materials needed for voting

a) Go through checklist of materials to make sure everything needed is on hand

b) Organize supplies and materials on the committee table in a way which will facilitate the processing of voters in the order of the steps which will be necessary

5. Appoint one member of the Election Committee as clerk to keep the electoral minutes

a) Minutes are to be signed by all members of the Election Committee, candidates or their representatives

b) Minutes must be stamped with polling place stamp

B. Preparing for Candidates or their Representatives

1. Ask each representative for authorization form - FORM 2 - Designation of Candidate's Representative

2. Retain every candidate's FORM 2 as part of the record

OPENING THE POLLS - BEFORE VOTING BEGINS

3. Inform candidates or their representatives of:

   a) The number of electors on register

   b) The number of ballot papers received from the SEC for this polling station

4. Candidates may enter polling station and may appoint in writing a voter on the registration list to act as his representative

C. Ballot Box Review and Preliminary Documentation

1. At 7:00 a.m. open ballot box to show voters, candidates or their representatives present that it is empty

   a) If a candidate or his representative is not present, the president of the election committee shall select a voter from the registration list to serve in his place

2. Close the empty ballot box and apply seal as required

   a) inform the candidates or representative of the number of the seal used to seal the ballot box

3. Complete FORM 3 - Opening of the Polling Place

4. Record that the empty ballot box has been reviewed and sealed, and note the time in the minutes

D. Declaring the polls open for voting

1. Make sure only authorized persons are present in polling station

2. Announce that voting may begin

QUESTIONS FOR DISCUSSION: (if time allows)

1. What happens if some materials or supplies are missing?

2. What is done if a candidates' representative is not present for viewing the empty Ballot Box?

3. Where is the best place to put the ballot box?

4. Where should candidates or their representative sit?

REPUBLIC OF YEMEN -ELECTIONS 1993

VOTING BEGINS - PROCESSING OF VOTES

Module 4

PURPOSE: - IN THIS SECTION WE WILL COVER

A. Who may be present during voting

B. Verifying eligibility of the voter

C. Issuing the ballot, voting and documentation

D. Voters requiring assistance to cast their ballot

E. General conduct at the polling center

TRAINING NEEDS:-

Supplies:
- sample ballot
- sample register
- ink
- sample stamp
- voting screen

Forms:

Form 4 - Report on Person Prevented from Voting Due to Ink on Hands

Form 5 - Lost Registration Card

Form 6 - Expulsion of Candidate or Representative

Form 7 - Report of Order to Arrest

* * * * * * * * * *

REPUBLIC OF YEMEN - ELECTIONS 1993

VOTING BEGINS - PROCESSING OF VOTERS

A. WHO MAY BE PRESENT DURING VOTING

1. Voter while casting his ballot
2. Person assisting illiterate voter
3. Persons who will assist voter who has lost his registration card
4. Candidates and their representatives
5. Other persons authorized by SEC with proper documentation and identification
6. Accept one voter at a time
7. Military and security personnel may not be present unless authorized by president of election committee

B. VERIFYING ELIGIBILITY OF THE VOTER

1. Check hands for ink marks to verify that voter has not already voted
   - a) Ink on hands indicates the person has already voted - you must refuse to process voter further
   - b) Complete FORM 4 - Report on Person Prevented from Voting Due to Ink on Hands
2. Branch committee member checks voters' identification card and registration
   - a) Clerk asks voter for registration card
   - b) Locate voter's name on the register and make a mark in front of his name
   - c) If an illiterate voter has had assistance in marking his ballot, also put an 'X' in front of his name on the registration list
   - d) Retain the voter's registration card
3. If voter has lost his registration card
   - a) He/she may use personal or family ID card
   - b) If no identification, TWO persons on register who know the voter may attest to his identity
   - c) Complete FORM 5 - Lost Registration Card

REPUBLIC OF YEMEN - ELECTIONS 1993

VOTING BEGINS - PROCESSING OF VOTERS

d) Make mark in front of voter's name in register

e) Make note of this action in minutes

C. ISSUING BALLOT AND VOTING

1. President issues ballot to voter

2. Voter goes to voting booth with ballot to mark it in secret, and:

   a) Marks ballot with one candidate's name

   b) May fold the ballot paper to preserve the secrecy of his vote

   c) Deposits ballot in ballot box in full view of committee, candidates or their representatives

   d) Returns to committee table

VOTING BEGINS - PROCESSING OF VOTERS

3. Add second mark in front of name of voter in register to indicate that voter has voted

4. Ask voter to place left thumb in ink to first knuckle

5. Politely request voter to leave the polling station

D. VOTER WHO NEEDS ASSISTANCE IN MARKING BALLOT

1. Voter may select a voter on the register to mark his ballot for him

2. A member of the committee reads the names of the candidates to the voter at the booth if necessary

3. The committee member confirms that the assistant marks the voter's choice accurately

4. Neither the committee member nor the assistant may attempt to influence the voter's choice

E. GENERAL CONDUCT AT THE POLLING STATION

1. President of the committee is responsible to maintain order at all time

   a) If voter, candidate or representative engages in disruptive behaviour, he may be expelled from the polling station

   b) Complete FORM 6 - Expulsion of Candidate or Representative from Polling Place

   c) If any unauthorized person enters the polling place, the president of the committee must request that he leave immediately

2. Candidate or representative may not talk to voters or interfere with the process

3. The president may ask police or security forces for assistance, if necessary

   a) If arrest is necessary, complete FORM 7 - Report of Order To Arrest

4. Campaigning is not allowed in the polling station. Remove any campaign literature which may be found immediately

5. No firearms or weapons are allowed in polling stations

IF TIME PERMITS, ITEMS FOR DISCUSSION:

1. How does the Election Committee proceed if a voter has a registration card but his name cannot be located on the register of voters?

2. If the voter appears to have ink on his finger/hands, what should the committee do?

3. What may a voter use if he has lost his registration card?

4. What must committee do if a candidate or his representative is not present?

CLOSING OF THE POLLS

Module 5

PURPOSE:- This section covers:

A. Closing times

B. Sealing of ballot box

C. Audit of ballot usage

D. Transfer of ballot box and related documents to DISTRICT counting center

---

TRAINING NEEDS:

Samples of:

- ballot box
- numbered seals
- sealing wax
- voter register
- check list
- lesson plan
- overhead projector
- transparencies
- envelope for packing forms and documents

Forms:

- FORM 8

CLOSING OF THE POLLS

A. CLOSING TIMES

1. The polls are closed at 6:00 p.m., unless

   a) Voters still remain in the polling station, they shall be allowed to vote, and polls will be closed at 8:00 p.m., or when all present have voted

   b) All voters on the register have already voted

2. When the committee has decided on the closure time:

   a) The president announces the closure of the poll

   b) The clerk notes the time in the minutes

B. SEALING THE BALLOT BOX

1. The Committee shall, <u>without first opening ballot box</u>:

   a) Seal the openings (slot and cover) with tape and sealing wax to the lock

   b) Wrap adhesive tape around the ballot box cover

   c) Place red sealing wax on tape at top of ballot box

2. Committee and candidates or their representatives shall place their signatures on the tape.

C. AUDIT OF BALLOT USAGE

1. The Secretary shall complete Form 8 - Election Closing Report - which shall include the following information:

   a) Time of closure

   b) Number of voters who have voted

   c) Number of electors who have <u>not</u> voted

   d) Number of voters who have lost registration card

   e) Number of ballot papers received from the SEC

   f) Number of ballot papers used and not used

   h) Number on special seal used to lock the box

2. FORM 8 shall be:

   a) Signed by committee president and both members, the candidates or their representatives
   b) Stamped with committee's stamp

CLOSING OF THE POLLS

D. TRANSFER OF BALLOT BOX AND RELATED DOCUMENTS TO THE DISTRICT COMMISSION:

1. All forms, documents and unused ballots shall be placed in the envelope provided for that purpose

2. The envelope shall be sealed with wax and marked with the district and branch number

3. As soon as the closing process is completed, the committee and the candidates or their representatives, shall as a group:

   a) Carry the ballot box, the envelope containing all related documents, and the unused ballots to the district counting center

---

QUESTIONS FOR DISCUSSIONS: (if time allows)

1. What happens if voters present at 6:00 p.m. still have not had the opportunity to cast their ballots by 8:00 p.m.?

2. How should the ballot box be sealed after the polls close?

3. What materials are transported to the counting center?

REPUBLIC OF YEMEN - ELECTIONS 1993

COUNTING PROCEDURES

Module 6

PURPOSE: This section covers:

A. Receiving of ballot boxes at district counting office

B. Checking and opening of ballot box and tally of ballots

C. Tally of ballots

D. Candidate is declared

E. Results are recorded

F. Final report

G. Packing, closing, transport of boxes and documents to SEC

TRAINING NEEDS:

Sample Forms:

FORM 9	Report of Ballot Box Receipt, Inspection and Tally
FORM 11	Tally Sheet
FORM 12	Cumulative List of Valid Ballots By Candidate For All Ballot Boxes at a Single Center
FORM 13	Cumulative List of Valid Ballots By Candidate For All Centers in the District
FORM 14	Principal Committee's Final Results Report

Materials Needed:

ballot box
ballot paper
seals, wax
sample ballot papers

COUNTING PROCEDURES

A. RECEIVING BALLOT BOXES AT DISTRICT COUNTING CENTER:

1. Counting procedures begin when all ballot boxes have been delivered and these people are present:

   a) The three members of all branch committees

   b) The three members of the principal committee

   c) All candidates or their representatives

2. The tallying committee consists of principal committee and three members of each branch committee

B. CHECKING AND OPENING OF BALLOT BOXES:

1. Each ballot box is counted separately in numerical order

2. Tally committee in the presence of candidates or their representatives shall:

   a) Check ballot box to determine if seals are intact

   b) Compare seal number to number recorded by branch committee (see minutes)

3. If seals are intact, tally committee completes Form 9 and then:

   a) Open ballot box

   b) Count ballot papers, compare count to number recorded by branch committee on Form 8

C. TALLYING THE BALLOTS

1. President of tally committee:

   a) Begins reading the names written on each ballot

   b) Record each ballot on special tally sheet

   c) Mark each tallied ballot with ballot box number

   d) Place each ballot in stack according to candidate

   e) Place all "questionable" ballots aside in separate stack for decision after other ballots are tallied

COUNTING PROCEDURES

f) Decide which ballots are valid/invalid by these determining rules:

INVALID BALLOTS ARE THOSE WHICH CONTAIN:

- More than one name on ballot
- Votes subject to a condition
- Ballot paper not official ballot paper

g) Count votes for each candidate, and also all rejected ballots

h) Wrap and label each stack accordingly

D. CANDIDATE IS DECLARED

1. When tally process is complete, announce name of winning candidate

2. In the event of a tie, the tally committee shall hand-draw the winner by lot

3. If available, use phone-in form to communicate unofficial results via telephone, radio, or fax to SEC

E. RESULTS ARE RECORDED

1. The Tally Committee shall indicate results on appropriate forms:

FORM 9	Report of Ballot Box Receipt, Inspection, and Tally (signed by all indicated and stamped)
FORM 11	Tally Sheet
FORM 12	Cumulative List of Valid Ballots by Candidate for All Boxes at a Single Center (signed by all indicated and stamped)
FORM 13	Cumulative List of Valid Ballots by Candidate for All Centers in the District (signed by all indicated and stamped)

F. FINAL ELECTION RESULTS REPORT

1. The tally committee shall prepare the Final Elections Results Report - Form 14 - and sign and stamp it, after the candidates or their representatives have signed it

COUNTING PROCEDURES

G. PACKING, CLOSING AND TRANSPORT OF BALLOT BOXES

1. Tally committee shall collect all relevant documents, pack them carefully inside the ballot boxes, then lock and seal the boxes with special numbered seal and red sealing wax

2. The Principal Committee shall take receipt of all the ballot boxes and all related documents and write a receipt for such, for each Branch Committee individually, to be signed by the principal committee chairman, members, and all branch committee officials

3. The principal committee shall transport all documents and ballot boxes, with Final Election Results Report, Form 14, to SEC, and obtain a receipt for them

---

QUESTIONS TO BE USED (if time allows)

1. In what order are the ballot boxes opened? In numeral order? In order of their arrival?

2. The ballot boxes are sealed with special seals which are numbred. Where are the numbers of the special seals for the ballot boxes recorded?

3. Does the tallying committee mark each counted ballot with a stamp or handwritten notations/numbers?

1993 IFES REPORT ON YEMEN POLL WORKER TRAINING

APPENDIX B

QUICK REFERENCE GUIDE FOR ELECTION WORKERS

بسم الله الرحمن الرحيم

الجمهورية اليمنية
اللجنة العليا للانتخابات

دليل مختصر للأعمال المناطة

(يعتبر هذا مرجع فقط ولايغني عن الدليل الإنتخابي)

قبل مباشرة الإقتراع – قبل الساعة الثامنة

( ) الوصول مبكرا – الساعة السادسة صباحا

( ) جهز مكان الإقتراع

( ) طاولة جلوس اللجنة

( ) صندوق الإقتراع – بحيث يكون في مكان ظاهر

( ) كابينة الإقتراع – بحيث تكون ظاهرة وتضمن سرية التصويت

( ) مقر المرشحين او مندوبهم بحيث يسمح لهم رؤية العملية الإنتخابية بدون إعاقة التصويت

( ) حضر المستلزمات وبطاقات الإقتراع والنماذج للإستخدام

( ) بدأ من الساعة السابعة تعيين عضو ككاتب للسر والإجاءات التالية :– المادة ٥٩

( ) الإستعداد لإستقبال المرشحين او مندوبيهم

( ) إحتفظ بالنموذج رقم ٢ – تعميد توكيل المرشح

( ) إعلام المرشحين او مندوبيهم بعدد الناخبين في الجدول وعدد بطاقات الإقتراع المستلمة

( ) إخلاء القاعة من الاشخاص الغير مصرح لهم

( ) إظهار الصندوق للجميع صـ٤٤

( ) إقفال وتشميع القفل – دون رقم القفل

( ) إستيفاء نموذج رقم ٣ – مباشرة عملية الإنتخاب صـ٤٤

( ) إعلان مباشرة عملية الإنتخابات – يبدأ الساعة الثامنة صباحا

بداية التصويت – الخطوات الخاصة بالناخبين

( ) للتصويت، على الناخب ان:

( ) تكون معه شهادة قيد صـ٤٥ مـ٦٢، ٦٤

( ) او البطاقة الشخصية او العائلية صـ٤٧

( ) او معرفان مقيدان في جداول الناخبين صـ٤٧

( ) ان يكون مقيد في جداول القيد صـ٤٥

( ) ان لا يكون قد ادلى بصوته من قبل في هذه الدورة الإنتخابية

( ) ابحث عن اسم الناخب في جدول الناخبين وأشر بعلامة امام اسمه

( ) إحتفظ بشهادة الناخب صـ٤٥

( ) اذا كان الناخب غير قادر على الكتابة اشر بعلامة X امام اسمه في جدول الناخبين

( ) إصدار بطاقة الإقتراع الى الناخب صـ٤٥

( ) بعد ان يصوت الناخب ويضع بطاقة الإقتراع في الصندوق: صـ٤٦

( ) أشر بعلامة اخرى امام اسم الناخب في جدول الناخبين

( ) ضع سبابة اليد اليسرى في الحبر الخاص حتى المفصل الأول

( ) اختم شهادة قيد الناخب واعدها له *

* مـ = مادة * صـ= صفحة من كتيب كلمة القاضي

( ) اعرف ما تفعل في الحالات التالية:

( ) عند فقدان الناخب لشهادة القيد – نموذج ٥ صـ٤٧

( ) ناخبين يحتاجون للمساعدة صـ٤٦

( ) هناك إخلال بالنظام في قاعة الإقتراع – نموذج ٦ و ٧ صـ٤٣

ختام عملية الإنتخاب

( ) اختم عملية الإنتخاب الساعة السادسة مساء الا في حالة تواجد ناخبين لم يدلوا بأصواتهم بعد صـ٦٦

( ) دون وقت الختام في المحضر واستوفي نموذج رقم ٨ صـ٤٨

( ) يجب توقيع نموذج ٨ من قبل اعضاء اللجنة والمرشحين او مندوبيهم ويختم بختم اللجنة صـ٤٩

( ) اختم فتحة صندوق الإقتراع بالورق اللاصق – مرر جزء من اللاصق من الفتحة الى القفل وشمع لجزاء من اللاصق حول الفتحة مع سطح الصندوق بالشمع الأحمر

( ) يتم التوقيع على اللاصق من قبل اعضاء اللجنة والمرشحين او مندوبيهم صـ٤٨

( ) اتمام الإجراءات النهائية لكافة النماذج – ضعه في الظرف مع البطاقات غير المستخدمة وشمع الظرف صـ٥٠

( ) يتم نقل صندوق الإقتراع وجميع وثائق الإقتراع الى اللجنة الأصلية في الدائرة من قبل اعضاء اللجنة بمرافقة المرشحين او مندوبيهم على ان تقوم اللجنة الأمنية بتوفير الحماية لها

( ) احرص على كافة الإجراءات الأمنية اثناء الإنتقال

إجراءات معاينة صندوق الإقتراع والفرز

( ) بمعاينة صندوق الإقتراع والفرز وبعد تواجد جميع المشاركين المطلوبين ووصول جميع صناديق الإقتراع صـ٥٠ صـ٦٧

( ) يلزم التقيد بالإجراءات التالية لكل صندوق إقتراع على حده وبالترتيب العددي للصناديق:

( ) معاينة التشميع، التوقيعات، القفل الخاص ورقمه

( ) اكمل نموذج رقم ٩ – محضر معاينة وإستلام صندوق الإقتراع

( ) افتح الصندوق

( ) ابدأ بفرز إجمالي لعدد بطاقات الإقتراع ومطابقتها مع الرقم المدون في نموذج رقم ٨

( ) افرز عدد البطاقات الصحيحة لكل مرشح بإستخدام نموذج رقم ١١

( ) دون رقم صندوق الإقتراع في ظهر البطاقة وضع البطاقات الخاصة بكل مرشح على حده وبشكل رزم صـ٥١

( ) افصل في صحة البطاقات المؤجل البت فيها إن وجدت واكمل الفرز صـ٥٢ صـ٦٨

( ) إعلن اسم المرشح الفائز صـ٥٥

( ) في حالة التساوي في عدد الأصوات لمرشحين او أكثر يجري رئيس اللجنة القرعة في ما بينهم صـ٦٩

( ) أكمل النماذج ١٠، ١٢ ، ١٣ الخاصة بنتائج الإنتخابات صـ٥٣

( ) حرر التقرير النهائي بالإضافة الى جميع التوقيعات المطلوبة نموذج رقم ١٤ صـ٥٥

( ) اقفل الصندوق وبما يحويه من المستلزمات والوثائق وبدون رقم القفل في نموذج رقم ١٤

( ) بعد إكمال الفرز في اللجنة الأصلية في الدائرة تنقل اللجنة الأصلية جميع الصناديق والوثائق والمستلزمات الى اللجنة العليا للإنتخابات صـ٥٦

( ) إحرص على إتباع الإجراءات الأمنية اثناء النقل

( ) اذا امكن استخدم النموذج الخاص بإبلاغ نتائج الإنتخابات غير الرسمية في الدائرة الى اللجنة العليا للإنتخابات بالتلفون او اللاسلكي او الفاكس.

1993 IFES REPORT ON YEMEN POLL WORKER TRAINING

APPENDIX C

VOTE COUNTING GUIDE PROVIDED TO SEC

REPUBLIC OF YEMEN

General Election
27 April 1993

Supreme Election Committee

BALLOT COUNTING GUIDELINES - QUESTIONABLE BALLOTS

(In reviewing questionable ballots it is important to determine if the voter's intent is clear. The following rules apply.)

		Accept	Reject
1.	Ballot is left blank.	[ ]	[ ]
2.	Voter writes more than one name.	[ ]	[ ]
3.	Name written is not on candidate list.	[ ]	[ ]
4.	Voter writes name of party but no candidate's name.	[ ]	[ ]
5.	Voter writes name and party.	[ ]	[ ]
6.	Voter writes name but also writes a different party's name.	[ ]	[ ]
7.	Voter writes name and conditional comment.	[ ]	[ ]
8.	Voter writes name and other type of comment which is not conditional.	[ ]	[ ]
9.	Voter writes candidate's name and writes own name or other identifying symbol.	[ ]	[ ]
10.	Voter crosses out one name and writes another.	[ ]	[ ]
11.	Voter writes only part of a name.	[ ]	[ ]
12.	Voter writes similar name but not exactly the same as on candidate list.	[ ]	[ ]
13.	Voter misspells name.	[ ]	[ ]

1993 IFES REPORT ON YEMEN POLL WORKER TRAINING

APPENDIX D

CONSULTANT REPORTS ON VISITS TO TRAINING SITES

TRAINING TRIP TO ADEN AND IBB

This report will serve to share my experience with regards the value of the training mission outside of Sana'a. My assignment was to travel to several areas including Aden and Ibb to assist with the training which was to be conducted by the Supervisory Committees for the Principal and Branch Committee officials.

In retrospect, I feel that given additional time for preparation and scheduling, this mission could have provided better results. I must admit that the process was one which turned out to be more an 'observer mission' rather than technical assistance. Observations, perceptions and considerations are shared with the reader.

On arrival in Aden in mid-day of the 21st, we called the Supervising Committee Chairman offering assistance. He indicated that the whole day would be to review administrative procedures, identification cards etc. and that we our services would not be required. He however invited us to the session the next day where the election process would be discussed.

Simulation was not part of the training. The Chairman indicated that there wasn't enough time to perform this and felt that the trainees were quite comfortable with the information and materials supplied. My feeling is that the simulation should have taken priority in a training session. I believe that this is the best method to translate knowledge to the trainee. It also permits the trainee to visualize the set up of a polling station and mentally be prepared to organize his polling station upon deployment.

On the 22nd, the session opened at 9:00 although the actual lecture-type presentation did not begin until 10:00. Of interest was to note that the audience was almost 50% female. The Chairman of the Supervisory Committee went through the election steps and fielded questions from the large of audience estimated at 1200 persons from the Principal and Branch Committees. They did not use the materials supplied by the IFES Team as they had not yet received their supply from SEC. We noted however, that the Supervisory Committee had the green Check List, making references from the document. The audience was informed that the IFES-produced documents and check list would be made available to the Committee Members the next day with their deployment supply.

The training meeting ended at 1330 to resume at 1600 that same day. At 1630 we arrived at the training centre to find most of the 1200 present however, the members of the Training Team had not arrived. At 1745 one member of the Supervisory Committee arrived indicating that there would be no meeting that day but that the members would return the next day to receive their

18

supplies for deployment in their assigned polling station.

During our time waiting at the training Centre, we had the opportunity to discuss elections and process with many committee members. There was throughout, an ambience of confidence that the process would go well and that they found comfort in the training received. I may note here that we did not witness any simulation of the election process, that which we feel is of utmost importance and benefit to the trainees.

Also of note during the training session in the morning, the Chairman of the Supervisory Committee confirmed that the female members would not participate in the count following the elections. There was an instant negative protest reaction from the female audience. I was most impressed with the women's active participation in the training session and must admit that they were more vocal than their male counterpart. Prior closing of the training session, the only female on the SEC requested to speak and confirmed that the female committee members who wished to participate in the count could do so. There was again another instant applause from the female audience.

We did not attend the session on the 23rd as we left early that morning for Ibb.

In Ibb, the training had completed the evening of the previous day and the committee members were present to receive their material prior their deployment. We briefly met with the lady Chairman of the Committee who confirmed that all was going well. The large crowd was calm and although there appeared to be some confusion, most took the waiting time in a very relaxed manner. We had several discussions with committee members who without exception indicated readiness and some anxiety about getting to work. We were further informed that many ballot boxes and supply had been released to some committees the previous evening.

A concern which will require some close attention by the government and political parties is the deployment of election officials to Districts outside the one of residence. This creates a logistic nightmare and substantially adds to the cost of the election. We do recognize the need for parties to nominate the candidates for the Election Committees however, the same process could continue but the nominee would instead work in the polling station of his domicile. One great advantage here is that the Committee member would know the elector and this would translate to greater efficiently at the polling station.

Again, at Ibb we remarked that a large percentage of the committee members were female, although perhaps not as numerous as we had witnessed in Aden.

A last but most important consideration is the size of the training groups. Although it may appear efficient to train large

19

groups, my experience indicates that it is not effective and I do not believe it is cost effective. Moving the training team around is both effective, efficient and cost effective. It also permits the training of smaller groups and take full advantage of the cascade training method.

I wish to conclude by confirming that a successful election is always preceded by a comprehensive training program for all officials. I believe that the IFES Team has provided a valuable service to the Supreme Election Committee and the Republic of Yemen. We are fully aware that the materials we prepared were used extensively by trainers and trainees. A more substantial success could have been achieved if given adequate time and proper training schedules. However, I feel that the IFES Team impact on the elections was positive, and trust that one can build on this success.

Considerations:

1

That a specific schedule be set by law or regulations with regards the timeline for training of election officials

2

That training be conducted on the cascade method, starting with the Supervisory Committee; Chairman of District Principal Committee; members of Branch Committees; that the numbers of trainees at each session be limited to a manageable group

3

That simulation of the Election Process be an integral part of the training along with simulation of count process.

4

That for practical and logistic reasons, the election official be permitted to work in the polling station where his domicile is located.

5

That appointment and notification of Election Officials be at least 15 days prior Election Day

Gary Ouellet, Consultant

a:AdenRep.yem

80

TRAINING IN TAIZ

Principal Committee Training:

The team member assigned to observe training efforts in Taiz was fortunate to have the opportunity to meet with Supervisory Committee members before training began. At the time of the meeting materials and commodities shipped from the SEC were just arriving and nothing had yet been opened and delivered to the Committee's office. There was concern that they had not yet seen any training materials or the Chairman's Handbook which was supposed to be used in the morning's training session. They also expressed concern as to whether or not the materials were included with the ballot boxes and voting materials being delivered that day. Indeed the training materials were delivered about an hour before the training session scheduled for that morning was to begin.

The initial meeting with the Committee served a very important purpose. It provided the opportunity to give an overview as to how the team's training module should be used, and to review the other materials to make sure the trainer understood their purpose. This opportunity

On the first day, District Principal Committee members were scheduled for training. In Taiz the Chairman of the Supervisory Committee focused his attention on administrative issues and

another member of the committee focussed his attention on the training itself. The primary trainer turned out to be a university professor and his lecturing experience was clearly evident. He expressed his appreciation of the Trainer's Guidebook as a workable lecturing tool and made very good use of it during his lecture. He actually checked off each item within the guidebook as he completed his discussion of the topic involved.

The Principal Committee members being trained in the first session numbered approximately 120, and while that size group is not ideal, the session went quite smoothly. The communication skills of the trainer and the organization of the Trainer's Guidebook combined to keep the session on track quite efficiently. In fact, the entire morning session was able to stay focussed on the election procedures themselves, and the entire module was covered in about 3 1/2 hours. Unlike the training that had occurred at SEC headquarters, the trainer was able to keep the focus on election processing and avoid diversions to administrative, payment, logistics and transport issues. The group was also small enough that even though the trainees did not have their own copies of forms, for example, they were able to see materials as the instructor held them up and seemed to be able to understand the instructions being given. Each member in attendance was also given a copy of the Chairman's Handbook, and several copies of the Quick Reference Checklist were also made available to the trainees. The second session of

the day focused on the administrative issues, and issuance of ID cards, and distribution of materials. A logjam resulted in that instructions had been given to the Supervisory Committee that no materials were to be distributed to the District Principal Committees until members of SEC were on hand to oversee the process. However, the SEC members did not arrive on schedule and tensions grew as people had to wait an extended period of time with nowhere to go.

It was interesting to see the arrival of the locked ballot boxes and shipment of materials ready for distribution. In Taiz the shipment came in 7 truckloads each with armed security. The ballot boxes were locked with padlocks and the team member was advised that no keys were included in the shipment. Instead the padlocks were to be broken when the boxes were to be appropriately opened for the first time, although there was insufficient opportunity to confirm this understanding. There had been concern that the boxes were not locked with the numbered seals provided by IFES. However, it was explained that the padlocks were used for transport purposes and that the numbered seals would be used on election day.

One issue that raised some concern was that the team member noted at least one truck load of ballot boxes had been delivered which were not marked with any polling site ID numbers, and which were not locked. No one seemed to know why they were sent or where and how they were to be used.

Branch Committee Training:

As well as the training appeared to go for the District Principal Committees, it was plainly evident that the shear numbers of Branch Committee people to be trained were simply too overwhelming to be handled as efficiently in the time period allowed. Attempts were made to secure 3 large halls to handle the crowds in attendance. Ultimately, however, only two were available. One site was a performing arts theater which appeared to seat about 800 - 900 people. The result was an overflowing, standing room only crowd. Without the 3rd hall, a significant number of people simply could not get in and were left lingering in the lobbies while training was going on.

During the training session attended by the team member, the same basic format was followed as had been used during the training of District Committees. The Trainer's Guidebook was followed and an attempt was made to demonstrate such functions as putting together the voting booth. However, it was clear that the size of the audience was simply too large for the training to be as effective as it would have been in smaller groups.

Additionally, the committee had intended that a second late-day session would be conducted in the afternoons to accommodate the overflow. However, it is unlikely that the late overflow session planned ever took place in its entirety. Once again,

administrative issues were just to overwhelming and demanding to be set aside forcing training to become a secondary priority.

Even one of the most basic administrative tasks became a major problem. The issuance of ID cards to Branch Committee members turned out to be an administrative nightmare. Each person had to complete an application form from which the ID cards were to be prepared. Each person also had to submit two copies of their photograph which was to appear on the ID cards. With the hundreds and hundreds of people to be processed it was necessary to utilize the classrooms of a school and to divide the lines among several classrooms. Large posters were posted telling people to which room they should go. Once their documents were submitted, women worked around the clock to make up the ID cards for distribution. Rather than repeating the process whereby the official would return to the same classrooms to pick up their ID cards after the training sessions, the cards were brought to the lecture halls making distribution a chaotic affair.

It was also clear that the Supervisory Committee was overburdened in dealing with the issues related to the assignment of workers to their polling stations. Absences confounded officials as did the transfers of people from one site to another which became necessary. For example, it was determined that the chairman of one branch committee was the spouse of a candidate running for office making it necessary for her to be reassigned. In other instances appointed officials were ill or unable to serve. The

Supervisory Committee had arranged for a number of officials to be held in reserve so that new appointments could be made, however, the logistics of shifting workers and assigning replacements were formidable to say the least.

In spite of the overwhelming difficulties which threatened to confound their efforts, the sense of commitment and positive attitude was plainly evident. In addition, the ability of officials to remain flexible and resourceful in the face of the obstacles confronting them deserves commendation. However, there is no question that for future elections special attention should be given to restructure the approach to the training exercise in a way that expands the time allowed for the process while reducing the number of people which must be processed at the same time. Additionally, it is critical that training be treated as an independent exercise and that the core of trainers be exclusively assigned to that task. The Supervisory Committees are simply to burdened with important administrative function. In this particular instance the responsibility for training their subordinate committees fell at exactly the peak time when other supervisory and administrative issues should have had their undivided attention. As a result, both components were unavoidably short-changed in spite of their tremendous efforts and dedication.

TRAVEL REPORT - TRAINING IN HODAIDA

Hodaida is the second largest governorate in Yemen - containing 34 Electoral Districts, 175 Voting Centres, 806 Polling Stations (179 will be staffed by female committees), serving 310,826 registered electors.

Apr 20/93 Arriving by car, my translator, (Souad) and I checked into the Ambassador Hotel then drove to the Training Centre to contact officials there. We had hoped by making our appearance early, we would have better hance to have some input into the training, if needed. Sharaf Al Mowaiat (Supervising Committee Member) was pleased to see us, and after finding out that no supplies had been received as of yet, we left him (and a group of 35-40 committee members), our spare samples of modules, checklist, etc. (No one from the Technical Committee ever arrived in Hodaida, as far as we know.)

Apr 21/93 The training of the Principal Committee(s) began today, led by the Supervising Committee Members, Commander Lotes Hamzah, a very capable, and humorous President. From 0900 to 1330, using lecture-style training. We had supplies (printed the previous evening) for each Principal Committee and one set of Forms, and also one set of the training modules. This worked well, as they also used 2 simulations - regular voting procedure and the other an illiterate voter process. then the 2 members of the Principal Committee were sent out to prepare Polling sites, and each President remained to help with the training of the Branch Committees.

Apr 22/93 At 1600 today the LISTS finally arrived, and preparations were made to begin the administrative activities and the actual training of male and female committees. The actual training did not begin until Saturday, April 24th. The pile-up of logistical problems were handled as well and as patiently as possible, but because of absences and replacements, the arrangements of training groups was rather difficult.

Apr 24/93 Dr. _____, a professor at Sana'a University began teaching the first Branch Committee group. We had talked to him earlier and he was quite sure that E-Day would go well with little disturbances. He used our modules and checklist, showing the trainees that they would receive the green checklist in the election supplies.

Talking to many members during the 4 days, we concluded that the level of education and expertise of the workers was very high, and they were eager to do a good job. We encouraged the simulation at the Branch level, offering to help with it, so they asked for volunteers - no shortage of willing actors from the men. With regards to the ladies sitting on the other side of the room, they did not offer help even though they were enthusiastic in greeting Souad and myself, offering hand-shakes and even hugs!

The Supervising Committee had arranged a very large room for the Candidates administration staff to organize for substitute members, to replacing workers who were absent. This was expedient and greatly assisted the process at the administration level.

CONSIDERATIONS:-

In Hodaida, the Supervising Committee appeared to be organized but were frustrated by the lack of Technical Committee members (had to do their work, as well as their own), and the delay in supplying LISTS of Committee Members so they could begin training. Materials were also delayed.

TRAVEL REPORT - TRAINING IN HODAIDA

1

That timelines on the election calendar of events with definite deadlines for each major aspect of the election process be established.

We were informed that the trainees were well-educated and knowledgeable people. They were as prepared as they could be and their patience was noteworthy. There was separate training for women members and also some male groups along with all men's groups. Although the crowds were large, everything was well posted on doors, walls, etc, so that they would eventually file past the information that they needed. If the candidates had supplied the lists of names of the committee nominees at least one week prior training, this could have been handled more easily and certainly more effectively.

2

That a specific cut-off date for candidates to supply the SEC with the lists of committee member nominees; that following the cut-off date, the SEC is free to appoint the missing committee members.

Eventhough the lecture format for training of officials worked well, the trainees had to absorb a tremendous amount of technical information in a very short period of time; having no materials in his hands to accompany or highlight the important points.

3

That a trainee guidebook/reference book or lesson plan be made available, established in chronological order to guide the trainers and trainees to keep on target and make the training more effective.

The training had to be very creative because no supplies was available and at their disposal.

4

That each training group be supplied with a Ballot Box of all materials and supplies used in the election process on Election Day, to be used as visuals and hands on in every step of the training.

The IFES training modules had Discussion Questions after each section of the election process.

5

That the training be done using a modular approach and following study of the module, a series of questions/answers be reviewed prior introducing the next module.

The simulations were well done and certainly enjoyed by the trainees. No shortage of volunteers among the men. The ladies present did not raise their hands but were generally pleasant and appeared enthusiastic. Because well prepared simulations of the election process is always entertaining, this makes learning pleasant and certainly more effective.

6

That simulation be the important section of the training; that both male and female volunteers be encouraged to participate; that the checklists be used by the trainers bringing creative 'problems' to challenge the trainees and make training interesting and even entertaining.

The fact all committee members were assigned to polling stations outside their domicile for reasons of impartiality, these automatically lost their right to vote.

7

That the members of the Branch Committee be residents (domiciled) in their respective Polling Station and given the right to vote.

With an election calendar in effect, and advance vote could be arranged in large urban areas and other major areas to accommodate those electors who will not be present in their polling area on election day. This would also accommodate the handicapped or others that could not easily attend at the polling place on election day.

8

That consideration be given to include 'advance polls' in the Election Law

With a specific election calendar, the dates, time and place of training could easily be announced in adequate time to accommodate travel and personal planning. This would be a tremendous tool for all involved in the election process, including the candidates, election officials and the elector. This would be the tool that would bring efficiency and certainly effectiveness to the total electoral process in Yemen.

9

That an Election Calendar be established in the Election Law. (sample attached)

** * * * * * * * **

Gladys Teske

file: A:Tesketra.yem

REPUBLIC OF YEMEN - ELECTIONS APRIL 27, 1993

WOMEN'S ISSUES

Was there adequate representation of women on Committees, and was the need for all women training groups accommodated?

In accordance with our mandate to identify a need for, and conduct all-female training as necessary, we felt we had little chance to influence and accomplish this to any great extent. We arrived late on the scene to actually implement any significant changes in the training program already in place. We did encourage it, and they were already prepared to have separate women's committees on Election Day. For example, in Hodaida where there was a total of 806 polling stations, 179 were staffed by female only committees. The Supervising Committee had arranged both mixed and female-only training groups in addition to male-only groups.

Out of 2,689,106 registered voters, 14% (470,416) were female. (This seemingly low percent was actually looked upon as quite promising for the 1st multi-party election.). With 7,262 polling committees to be trained in Yemen for this general election, 28.4% (or 1,541) were exclusively female. The disproportionate numbers were probably due to the fact that the Election Lists for Women's Committees were generally around 300 electors, and the men's committees could go up to 500 electors, depending on place, logistics, etc.

Because the illiteracy rate is much higher in the female population, and they are not used to the discipline of organized public work, it was thought that the voting process for women would take more time. On election day however, we witnessed very efficient and effective processing of electors at the polls with women's committees.

Notable female participation in the election process is the inclusion of one female as member of the Supreme Election Committee (SEC), Rakie..... and one on the Technical Committee, Ralema..... We had the opportunity to talk to these two ladies after a training session at SEC and they remarked "you can imagine how difficult it is to be the only female in this group!". There are 50 official women candidate running in this election. This was announced by President Saleh.) Of this number, _____ were elected.

During our field trip mission, the women's committees were given the choice of not attending the counting, as it would probably be quite late. By their immediate reaction, it was obvious they intended to carry out their responsibilities to the fullest. (These women were chosen committee members not only because they were literate, but also very well educated, many were teachers, doctors and other professionals). The women demonstrated

90

great leadership and commanded much respect. Many of these ladies spoke some english.

Observations re: Female participation on Election Day

1. The women committees had well organized and neat polling stations compared to rather messy, haphazard arrangements made by the men.

2. In Sana'a, we did not see any 'mixed' line-ups (queues) since the numbers of women voting was accommodated by female-only committees.

3. In some polling centres where polls were close together, the women felt uncomfortable "on view" by the men's lines, and crowded into their polling stations, ignoring rules "only one elector in the polling station at a time".

4. Many women brought their school-age children to assist them with marking their ballot. (In one case we witnessed, the child was seen writing his mother's name on the ballot, effectively spoiling the ballot). No accommodation was for spoiled ballots exists in the Yemen Election Law.

5. Although it was expected that women's committees might be slower than the men's, it seemed the opposite was true at the polling stations visited.

Conclusions:

The male/female definition in Yemen culture is very distinct. One has to understand how deeply this cuts into all parts of a Yemen's life; social, religious, business, philosophical, etc. Based on the Moslem faith, the women's role is very restricted.

Women have had the right to cast their vote at an election since 1983, but the awareness of the political scene is generally not their first priority here. Tribal law and regional factors greatly influence their lives, with considerable differences in opportunities for work or education in rural and urban areas. The thousands of migrant workers who have returned from Saudi insist on 'proper' behaviour now from their wives.

About 53% of the men and 93% of women are illiterate, and in theory all positions open to women, but lawyers and MPs are considered unsuitable areas for women, so 50 women candidates in this first elction looks high when we consider that only 1.5% of women are in the official employment sector.

My translator, twenty eight year old Dr. Souad Ah Hebshi, is one of the most gracious ladies I've met. She is a dental surgeon and obviously well respected everywhere we went. She calls herself

a 'middle of the road' Yemeni woman. For a tiny woman, she walked very tall, definitely a role model for the young women of Yemen. She personally sees much hope for the future of Yemen, specially because of the women who are daily proving themselves to be very capable in all fields of endeavor. She feel that society itself will have to change before any large modifications occur, but she feels it is already happening. She is very proud of the work her people did in carrying out a very successful election. We can appreciate that pride and we also think the Yemenis did a tremendous job and salute them.

Gladys Teske

File: a:Women.yem

1993 IFES REPORT ON YEMEN POLL WORKER TRAINING

APPENDIX E

IFES OBSERVERS ELECTION DAY REPORTS

ELECTION DAY ACTIVITIES - Gladys Teske & Souad
April 27, 1993 - Republic of Yemen

On April 27th, Election Day, Souad (my translator) and I visited 13 different Polling Centres in Sana'a;

1. Health Institute
2. Information Centre
3. Saba School
4. Alisha School
5. Al-Shaab School
6. Al Thawora School
7. Department of Labor
8. Nashwan School
9. Al Khansa School
10. Asma School
11. Educational and Research Centre
12. Tax Office
13. Ibn Khaldoon School

We arrived at Nashwan School just before 7:00am. They were drawing up a large list of Candidates names to be posted on the outside wall of the Polling Station. Some Candidates were present already, and the room was being organized for the expected traffic flow. They had our CHECKLIST placed on the Committee table, and felt confident that they could handle the day's activities.

The second stop was at the Dept. of Labor. Much the same activities going on here. The ballot box was placed against one wall, next to the Committee table. They said they would place it in the centre of the room when the table arrived. (Most centres had 3 or 4 male Committees and 1 or 2 female Committees.)

At the Al Khansa School, a Candidate's representative did not have Authorization, so this creative Committee put him in as a "voter" volunteer! Here we watched the Official opening of the Poll.(This Committee had not received any training.) The ballot papers were counted, and the number of registered electors was acknowledged. The ballot box was closed and sealed at 8:10 am. They weren't sure how to close the plastic seal, or where to place the adhesive tape - and asked our advice. At another poll at this centre, we watched an illiterate voter being helped by his friend who read the candidates names, as a member of the Committee watched.

At the Al Shaab School, we timed a few voters and they averaged between 50-60 seconds each. This school has a huge courtyard, so the Military kept the crowd (150 people?) in the courtyard, and systematically brought in 10 to 12 electors to each Polling station as needed, using their Registration Card Nos. as a guide. But, at the Women's Committee room, we found at least a dozen ladies crowded into their small room, awaiting their turn to vote. (The Security guards allowed them to do this since they did not feel comfortable standing in the hall with the MEN watching them.) There were also 3 children in this room; they were there to write for their illiterate mothers. (One apparently wrote his MOTHER'S name on the ballot, effectively disenfranchising her!) No SPOILED ballots.

In the Tax Office, at 9:45 am, one Poll had received 80 voters, and one Poll, 90 voters.

At the Saba School we noticed Military personnel (in uniform, but no arms) were voting. Also, at the Women's Committee, we noticed that one Committee member would go into the booth with an illiterate person. We

inquired as to the absence of the voter's assistant and we were told "she's in the booth". Sure enough, sitting at a desk, in the booth, pen in hand was a "volunteer" who was there to help 10 illiterate electors. (The adjoining booth was used by those electors who did not need assistance.) At 11:00am this Committee had processed 140 electors. Also, at this school, an elderly gentleman had taken it upon himself to direct the people who had voted to leave immediately. It worked.

At Asma School, the Military misunderstood a directive, and were turning away anyone who had lost their Registration card. We pointed this out to a Member of the Supervisory Committee, who happened to be in the centre. He proceeded to straighten out the problem.

At the Health Institute, at 5:45 pm, one Poll had 34 names left to vote, and another had 58 names left. We asked about the 6:00 pm closing, if no more voters were present. They replied that they would stay open until 8:00 pm to give everyone a chance to vote.

At the Educational Research Centre, one fellow had been sent home to bring some ID, or 2 witnesses, but when he returned at 6:20 pm, the Poll had closed. He was very angry.

At the Ibn Khaldoon School, we arrived at 6:30 pm; the Polls had closed and they were packing vehicles, waiting for the word to proceed. They left at 7:20 pm and we followed the entourage to the Counting centre. We witnesses the Counting at the Police Club.

The committees who were confident received some training. It was more difficult for those who did not, but they used the materials they had, one piece which was our checklist.

Consideration # 1

That better scheduled training classes with adequate materials should be a must on any election calendar.

The large numbers of candidates representative in polling station is a problem. Schools seem to be the best place to hold elections, and most school rooms are not large enough.

Consideration # 2

That the number of agents or representative at each polling station be limited to percentages obtained by the political parties from the most recent elections. (even a percentage of independents)

The closing time seems to be a problem. Most were not clear if they should close at 1800 or remain open until 2000, although legally they could have closed at 1800 if there were no electors waiting in queue to vote. Because this was not observe uniformally, it leaves room for disputes.

Consideration # 3

Opening and closing times should be clearly stipulated in the Election Law so that every elector receives equal treatment.

The packing up of boxes and material to transport to Counting Centres took much time and many delays because of uncertainties.

Consideration # 4

That counting should occur at the polling station level immediately following closing of polls.

Generally as observed in Sana'a, the election proceedings occurred better than expected. The small errors were certainly innocent and the steady stream of electors waiting from before 0700 certainly proved keen interest in the Yemen first multi-party elections.

The counting was the most difficult part of the election process. The counting procedure was lengthy, cumbersome and new to everyone. The Tally Committee must be commended for their perseverance. Some had not had any training so again, they had to rely on the materials they had on hand and their good judgement.

A good training program with accompanying materials and an election calendar with deadlines would certainly streamline what is already an excellent election program.

Gladys Teske

File: a:Teskel.yem

ELECTION DAY REPORT

REPUBLIC OF YEMEN - ELECTION APRIL 27, 1993

Gary Ouellet & Mazen Luqman - observers/monitors

Statistics:

District No.	Polling Centre	No of Polls
10-B	Policy Acadamy	10
11-A	Research Centre	6
12-B	Ministry of Oil	7
13-A	Jamal A. Nasser Hall	6
13-C	Dept of Antiquities	5
18	Aroda	7
9-A	Electricity Centre	5
	Al Bari Al Harite	4
15	Asma School	7
11-A	Research Centre for Counting	

In the Republic of Yemen, the Election Law provides for the opening of the polls at 0800. Mazen Luqman, my interpreter and I left the Hotel at 0700 and arrived at our initial destination in Electoral district #10 for opening at 0710. We observed the process in the several polling stations in that Centre and with satisfaction noted that the Branch Committees had all their materials and were ready to open the polls one hour prior the official poll opening.

We observed the enthusiasm on the part of the electors to cast their ballots. Without exception, the polling centres visited in the forenoon had long lineups of voters anxious to vote. Even though the queues were long, there was no indication of pushing and all appeared in a festive mood.

A great plus for this election was the fact that election day was a holiday. Schools were closed along with most markets. The streets were basically void of automobiles other than people driving or walking to the polls.

The security had been beefed up for the elections and reports indicated that about 35,000 military were on duty providing security at all polls in Yemen. Although the security personnel were large in numbers at some polling stations, we found several polls where security people were but a few.

With the limited training provided to the election officials, one would agree that common sense by the Committee members prevailed. Polling stations in general were most orderly and the electors were processed efficiently and in most cases quickly. We observed that although there were minor shortcomings, these were innocent errors and perhaps a reflection on inadequate training. In one instance, the ballot papers for the polling station had to be counted and recounted several times. Ballots in booklets would have saved precious time, helped in avoid error and improve

97

the security of the document. It is noted that where lack of effectiveness existed, one concludes that errors were of an innocent nature and a reflection on the limited training provided to the officials.

Consideration # 1

That a comprehensive training program be initiated and implemented early in the election process for all election officials, candidates and representatives.

The voting compartment was the largest piece of furniture in the voting station. Because the electors were permitted in the station on a very limited basis, in most cases, one voting booth would have been sufficient. The placement of the voting compartment, in most cases, was such that anyone could walk behind the elector and the voting process lacked the secrecy provisions normally desired in elections. We also noted in most polling stations, the shortage of chairs for the candidates or their representatives. We believe that with little advance planning and proper training, the Committees could have better equipped their polling centres.

Consideration # 2

That a checklist of supplies and materials for the polling station be made available to all Committee well in advance to make sure adequate furniture is available at all polling locations.

The ballot paper used in the election was simple and appeared to the literate voter to be easy to use. I did not notice any objections from voters however, it was important that the elector mark the ballot legibly to permit easy identification his choice. In a few instances, the elector wrote his name thus voiding and spoiling his ballot. There is no provisions for spoiled ballots and thus the elector effectively lost his vote.

Consideration # 3

That the ballot design be reviewed to incorporate provisions to facilitate voting for both literate and illiterate voters.

Consideration # 4

That provisions be made in the Election Law to permit a voter to obtain a second ballot in the event he spoils his ballot paper in the process of voting.

Throughout the day, we did not hear any complaints about the location of polling stations. Most stations were easily accessible on the ground floor, the exception was for a few stations located on a second floor. An ideal situation would have been two accesses to the polling station however, after the day was over, one access proved to be desirable in that it provided better control on the process and the voter.

98

ELECTION DAY REPORT

Consideration # 5

That efforts be made to provide easy access and adequate space for all polling stations.

Perhaps the one aspect of the election process needing serious consideration is the counting. There is little doubt that after the elector has made his choice, he is anxious to receive results following the close of the polls. Most polls closed at 1800 however, it was not until 2210 that the last ballot box arrived at the counting centre where we were. The staff at the Counting Centre proved to be most competent however, they could not attend to the count until all ballot boxes for the district arrived at the Centre. Counting started at 2220 and the first box took one full hour to count. As we left at the start of the second box, and based on the time to count the first ballot box, an average of 30 minutes would be required to attend to each ballot box. With an additional 30 ballot boxes, we estimated that it would take an additional 15 hours to complete the count. It was not before Friday, three full days after the close of the polls that unofficial results were reported to the country. This long period of suspense creates uncertainties and undue suspicion which too often may flare up in violence, that which was witnessed in Yemen. Counting at the polling station system would have produced unofficials results normally within two hours after the close of the polls. Security at the polling station level was available throughout the day and the counting could have been witnessed by candidates or their agents. The results would then be acknowledged by all present by their signature and a copy of the results would be provided to all present. Whatever happens to the ballot box or its contents following the count would then be a simply administrative matter.

Consideration # 6

That ballot counting be done immediately after the close at the polls and be performed in the respective polling station.

To conclude, I wish to indicate that based on my personal observation of the election process in and around Sana'a, election day on the technical side went exceptionally well. Voters interviewed were pleased and proud to have had the opportunity to cast their vote in a first democratic election. I believe that the SEC have many reasons to feel proud of their accomplishments.

Gary Ouellet
April 29, 1993

File: a:eday.yem

1993 IFES REPORT ON YEMEN POLL WORKER TRAINING

APPENDIX F

JOINT ELECTORAL REFORM SOCIETY/IFES STATEMENT ON YEMENI ELECTIONS

ELECTORAL REFORM SOCIETY

6 Chancel Street, Blackfriars, London SE1 0UU
Tel: 071-928 1622 Fax: 071-928 4366

President: Lord Blake, FBA
Immediate Past President:
The Hon. Dr. Garret FitzGerald, TD.

PRESS STATEMENT

The Electoral Reform Society is an old established NGO based in London, UK, which conducts ballots for Trade Unions and other organisations, campaigns for electoral reform in the UK, and assists in developing and entrenching democracy worldwide.

The International Foundation for Electoral Systems was founded in 1987 and is based in Washington, DC. It has provided assistance in election preparations and monitoring to over 45 countries.

The two organisations came to Yemen in January 1993 and published a joint report on preparations for yesterday's elections. Many of their recommendations have been acted upon.

During the past month IFES has had a team in Sana'a helping to train and advise election officials.

ERS and IFES have had observer missions here and their initial statement is attached.

ERS
Michael Meadowcroft
Patrick Bradley
Simon Clarke

IFES
Dr Ronald Wolfe
Linda Edgeworth
Guerrin Ouellet
Gladys Teske

1800 hrs YST
28.4.93

The Electoral Reform Society of Great Britain and Ireland Limited
Limited by Guarantee and registered in London No. 958404.
Registered Office: 6 Chancel Street, Blackfriars, London SE1 0UU.

THE REPUBLIC OF YEMEN

PARLIAMENTARY ELECTIONS - 27 APRIL 1993

JOINT ERS-IFES STATEMENT OF INTERNATIONAL OBSERVERS

1. Constituency-based parliamentary elections, with Members of Parliament elected on a simple plurality of votes, are particularly sensitive to procedural and other problems that can occur in even a few individual constituencies. International observers have inevitably only been able to visit a minority of the more than 7000 polling centres in the Republic of Yemen. Our comments are based on that sample, though it must be stated that the evidence we have obtained from polling centres across the country is remarkably uniform and that we have no information to suggest that our sample is other than representative.

2. The people of Yemen were clearly enthusiastic to vote and to express their free choice of parliamentary representative in a democratic and unified country. The turnout of registered electors was very high, exceeding 90% in some constituencies, and the happy gatherings of men outside polling stations from early in the morning was testimony to their desire for democracy. The registration of women voters has still a long way to go - and its uneven incidence suggests that it can be dramatically improved for future elections - but it appeared to us that those women on the register were also keen to vote.

3. Before noting a number of shortcomings in the electoral process we wish to state that a judgement on the quality of an election does not necessarily depend on the number and nature of infringements of polling day regulations. If the general atmosphere of polling day is co-operative and positive, and if the party contest is fierce <u>and</u> fair, then failures in administration may not undermine the election nor make a significant difference to its outcome. Our observation suggests that this was the case in Yemen.

4. The logistics of elections are formidable and their detailed administration tests countries with more resources - and more experience - than Yemen. The lack of detailed training for most of the 20,000 or so members of the local election committees clearly strained the administration of the poll in a number of centres. Even so, committees had improvised where necessary and, given the generally helpful and co-operative attitude of the party observers, this did not appear significantly to impair the conduct of the poll.

5. In some areas members of election committees did not turn up, and it was necessary to transfer members from other centres. We found a number of centres with only one or two officials, but the poll was progressing adequately in each.

/cont

6. These elections were conducted under the auspices of the Supreme Election Committee (SEC), and the government is to be congratulated for ensuring that the SEC had the powers to ensure its independence. The SEC is also to be congratulated on providing sufficient polling centres to avoid undue pressure on polling officials and on premises, however, the lack, at most centres, of separate entrances and exits made the voting process more difficult to administer and to monitor. This inevitably contributed to the lack of order that hampered voting at a handful of centres.

7. Although the regulations designed to assist illiterate voters appeared to work reasonably well, the need to write in a name, rather than to make a mark opposite a name or symbol, exacerbated the problem of ensuring secrecy. The layout of polling centres did not always enhance the ability of voters to vote in secret - though this did not appear to worry them. The late decision that Election Committees should retain voters' registration cards caused some problems.

8. The regulation forbidding the presence of weapons within the polling centre was largely ignored but did not appear to inhibit or pressurise voters or officials.

9. Where candidates' representatives were present they appeared to be carrying out their duties efficiently and in a friendly and co-operative spirit. By no means all the candidates were represented in every centre and the regulation instructing the chairman of the election committee to appoint a member of the public to represent a candidate is not really practicable.

10. So far as we could tell the transportation of ballot boxes to counting centres was carried out without jeopardising the security of the vote, despite the considerable logistic problems involved. Because it requires the transfer of votes to counting sheets, the counting process is interminable. It also lends itself to bickering over allegedly unclear ballots, which may well cause problems in marginal contests.

11. In our opinion the electors of the Republic of Yemen, with only a few exceptions, were able to express their choice of parliamentary representative freely and without duress. Despite individual flaws, we believe that this election was a success and that the Republic of Yemen is to be congratulated on taking a significant step towards full democracy.

1800 YST
28-4-93.

IFES International Foundation for Electoral Systems

1620 I STREET, N.W. • SUITE 611 • WASHINGTON, D.C. 20006 • (202) 828-8507 • FAX (202) 452-0804

بيان صحفي

يرجع تأسيس جمعية الإصلاح الإنتخابي الى القرن التاسع عشر ومقرها في لندن بالمملكة المتحدة حيث تجري إنتخابات للنقابات العمالية وغيرها من المنظمات كما انها تعمل على الإصلاح الإنتخابي في المملكة المتحدة وتدعم تنمية وترسيخ الديمقراطية حول العالم.

اما المنظمة الدولية للأنظمة الإنتخابية فقد تم تأسيسها في عام ١٩٨٧ ومقرها في مدينة واشنطن حيث تقدم المساعدة في الإستعدادات للإنتخابات ومراقبتها لما يزيد عن ٤٥ دولة.

وقد حضرت المنظمتين الى اليمن في شهر يناير ١٩٩٣ونشرتا تقريرا مشتركا حول الإستعدادات لإنتخابات امس وقد تم تنفيذ الكثير من التوصيات التي وردت فيه.

وكان للمنظمة الدولية للأنظمة الإنتخابية فريق داخل صنعاء طوال الشهر الماضي للتعاون مع مسؤلي الإنتخابات داخل اللجنة العليا لتدريب اعضاء اللجان وتقديم المشورة الخاصة بذلك.

وعند الإنتهاء من التدريب بقي الفريق في الجمهورية اليمنية لمراقبة الإنتخابات في ٢٧ ابريل. ونظرا لذلك فقد تم ارفاق بيانهم المشترك الأولي الذي هو ملخص ملحوظاتهم لهذا الحدث التاريخي.

عن جمعية الإصلاح الإنتخابي:

١. **مايكل ميدوكروفت**
٢. **باتريك برادلي**
٣. **سايمون كلارك**

عن المنظمة الدولية للانظمة الإنتخابية:

١. **د. رونلد وولف**
٢. **ليندا ادجورث**
٣. **جاري ووليت**
٤. **جلاديس تيسك**

التاريخ: ١٩٩٣/٤/٢٨ الساعة: ٦ مساء

BOARD OF DIRECTORS

F. Clifton White, Chairman
Charles Manatt, Vice Chairman
Patricia Hutar, Secretary
John C. White, Treasurer
James M. Cannon
Richard M. Scammon
Robert C. Walker
Randal C. Teague, Counsel
Richard W. Soudriette, Director

ELECTORAL REFORM SOCIETY

6 Chancel Street, Blackfriars, London SE1 0UU
Tel: 071-928 1622 Fax: 071-928 4366

President: Lord Blake, FBA
Immediate Past President:
The Hon. Dr. Garret FitzGerald, TD.

التاريخ : ١٩٩٣/٤/٢٨

الساعة : ٦ مساء

بيان صحفي

يرجع تأسيس جمعية الإصلاح الإنتخابي الى القرن التاسع عشر ومقرها في لندن بالمملكة المتحدة حيث تجري إنتخابات للنقابات العمالية وغيرها من المنظمات كما انها تعمل على الإصلاح الإنتخابي في المملكة المتحدة وتدعم تنمية وترسيخ الديمقراطية حول العالم.

اما المنظمة الدولية للأنظمة الإنتخابية فقد تم تأسيسها في عام ١٩٨٧ ومقرها في مدينة واشنطن حيث تقدم المساعدة في الإستعدادات للإنتخابات ومراقبتها لما يزيد عن ٤٥ دولة.

وقد حضرت المنظمتين الى اليمن في شهر يناير ١٩٩٣ونشرتا تقريرا مشتركا حول الإستعدادات لإنتخابات امس وقد تم تنفيذ الكثير من التوصيات التي وردت فيه.

وكان للمنظمة الدولية للأنظمة الإنتخابية فريق داخل صنعاء طوال الشهر الماضي للتعاون مع مسؤلي الإنتخابات داخل اللجنة العليا لتدريب اعضاء اللجان وتقديم المشورة الخاصة بذلك.

وعند الإنتهاء من التدريب بقي الفريق في الجمهورية اليمنية لمراقبة الإنتخابات في ٢٧ ابريل. ونظرا لذلك فقد تم ارفاق بيانهم المشترك الأولي الذي هو ملخص ملحوظاتهم لهذا الحدث التاريخي.

عن جمعية الإصلاح الإنتخابي:

١. مايكل ميدوكروفت
٢. باتريك برادلي
٣. سايمون كلارك

عن المنظمة الدولية للانظمة الإنتخابية:

١. د. رونلد وولف
٢. ليندا ادجورث
٣. جاري ووليت
٤. جلاديس تيسك

The Electoral Reform Society of Great Britain and Ireland Limited
Limited by Guarantee and registered in London No. 958404.
Registered Office: 6 Chancel Street, Blackfriars, London SE1 0UU.

105

الجمهورية اليمنية

الإنتخابات البرلمانية – ٢٧ ابريل ١٩٩٣

بيان مشترك

للمراقبين الدوليين لجمعية الإصلاح الإنتخابي، والمنظمة الدولية للأنظمة الإنتخابية

١. تعتبر الإنتخابات البرلمانية المتبعة لنظام الدوائر ذات حساسية خاصة فيما يتعلق بالمشاكل الإجرائية وغيرها التي قد تحدث حتى في عدد قليل من الدوائر، حيث يتم اختيار اعضاء البرلمان بناء على الأغلبية البسيطة للأصوات. ولم يتسنى المراقبين الدوليين بالطبع زيارات سواء القليل من مراكز لجان الإقتراع التي يربوا عددها على ٧٠٠٠ مركز في ارجاء الجمهورية اليمنية. لذا فان نقاط تعليقنا مبنية على هذه العينة البسيطة ولكن يجب الإشارة الى ان جميع الدلائل التي تلقيناها من مختلف مراكز الإقتراع عبر الجمهورية متوافقة الى حد كبير وانه ليس لدينا اي معلومات توحي بان هذه العينة لاتمثل الواقع.

٢. توجه اليمنيون بحماس واضح للإدلاء بأصواتهم للتعبير عن إختيارهم الحر لمن سيمثلهم في البرلمان في دولة ديمقراطية موحدة. كان إقبال المسجلين للتصويت عاليا جدا وتجاوز ال٩٠٪ في بعض الدوائر. ويشهد تواجد الجموع السعيدة من الرجال خارج مراكز الإقتراع من الصباح الباكر على رغبتهم في الديمقراطية، ومع ذلك فإن تسجيل الناخبات لايزال امامه طريق طويل ويشير التباين في اعداد النساء المسجلات من مركز لاخر الى امكانية تنميته بشكل كبير في انتخابات مستقبلية وكان من الواضح لنا ان النساء كن يشاطرن الرجال في اندفاعهم للتصويت.

٣. قبل أن نتطرق الى اوجه القصور في العملية الإنتخابية نرغب في القول بان الحكم على جودة الإنتخابات لا يعتمد بالضرورة على عدد وطبيعة المخالفات الإجرائية البسيطة داخل قاعات الإقتراع، واذا كان الجو السائد في ذلك اليوم داخل قاعات الإقتراع تعاونيا وايجابيا وما دامت المنافسة الحزبية شديدة ونزيهة فان اوجه القصور الادارية قد لاتؤثر على نزاهة الانتخابات او تشكل فرقا ذا شأن في نتيجتها، ويوحي ما لاحظناه بأن هذه كانت حالة الإنتخابات في اليمن.

٤. تمتحن متطلبات الانتخابات وتجهيزاتها وادارتها بالصورة المطلوبة دولا تزيد مواردها وخبراتها عن تلك الموجودة في اليمن. والقصور في عقد دورات تدريبية مفصلة لاكثر من ٢٠ الف عضو عاملين في لجان الإنتخابات المحلية كان واضحا في الاداء الاداري داخل العديد من مراكز الإقتراع ، ومع ذلك فان اعضاء اللجان اوجدوا حلولا عند الضرورة ، لم تعيق اساسا اجراء الإقتراع خاصة في اطار السلوك التعاوني المساند الذي انتهجه مندوبو المرشحين.

٥. لم يتواجد اعضاء لجان الإنتخابات في بعض المناطق، وكان من الضروري تحويل بعض الأعضاء من بعض المراكز. وقد وجدنا بعض المراكز تسير اعمال الإقتراع بوجود عضو او عضوين فقط ولكن عملية الإقتراع كانت تتم بالصورة المطلوبة.

٦. تم اجراء هذه الإنتخابات تحت ادارة اللجنة العليا للإنتخابات. ويجب تهنئة الحكومة على ما وفرته من سلطات لهذه اللجنة لضمان استقلاليتها، كما يجب تهنئة اللجنة العليا للإنتخابات ايضا على توفيرها العدد الكافي من مراكز الإقتراع لتجنب الضغط على المسئولين قاعات الإقتراع، بيد ان عدم وجود مداخل ومخارج منفصلة في معظم المراكز زاد من صعوبة ادارة ومراقبة عملية التصويت، مما ادى الى عدم الإنتظام الذي اعاق التصويت في بعض المراكز.

٧. ومع ان الانظمة الموضوعة لمساعدة الاميين من الناخبين كانت عملية عموما في نظرنا الا ان الحاجة الى كتابة الاسم بدلا من وضع علامة تجاه اي اسم او رمز قد زاد من مشكلة ضمان السرية، وبينما ان الترتيب داخل مراكز الإقتراع لم يزد من قدرة الناخب على الادلاء بصوته بصورة سرية فلم يشكل ذلك ازعاجا له، اما القرار المتأخر بان على لجان الإنتخابات الإحتفاظ بشهادة التسجيل فقد سبب بعض المشاكل.

٨. تم تجاهل الإجراء التنظيمي الذي حظر حمل وظهور الأسلحة داخل مراكز الإقتراع الى حد كبير الا انه لم يبرز هذا كعامل منع او ضغط سواء على اعضاء لجنة الإقتراع او الناخبين.

٩. بدا لنا ان مندوبي المرشحين كانوا يؤدون اعمالهم بكفائة وبروح ودية وتعاونية حيثما تواجدوا، بيد انه لم يكن لكل مرشح مندوب في كل قاعة كما ان النص التنظيمي الذي يقضي بقيام رئيس الجنة الإنتخابية بإختيار شخص من عامة الناخبين لينوب عن المرشح في حقيقة الامر لم يكن عمليا.

١٠. حد معرفتنا تم نقل صناديق الإقتراع الى مراكز الفرز دون تعرضها لمخاطر امنية، رغم المشاكل الكبيرة التي ترتبت على ذلك. اما عملية الفرز فلا نهاية لها نظرا لوجوب تفريغ الاصوات الى قوائم حصرها، كما انه يؤدي الى مهاترات كلامية حول البطاقات غير الواضحة، الامر الذى قد يسبب مشاكل بين المرشحين المتقاربين في عدد الاصوات

١١. مع بعض الإستثناءات، نرى ان الناخبين في الجمهورية اليمنية تمتعوا بالأدلاء لاختيار ممثليهم للبرلمان بحرية ودون اي ضغط رغم العيوب الانفة الذكر، فنحن نعتقد بنجاح الإنتخابات ونهنئ الجمهورية اليمنية على انتهاجها خطوة هامة نحو الديمقراطية المثلى.

صادر في: ١٩٩٣/٤/٢٩م

الساعة : ٦ مساء

1993 IFES REPORT ON YEMEN POLL WORKER TRAINING

APPENDIX G

YEMEN ELECTION FORMS 1 TO 14

(FORM 10 WAS COMBINED WITH FORM 9)

Republic of Yemen
Supreme Election Committee

FORM #	ONE (1)

DESIGNATION OF CANDIDATE'S REPRESENTATIVES

Rep.'s Regist. Number	Ballot Box No.	Voting Station	Representative's Name	#	Rep.'s Regist. No.	Ballot Box No.	Voting Station	Representative's Name	#

To: Chairman of the Main Committee in Electoral District No. _____

Above is a list of names of the representatives submitted by the candidate to serve at the polling stations in his/her District. I also request that they be authorized to continue to represent me until the ballot boxes are returned to the Principal Committee. I will be responsible for any absences. I will come myself for counting or _____ will come as my alternate.

Name of Candidate _____

Signature of Candidate _____

Date _____

ɔublic of Yemen
ɔreme Election Committee

FORM #	TWO (2)

ɔresentative's Number Per List: _____

:e: _____

Principal Committee _____

District Number _____

Governorate _____

LETTER CONFIRMING CANDIDATE'S REPRESENTATIVE

om Principal Committee to Polling Station - One confirmation letter for each representative.)

Chairman of Polling Station "_____" Box number "_____"

e following named candidate _____ has applied to have

_____ represent him/her at your voting station on

:tion day.

ncipal Committee Chairman Member Member

natures

py to Candidate
py to Principal Committee

ɔote: Candidate is responsible for providing this form to his/her representative
ɔr presentation at the polling station on election day.

Republic of Yemen
Supreme Election Committee

FORM #	THREE (3)

VOTING OPERATIONS COMMENCEMENT REPORT

At 0700 a.m. on ____(date)____, the Election Committee of District No. _____, Station No._____, Ballot Box No. _____ commenced its operations at the site designated by the Supreme Election Committee, under the chairmanship of (Name of Chairman) and members _____, and _____, _____, and in the presence of the candidates or their representatives whose names are listed below.

Names:

Per Article 65 of Election Law 41/1992, at 0700 a.m. prior to commencing voting, the committee opened the ballot box in view of the registered voters, the candidates or their representatives. After all confirmed that the box is empty, the box was locked with its own lock and sealed in front of everyone. The lock opening was sead with red sealing wax and the keys were retained by the Chairman. The opening between the body and the cover of the ballot box was also sealed with adhesive tape and red sealing wax and the end of the adhesive tape was sealed to the ballot box hasp bearing the lock. Those present were informed of the number of voters on the register and the number of ballot papers delivered to the committee, which were shown to them. After all were certain that the polling place was free of any unauthorized personnel, and as soon as the committee had completed the legal procedures mentioned above, the committee chairman announced that voters would begin being received for balloting. Reception of voters began at 0800 a.m.

Candidate's Name	Representative	Signature	Candidate's Name	Representative	Signature
1.			16.		
2.			17.		
3.			18.		
4.			19.		
Etc.			Etc.		

Member	Member	Chairman

Name:
Signature:

112

ıublic of Yemen
ıreme Election Committee

FORM #	FOUR (4)

REPORT ON PERSON PREVENTED FROM VOTING DUE TO INK ON HANDS

ıereas it appeared to Election Committee No. ____ of District No. _____, Station No._____, Ballot Box . _____ in _____ Governorate that the following named voter ____(name)____ who is registered at ____(committee ister no.)____ has traces of ink on his hand, constituting absolute evidence that he has exercised his right to vote at another ımittee, the committee has decided to prevent his voting at this location and to turn him over to the committee responsible for estigating him.

Member Member Chairman

me:

nature:

ndidate's Name	Representative	Signature	Candidate's Name	Representative	Signature
			16.		
			17.		
			18.		
			19.		
			Etc.		

13

Republic of Yemen
Supreme Election Committee

FORM #	FIVE (5)

FORM FOR VOTER WHO HAS LOST HIS REGISTRATION CARD

Voter Name:.....Date of Birth: ..... Place of Birth
Address: ..... Occupation:.....
Type of I.D. .....Family/Personal # of I.D. Card ..... Date of Issue:.....
Where Issued: .....
District #..... Polling Station # ..... Ballot Box # .....

To Chairman of Branch Committee_____:

I wish to inform you that I registered my name in the list of voters in Polling Station #_____ of this District _____ at period specified for registration. I was given a registration certificate, but it has been lost. I therefore request that my name be checked as to whether it is recorded in your register, and that whatever you deem necessary be done toenable me to cast my ballot.

Applicant:
Signature:
Date:

TO BE COMPLETED BY WITNESSES IF THE NAME IS ON THE REGISTER AND IF THE VOTER LACKS AN I.D. CARD

We the undersigned attest that Mr. ....., who has signed the above application is the same person recorded in this committee's register, and that all of the information regarding him recorded in this form is correct. We will bear the responsibility in the event it is not true.

First Witness — Second Witness

Name:
Signature:

TO BE COMPLETED BY COMMITTEE MEMBERS

After comparing the name and the information in the voter's register at (indicate polling site) with the information and name recorded on this form, and in the presence of the candidates/their representatives, none of whom have objected per their signatures on the reverse, the identified person has been given a ballot paper to exercise his right to vote.

Member — Member — Chairman

Name:
Signature:

Candidate's Name	Candidate's Representative	Signature	Comments

ɔublic of Yemen
ɔreme Election Committee

FORM #	SIX (6)

vernorate _____ District No. _____ Station No. _____ Ballot Box # _____

REPORT OF REMOVAL OF CANDIDATE OR REPRESENTATIVE FROM POLLING STATION FOR VIOLATING SECURITY

e to disturbances caused by the candidate or his representative _____(Name)_____ at ballot box no. _____, tion no. _____, district no._____, in the governorate of _____, we, the chairman and members of this ling station decided to remove this person from this station and have assigned _____, who is recorded on registration list for polling station no. _____ to replace him.

	Member	Member	Chairman
me:			
nature:			

ndidates or Their Representatives

Name:	Signature:	16.	Name:	Signature:
Name:	Signature:	17.	Name:	Signature:
Name:	Signature:	18.	Name:	Signature:
Name:	Signature:	19.	Name:	Signature:
		Etc.		

115

Republic of Yemen
Supreme Election Committee

FORM #	SEVEN (7)

Governorate _____ District No. _____ Station No. _____ Ballot Box # _____

REPORT OF ORDER TO ARREST: _____(NAME)_____

On _____(Date)_____, in my capacity as chairman of election committee no. _____ in electoral district no. _____ on the basis of Article 82 of Election Law 41/1992, I have filed this order for the arrest of the aforenamed who is to be turned over to the police for his involvement in the following event: _____

_____

_____

_____

The police are hereby ordered to swiftly implement this order and process the matter on an urgent basis before the Public Prosecutor's office so that the appropriate legal steps may be taken under the Election Law and other applicable laws.

Chairman of the Election Committee

Name:

Signature:

ɔublic of Yemen
ɔreme Election Committee

FORM #	EIGHT (8)

ELECTION CLOSING REPORT

vernorate _____ District No. _____ Station No. _____ Ballot Box # _____

__(hour)__ p.m. on __(date)__, under the chairmanship of _____, Principal Committee Chairman, and his ı fellow members _____, and _____, and in the presence of the following candidates or their resentatives:

_____ _____
_____ _____

chairman of election committee _____ in electoral district _____ announced the conclusion of voting operations pursuant Article 65 of Election Law 41/1992. The Committee has closed and sealed the ballot box opening with red sealing wax, and committee chairman and both members, the candidates, and/or their representatives have affixed their signatures. The ımittee then carefully reviewed its register and election documents, with the following results.

The total registered voters on the register for this polling station no. _____ is __(in digits and writing)__ voters whose registration numbers run from _____ to _____.

The total number of voters who voted at polling station no._____ is __(in digits and writing)__ voters, of whom _ _(in digits and writing)__ submitted their registration certificates, while __(in digits and writing)__ established that their names were recorded on the register using the special form for that purpose. Their names are recorded on the reverse of this report. The number of illiterate voters was _____ based on the number of marks placed by the committee in front of each such name on the register.

The total number of voters who failed to appear and did not vote is __(in digits and writing)__ voters based on the marks place before each one's name. Their number was established when the register was closed.

The number of ballot papers that were given to the voters at this polling station was __(in digits and writing)__ ballots. The total number of unused ballot papers not given to anyone at this station is __(in digits and writing)__ ballots. With this final report, we close the poll.

REVERSE SIDE

nes and registration numbers of voters who established their registration after completing the special form.

ıdidate's Name	Representative	Signature	Candidate's Name	Representative	Signature
			16.		
			17.		
			18.		
			19.		
			Etc.		

ımber Member Chairman
ne:
ıature:

Republic of Yemen
Supreme Election Committee

FORM #	NINE (9)

Governorate: Electoral District No.

REPORT OF BALLOT BOX RECEIPT, INSPECTION, AND TALLY

Committee No._____ Centre No._____ District No._____

At _____ o'clock on __(date)__ in the presence of all committee chairmen and members of the district and all candidates and/or their representatives, under the chairmanship of the district's Principal Committee, the referenced ballot box deliverd by committee no. ____ was received and inspected. Its seals and locks were found to be intack and in full correspondence with its condition as stated in the report signed by the committee and the candidates and/or their representatives when the polling place was closed.

At the same time, the ballot box was opened and tallied in the presence of all those referred to above. The number of ballot papers found in the box was ____, corresponding to the closing report of the committee. Tally of the box yielded the following results for each candidate:

1. Number of voters recorded in the committee register ___(in digits and writing)___.
2. Number of ballots delivered to the committee ___(in digits and writing)___.
3. Number of voters who actually cast their ballots according to the closing report ___(in digits and writing___. Of this number, ___(in digits and writing)___ voters were illiterate, while the remainder wrote out their ballots bya themselves.
4. (1) Number of valid ballots ___(in digits and writing)___.
   (2) Number of invalid ballots ___(in digits and writing)___.
5. Number of ballots received by each candidate from this box:

	Candidate's Name	Number of Ballots			Candidate's Name	Number of Ballots	
		Digits	Written			Digits	Written
1				16			
to				to			
15				30			

After the ballot tallying was completed for this box, those present affixed their signatures. All the valid ballots received by each candidate from the ballot box were collected together in separate stacks, and the invalid ballots were placed into a single stack on which was written "INVALID". These were the results of counting this ballot box.

No	Candidate	Candidate's Representative	Signature
1			
to			
30			

118

Reverse of Form 9

No.	Names of All Committee Members	Capacity	Signature
1			
to			
120			

Principal Committee Members

Name and Signature

Name and Signature

Principal Committee Chairman

Name and Signature

Republic of Yemen
Supreme Election Committee

FORM #	ELEVEN (11)

TALLY SHEET

Polling Station No. ____ Polling Centre No._____ District No. ____ Governorate: _____

Candidate	Votes Received	Total
Name	00000/00000/00000/00000/00000/00000/00000/00000/00000/00000/00000/00000/00000/00000 00000/00000/00000/00000/00000/00000/00000/00000/00000/00000/00000/00000/00000/00000 00000/00000/00000/00000/00000/00000/00000/00000/00000/00000/00000/00000/00000/00000 00000/00000/00000/00000/00000/00000/00000/00000/00000/00000/00000/00000/00000/00000 00000/00000/00000/00000/00000/00000/00000/00000/00000/00000/00000/00000/00000/00000 00000/00000/00000/00000/00000/00000/00000/00000/00000/00000/00000/00000/00000/00000	
Name	00000/00000/00000/00000/00000/00000/00000/00000/00000/00000/00000/00000/00000/00000 00000/00000/00000/00000/00000/00000/00000/00000/00000/00000/00000/00000/00000/00000 00000/00000/00000/00000/00000/00000/00000/00000/00000/00000/00000/00000/00000/00000 00000/00000/00000/00000/00000/00000/00000/00000/00000/00000/00000/00000/00000/00000 00000/00000/00000/00000/00000/00000/00000/00000/00000/00000/00000/00000/00000/00000 00000/00000/00000/00000/00000/00000/00000/00000/00000/00000/00000/00000/00000/00000	
	00000/00000/00000/00000/00000/00000/00000/00000/00000/00000/00000/00000/00000/00000 00000/00000/00000/00000/00000/00000/00000/00000/00000/00000/00000/00000/00000/00000 00000/00000/00000/00000/00000/00000/00000/00000/00000/00000/00000/00000/00000/00000 00000/00000/00000/00000/00000/00000/00000/00000/00000/00000/00000/00000/00000/00000 00000/00000/00000/00000/00000/00000/00000/00000/00000/00000/00000/00000/00000/00000 00000/00000/00000/00000/00000/00000/00000/00000/00000/00000/00000/00000/00000/00000	
	00000/00000/00000/00000/00000/00000/00000/00000/00000/00000/00000/00000/00000/00000 00000/00000/00000/00000/00000/00000/00000/00000/00000/00000/00000/00000/00000/00000 00000/00000/00000/00000/00000/00000/00000/00000/00000/00000/00000/00000/00000/00000 00000/00000/00000/00000/00000/00000/00000/00000/00000/00000/00000/00000/00000/00000 00000/00000/00000/00000/00000/00000/00000/00000/00000/00000/00000/00000/00000/00000 00000/00000/00000/00000/00000/00000/00000/00000/00000/00000/00000/00000/00000/00000	
	00000/00000/00000/00000/00000/00000/00000/00000/00000/00000/00000/00000/00000/00000 00000/00000/00000/00000/00000/00000/00000/00000/00000/00000/00000/00000/00000/00000 00000/00000/00000/00000/00000/00000/00000/00000/00000/00000/00000/00000/00000/00000 00000/00000/00000/00000/00000/00000/00000/00000/00000/00000/00000/00000/00000/00000 00000/00000/00000/00000/00000/00000/00000/00000/00000/00000/00000/00000/00000/00000 00000/00000/00000/00000/00000/00000/00000/00000/00000/00000/00000/00000/00000/00000	

REVERSE OF FORM ELEVEN (11)

No	Candidate	Candidate's Representative	Signature
1			
to			
13			

No.	Names of All Committee Members	Capacity	Signature
1			
to			
129			

Principal Committee Members

Name and Signature

Name and Signature

Principal Committee Chairman

Name and Signature

Republic of Yemen
Supreme Election Committee

FORM #	TWELVE (12)

CUMULATIVE LIST OF VALID BALLOTS RECEIVED BY EACH CANDIDATE AT INDICATED BALLOT BOXES AT POLLING CENTER ( ) OF ELECTORAL DISTRICT ( ) IN THE GOVERNORATE OF _____

No.	Name of Candidate	1	2	3	4 to 14	Total	Remarks
1							
to							
43							
Total Valid Ballots							
Total Rejected Ballots							

Total number of ballots for this center: _____

REVERSE OF FORM TWELVE (12)

No	Candidate	Candidate's Representative	Signature
1			
to			
43			

No.	Names of All Committee Members	Capacity	Signature
1			
to			
129			

Principal Committee Members

1. Name and Signature
2. Name and Signature

Principal Committee Chairman

Name and Signature

122

ublic of Yemen
reme Election Committee

FORM #	THIRTEEN (13)

CUMULATIVE LIST OF VALID BALLOTS RECEIVED BY EACH CANDIDATE AT BALLOT BOXES OF NDICATED POLLING CENTERS OF ELECTORAL DISTRICT ( ) IN THE GOVERNORATE OF _____

No.	Name of Candidate	A	B	C	D to O	Total	Remarks
1							
to							
43							
otal Valid Ballots							
otal Rejected Ballots							

otal number of ballots for all boxes of all centers of this district: _____

REVERSE OF FORM THIRTEEN (13)

No	Candidate	Candidate's Representative	Signature
1			
o			
48			

No.	Names of All Committee Members	Capacity	Signature
1			
to			
144			

Principal Committee Members

Name and Signature

Name and Signature

Principal Committee Chairman

Name and Signature

123

Republic of Yemen
Supreme Election Committee

FORM #	FOURTEEN (14)

REPORT SUBMITTED TO THE SUPREME ELECTION COMMITTEE BY THE PRINCIPAL AND BRANCH COMMITTEES REGARDING ELECTION RESULTS IN ELECTORAL DISTRICT ( ) OF _____ GOVERNORATE

To: SEC Chairman

The Principal and Branch Committees of electoral district ( ) of _____ Governorate are pleased to submit the following report of the results of ballot counting in all committees of the polling centers of this district.

1. The election committees of the district undertook the count of each ballot box separately pursuant to the guidelines of Election Law 41/1992, its implementing bylaws, the instructions contained in the Election Guide published by the SEC, and the instructions on the forms prepared for this purpose. The counting took place at the Principal Committee center under tthe supervision of the Tally Committee chaired by the chairman of the Principal Committee, including the two other Principal Committee members and the chairmen and members of the Branch Committees whose names follow:

   (Names to be listed here)

   and in the presence of the candidates and/or their representatives whose names follow:

   (Names to be listed here)

2. Counting ended at ( ) o'clock on (date). The Principal Committee then tallied and reviewed the election results on the basis of the tally reports and lists for the boxes of all election centers in the district. The results of the count and the review were as follows:

   A. Number of voters recorded in the District's voting register:

   B. Number of voters who voted: ( ), of whom ( ) presented voting certificates, and ( ) who completed the forms for establishing their identity. The number of illiterate voters was ( ).

   C. The number of voters who failed to appear and therefore did not vote was ( ).

   D. The number of valid votes based on counting the ballots of all the district's boxes was ( ).

   E. The number of votes the committee agreed were legally invalid were ( ).

   F. The results of the count for the candidates follow:

#	Candidate	Valid Ballots Received	#	Candidate	Valid Ballots Received
1			14		
to			to		
13			26		

The total number of ballots received by each candidate corresponds to the results listed in the foregoing reports and lists, and on that basis the winning candidate in this district is Mr. _____, having received ( ) votes. All of the election documents, including the registers, the reports, used and unused ballots, the registration certificates, and the tally sheets, have been placed inside the ballot boxes. The ballot boxes have been locked, and all of their openings have been sealed with red sealing wax. They are indicated on the attached documents summary report. The Principal and Branch Committees of the district hopes that it has carried out the tasks entrusted to properly.

(Names, titles, and signatures of all committee members)

بسم الله الرحمن الرحيم

نموذج رقم (٣)

المحافظة ( )
الدائرة الانتخابية رقم ( )
المركز الانتخابي ( )
اللجنة رقم ( )

الجمهورية اليمنية
اللجنة العليا للانتخابات

«محضر مباشرة عملية الانتخاب»

في الساعة السابعة من صباح يوم _____ بتاريخ / / ١٤١٣هـ الموافق / / ١٩٩٣م باشرت اللجنة الانتخابية رقم ( ) بالمركز الانتخابي ( ) التابع للدائرة الانتخابية رقم ( ) عملها في المقر المحدد من قبل اللجنة العليا.
وذلك برئاسة الاخ /_____ رئيس اللجنة
وعضوية كل من الاخ /_____ عضو اللجنة والاخ /_____ عضو اللجنة وبحضور المرشحين / مندوبي المرشحين وهم :

وعملاً باحكام المادة (٦٥) من القانون رقم (٤١) لسنة ٩٢ م بشان الانتخابات العامة ، قامت اللجنة في الساعة السابعة قبل الشروع في عملية الانتخاب بفتح صندوق الانتخاب امام الناخبين والمرشحين / مندوبي المرشحين.
وبعد ان تاكد الجميع من خلو صندوق الانتخاب من اية اوراق قامت اللجنة باغلاق الصندوق امام الجميع وإقفاله بالقفل الخاص به وختم فتحة قفله بالشمع الاحمر والاحتفاظ بالمفاتيح لدى رئيس اللجنة والقيام ايضاً بسد الفتح مابين غطاء الصندوق وجسم الصندوق بالورق اللاصق وتشميع نهاية الورق اللاصق بالقطعة المعدنية الحاملة لقفل الصندوق بالشمع الاحمر والايضاح للمرشحين / مندوبي المرشحين، عن عدد المقيدين بجدول اللجنة وعدد اوراق الانتخابات المسلمة للجنة وإطلاعهم على ذلك . وبعد تاكد الجميع من خلو مقر اللجنة من الاشخاص الذين لايجوز لهم دخول القاعة، وفور انتهاء اللجنة من تنفيذ الاجراءات القانونية السالفة الذكر اعلن رئيس اللجنة بدء استقبال الناخبين للإقتراع وتم استقبالهم ابتداء من الساعة الثامنة من صباح نفس اليوم.

م	اسم المرشح	اسم مندوب المرشح	التوقيع	م	اسم المرشح	اسم مندوب المرشح	التوقيع
١				١٦			
٢				١٧			
٣				١٨			
٤				١٩			
٥				٢٠			
٦				٢١			
٧				٢٢			
٨				٢٣			
٩				٢٤			
١٠				٢٥			
١١				٢٦			
١٢				٢٧			
١٣				٢٨			
١٤				٢٩			
١٥				٣٠			

عضو اللجنة
الاسم : .....
التوقيع : .....

عضو اللجنة
الاسم : .....
التوقيع : .....

رئيس اللجنة
الاسم : .....
التوقيع : .....

الختم

BEST AVAILABLE COPY

125

بسم الله الرحمن الرحيم

نموذج رقم «٤»

الجمهورية اليمنية
اللجنة العليا للانتخابات

المحافظة : .....
الدائرة الانتخابية رقم : .....
المركز الانتخابي : .....
اللجنة رقم : .....

محضر حرمان شخص من الانتخاب لوجود حبر بيده

حيث تبين لدى اللجنة رقم « » بالمركز الانتخابي رقم « » بالدائرة الانتخابية رقم : « » بمحافظة ..... ان الناخب ..... المسجل بجدول اللجنة برقم « » توجد بيده آثار حبر مما يدل دلالة قاطعة على انه قد مارس حقه الانتخابي في لجنة اخرى..

فقد قررت اللجنة منعه من الانتخاب لديها واحالته للجهة المختصة للتحقيق معه.

والله ولي التوفيق

عضو اللجنة :	عضو اللجنة :	رئيس اللجنة :
الاسم :	الاسم :	الاسم : .....
التوقيع :	التوقيع :	التوقيع : .....

الختم

م	اسم المرشح	اسم مندوب المرشح	التوقيع	م	اسم المرشح	اسم مندوب المرشح	التوقيع
١				١٦			
٢				١٧			
٣				١٨			
٤				١٩			
٥				٢٠			
٦				٢١			
٧				٢٢			
٨				٢٣			
٩				٢٤			
١٠				٢٥			
١١				٢٦			
١٢				٢٧			
١٣				٢٨			
١٤				٢٩			
١٥				٣٠			

BEST AVAILABLE COPY

126

بسم الله الرحمن الرحيم

نموذج رقم «٥»

الجمهورية اليمنية
اللجنة العليا للانتخابات
الدائرة الانتخابية رقم ( )
محافظة _____

المركز الانتخابي : _____
اللجنة رقم : _____

استمارة اثبات قيد من ادعى فقدان شهادة قيده في جدول الناخبين

الاسم رباعياً : _____ تاريخ الميلاد : / /
محل الميلاد : _____ محل الاقامة : _____ المهنة : _____
رقم بطاقة اثبات الشخصية : « » نوعها «شخصية – عائلية» _____
جهة اصدارها : _____ تاريخ الاصدار : / /

الاخ / رئيس اللجنة رقم « » بالمركز الانتخابي « » بالدائرة الانتخابية رقم « » لاستقبال الناخبين للاقتراع المحترم

بعد التحية :

اود الاحاطة بانه سبق ان قمت بقيد اسمي في جداول الناخبين بالمركز الانتخابي « » من هذه الدائرة خلال المدة المحددة للقيد والتسجيل، وقد منحتني اللجنة المختصة بالمركز شهادة اثبات قيد في حينه .. الا ان هذه الشهادة قد ظلت مني.

وعليه ارجو التاكد من قيد اسمي في الجدول الذي لديكم والتاكد أيضاً من كلما ترون لاتمكن من الادلاء بصوتي.. ولكم الشكر..

مقدم الطلب : _____
التوقيع : _____
التاريخ : _____

في حالة التأكد من قيد الاسم في الجدول وكذا في حالة عدم وجود بطاقة اثبات الشخصية تملأ هذه البيانات من قبل المعرفين

نحن الموقعين ادناه نؤكد بان الاخ / _____ الموقع على الطلب اعلاه هو نفسه المقيد بجدول قيد الناخبين في هذه اللجنة وجميع بياناته المدونة في الاستمارة صحيحة ونتحمل مسئولية عدم صحة ذلك..

وشكراً

المعرف الاول	المعرف الثاني
الاسم : _____	الاسم : _____
التوقيع : _____	التوقيع : _____

تملأ هذه البيانات من قبل اللجنة

بعد المطابقة بين الاسم والبيانات المثبتة في جدول الناخبين رقم ( ) بالمركز ( ) وبين الاسم والبيانات المدونة في الاستمارة وبحضور : المرشحين/ مندوبي المرشحين . وعدم اعتراض اي منهم على صحة التعريف والمثبتة توقيعاتهم خلف هذه الاستمارة فقد تم منح المعرف به بطاقة الاقتراع لممارسة حقه الانتخابي .

عضو اللجنة :	عضو اللجنة :	رئيس اللجنة :
الاسم : _____	الاسم : _____	الاسم : _____
التوقيع : _____	التوقيع : _____	التوقيع : _____

الختم

127

الجمهورية اليمنية
اللجنة العليا للانتخابات

بسم الله الرحمن الرحيم

نموذج رقم «٦»
المحافظة : .....
الدائرة الانتخابية رقم : .....
المركز الانتخابي : .....
اللجنة رقم : .....

محضر اخراج مرشح او مندوب مرشح من قاعة الانتخابات لاخلاله بالامن

نظراً لما احدثه المرشح / مندوب المرشح :..... من اخلال بالامن بقاعة الانتخابات باللجنة رقم « » التابعة للمركز الانتخابي « » بالدائرة الانتخابية رقم « » بمحافظة : .....

فقد قررنا نحن رئيس واعضاء اللجنة اخراجه من قاعة الانتخابات باللجنة واختيار الاخ /..... المسجل في جدول الناخبين باللجنة برقم « » بدلاً عنه.

والله الموفق

عضو اللجنة :	عضو اللجنة :	رئيس اللجنة :
الاسم :	الاسم :	الاسم : .....
التوقيع :	التوقيع :	التوقيع : .....

الختم

المرشحون او مندوبيهم :

١ - الاسم: ..... التوقيع : .....
٢ - الاسم: ..... التوقيع : .....
٣ - الاسم: ..... التوقيع : .....
٤ - الاسم: ..... التوقيع : .....
٥ - الاسم: ..... التوقيع : .....
٦ - الاسم: ..... التوقيع : .....
٧ - الاسم: ..... التوقيع : .....
٨ - الاسم: ..... التوقيع : .....
٩ - الاسم: ..... التوقيع : .....
١٠ - الاسم: ..... التوقيع : .....
١١ - الاسم: ..... التوقيع : .....
١٢ - الاسم: ..... التوقيع : .....
١٣ - الاسم: ..... التوقيع : .....
١٤ - الاسم: ..... التوقيع : .....
١٥ - الاسم: ..... التوقيع : .....
١٦ - الاسم: ..... التوقيع : .....
١٧ - الاسم: ..... التوقيع : .....
١٨ - الاسم: ..... التوقيع : .....
١٩ - الاسم: ..... التوقيع : .....
٢٠ - الاسم: ..... التوقيع : .....
٢١ - الاسم: ..... التوقيع : .....
٢٢ - الاسم: ..... التوقيع : .....
٢٣ - الاسم: ..... التوقيع : .....
٢٤ - الاسم: ..... التوقيع : .....
٢٥ - الاسم: ..... التوقيع : .....
٢٦ - الاسم: ..... التوقيع : .....
٢٧ - الاسم: ..... التوقيع : .....
٢٨ - الاسم: ..... التوقيع : .....
٢٩ - الاسم: ..... التوقيع : .....
٣٠ - الاسم: ..... التوقيع : .....

الجمهورية اليمنية
اللجنة العليا للإنتخابات

بسم الله الرحمن الرحيم

نموذج رقم (٧)
المحافظة .....
الدائرة الانتخابية رقم : .....
المركز الانتخابي : .....
اللجنة رقم: .....

محضر أمر للقبض على / _____

انه في يوم ..... تاريخ / / ١٩٩٣م حررت هذا الأمر بصفتي رئيساً للجنة الانتخاب رقم ..... في الدائرة الانتخابية رقم ( ) واستناداً الى المادة (٨٢) من قانون الانتخابات العامة رقم (٤١) لسنة ٩٢ قررنا بموجب ذلك الأمر بالقبض عليه وتسليمه الى رجال الشرطة وذلك لاقترافه واقعة .....

وعلى رجال الشرطة سرعة تنفيذ الأمر ورفع الموضوع بصفة مستعجلة الى النيابة العامة لاتخاذ الاجراءات القانونية طبقاً لقانون الانتخابات والقوانين العامة النافذة.

رئيس لجنة الانتخابات

الاسم : .....

التوقيع : .....

بسم الله الرحمن الرحيم

نموذج رقم (٨٠)

الجمهورية اليمنية
اللجنة العليا للإنتخابات

المحافظة : .....
الدائرة الانتخابية رقم : .....
المركز الانتخابي : .....
اللجنة الانتخابية رقم : .....

محضر ختام عملية الانتخاب

في الساعة ..... من مساء يوم ..... تاريخ / / ١٤١٣هـ الموافق / / ١٩٩٣م
وبرئاسة الأخ ..... رئيس اللجنة الأصلية
وعضوية كل من الأخ ..... عضو اللجنة والأخ ..... عضو اللجنة
وبحضور المرشحين / مندوبي المرشحين وهم :

.....
.....
.....
.....
.....
.....
.....
.....
.....
.....

أعلن رئيس اللجنة الإنتخابية رقم ( ) بالمركز الإنتخابي ( ) في الدائرة الانتخابية رقم ( ) ختام عملية الإنتخاب . وفقاً لنص المادة (٦٥) من القانون رقم (٤١) لسنة ١٩٩٢م بشأن الإنتخابات العامة، وقامت اللجنة بإحكام إغلاق فتحة الصندوق بالشمع الأحمر ، ووقع على الإغلاق رئيس اللجنة وعضواها والمرشحون / مندوبوا المرشحون، بعد ذلك قامت اللجنة بمراجعة دقيقة لجدول ووثائق الإنتخاب الخاصة بهذه اللجنة وقد اسفرت عملية المراجعة عن النتائج التالية:

أولاً : العدد الاجمالي للمسجلين في جدول قيد اسماء الناخبين بهذه اللجنة ( ) ..... ناخباً [رقماً وكتابة] مقيدين بالجدول من رقم ( ) الى رقم ( )

ثانياً : بلغ عدد الناخبين الذين ادلوا باصواتهم في صندوق الإنتخاب ( ) ..... ناخباً [رقماً وكتابة] سلموا شهادات القيد، والبقية وعددهم ( ) ..... ناخباً [رقماً وكتابة] اثبتوا قيد اسمائهم في جدول قيد اسماء الناخبين لدى اللجنة من خلال استمارات اثبات القيد الخاصة بذلك الموضحة اسمائهم خلف هذا، كما ان عدد الأميين من هؤلاء ( ) ..... وذلك طبقاً للتاشير من اللجنة أمام اسم كل منهم في الجدول المذكور.

ثالثاً : بلغ عدد الناخبين الذين غابوا ولم يدلوا باصواتهم (.....) ..... ناخباً [رقماً وكتابة] طبقاً للتاشير من اللجنة امام اسم كل منهم وفي ختام الجدول تم تبيين عددهم.

رابعاً : بلغ عدد اوراق الانتخاب التي منحتها اللجنة للناخبين الذين ادلوا باصواتهم (.....) ..... ورقة انتخاب [رقماً وكتابة] .

بينما بلغ عدد اوراق الانتخاب المتبقية لدى اللجنة والتي لم تمنحها لأحد (.....) ..... [رقماً وكتابة] ورقة انتخاب وبهذا تم اقفال المحضر في الساعة .....

■ والله الموفق ■

130

الجمهورية اليمنية
اللجنة العليا للانتخابات

نموذج رقم (٩)
المحافظة /
الدائرة الانتخابية رقم (

محضر استلام وفحص وفرز صندوق اللجنة الإنتخابية رقم ( ) التابع للمركز الانتخابي ( ) في الدائرة الانتخابية رقم ( )

في الساعة ..... من ..... يوم ..... تاريخ / / ١٤١٣هـ الموافق / / ١٩٩٣م وبحضور جميع رؤساء واعضاء اللجان في الدائرة الانتخابية وكذا بحضور جميع المرشحين/ مندوبي المرشحين. تم برئاسة رئيس اللجنة الاصلية بالدائرة استلام وفحص الصندوق المشار اليه المسلم من اللجنة رقم ( ) والتاكد من سلامة ختم فتحاته وختم قفله والتطابق التام لحالته مع المحضر الموقع من اللجنة والمرشحين / مندوبي المرشحين. عند اختتام عملية الانتخابات في اللجنة المذكورة..

كما تم في ذات الوقت مباشرة فتح الصندوق وفرزه بحضور الجميع المشار اليهم اعلاه وكان عدد الاوراق الانتخابية التي وجدت في هذا الصندوق ( ) ورقة.

وهذا العدد متطابق مع محضر اختتام عملية الانتخابات في اللجنة وقد أسفرت عملية الفرز للصندوق على النتائج التالية لكل مرشح وذلك فيما يلي :

اولاً : عدد الناخبين المسجلين في الجدول الخاص باللجنة المذكورة (.....) ..... ناخبا [رقماً وكتابة].

ثانياً : عدد بطاقات الاقتراع المسلمة للجنة (.....) ..... بطاقة [رقماً وكتابة].

ثالثاً : عدد الناخبين الذين ادلوا باصواتهم طبقاً لمحضر اختتام عملية الانتخاب (.....) ..... ناخبا [رقماً وكتابة] . منهم عدد (.....) ..... ناخباً [رقماً وكتابة] امياً والبقية كتبوا اصواتهم بانفسهم.

رابعاً : (١) عدد الاصوات الصحيحة للناخبين (.....) ..... صوتاً [رقماً وكتابة].

(٢) عدد الاصوات الباطلة ممن مارس الاقتراع (.....) ..... صوتاً [رقماً وكتابة].

خامساً : عدد الاصوات التي حصل عليها كل مرشح في هذا الصندوق هي فيما يلي :

م	اسم المرشح رباعياً	عدد الأصوات		م	اسم المرشح رباعياً	عدد الأصوات	
		رقماً	كتابة			رقماً	كتابة
١				١٦			
٢				١٧			
٣				١٨			
٤				١٩			
٥				٢٠			
٦				٢١			
٧				٢٢			
٨				٢٣			
٩				٢٤			
١٠				٢٥			
١١				٢٦			
١٢				٢٧			
١٣				٢٨			
١٤				٢٩			
١٥				٣٠			

وبعد الإنتهاء من عملية فرز الأصوات الحاصل عليها كل مرشح في هذا الصندوق ، وقع الحاضرون على ذلك .

وقد جمعت اوراق الأصوات الصحيحة التي حصل عليها كل مرشح في هذا الصندوق على حده وبشكل رزم

كما جمعت الأوراق الباطلة منه في رزمة واحدة كتب عليها (باطلة)

تلك هي نتيجة فرز الأصوات لهذا الصندوق ..

والله الموفق

م	اسم المرشح	اسم مندوب المرشح	التوقيع	م	اسم المرشح	اسم مندوب المرشح	التوقيع
١				١٦			
٢				١٧			
٣				١٨			
٤				١٩			
٥				٢٠			
٦				٢١			
٧				٢٢			
٨				٢٣			
٩				٢٤			
١٠				٢٥			
١١				٢٦			
١٢				٢٧			
١٣				٢٨			
١٤				٢٩			
١٥				٣٠			

الجمهورية اليمنية
اللجنة العليا للانتخابات
اللجنة الانتخابية رقم ( )
المنطقة : .....

المركز الانت
اللجـــ

كشف تفريغ اصوات الناخبين التي حصل عليها كل مرشح في صندوق الاقتراع الخاص باللجنة الانتخابية رقم ( ) من المركز الانتخابي ( ) بهذه الدائرة

اسم المرشح	الاصوات التي حصل عليها									
اسم المرشح										
اسم المرشح										
اسم المرشح										
اسم المرشح										
اسم المرشح										

132

اسماء المرشحين أو مندوبيهم وتوقيعاتهم

م	اسم المرشح	مندوب المرشح	التوقيع
١			
٢			
٣			
٤			
٥			
٦			
٧			
٨			
٩			
١٠			
١١			
١٢			
١٣			
١٤			
١٥			
١٦			
١٧			
١٨			
١٩			
٢٠			
٢١			
٢٢			
٢٣			
٢٤			
٢٥			
٢٦			
٢٧			
٢٨			
٢٩			
٣٠			
٣١			
٣٢			
٣٣			
٣٤			
٣٥			
٣٦			
٣٧			
٣٨			
٣٩			
٤٠			
٤١			
٤٢			
٤٣			

اسماء رؤساء واعضاء اللجان وتوقيعاتهم

م	الاسم	الصفة	التوقيع	م	الاسم	الصفة	التوقيع	م	الاسم	الصفة	التوقيع
١				٤٤				٨٧			
٢				٤٥				٨٨			
٣				٤٦				٨٩			
٤				٤٧				٩٠			
٥				٤٨				٩١			
٦				٤٩				٩٢			
٧				٥٠				٩٣			
٨				٥١				٩٤			
٩				٥٢				٩٥			
١٠				٥٣				٩٦			
١١				٥٤				٩٧			
١٢				٥٥				٩٨			
١٣				٥٦				٩٩			
١٤				٥٧				١٠٠			
١٥				٥٨				١٠١			
١٦				٥٩				١٠٢			
١٧				٦٠				١٠٣			
١٨				٦١				١٠٤			
١٩				٦٢				١٠٥			
٢٠				٦٣				١٠٦			
٢١				٦٤				١٠٧			
٢٢				٦٥				١٠٨			
٢٣				٦٦				١٠٩			
٢٤				٦٧				١١٠			
٢٥				٦٨				١١١			
٢٦				٦٩				١١٢			
٢٧				٧٠				١١٣			
٢٨				٧١				١١٤			
٢٩				٧٢				١١٥			
٣٠				٧٣				١١٦			
٣١				٧٤				١١٧			
٣٢				٧٥				١١٨			
٣٣				٧٦				١١٩			
٣٤				٧٧				١٢٠			
٣٥				٧٨				١٢١			
٣٦				٧٩				١٢٢			
٣٧				٨٠				١٢٣			
٣٨				٨١				١٢٤			
٣٩				٨٢				١٢٥			
٤٠				٨٣				١٢٦			
٤١				٨٤				١٢٧			
٤٢				٨٥				١٢٨			
٤٣				٨٦				١٢٩			

عضو اللجنة الاصلية
الاسم : _____

عضو اللجنة الاصلية
الاسم : _____

رئيس اللجنة الاصلية
الاسم : _____

BEST AVAILABLE COPY

اسماء المرشحين أو مندوبيهم وتوقيعاتهم

م	اسم المرشح	مندوب المرشح	التوقيع
١			
٢			
٣			
٤			
٥			
٦			
٧			
٨			
٩			
١٠			
١١			
١٢			
١٣			
١٤			
١٥			
١٦			
١٧			
١٨			
١٩			
٢٠			
٢١			
٢٢			
٢٣			
٢٤			
٢٥			
٢٦			
٢٧			
٢٨			
٢٩			
٣٠			
٣١			
٣٢			
٣٣			
٣٤			
٣٥			
٣٦			
٣٧			
٣٨			
٣٩			
٤٠			
٤١			
٤٢			
٤٣			
٤٤			
٤٥			
٤٦			
٤٧			
٤٨			

اسماء رؤساء واعضاء اللجان وتوقيعاتهم

م	الاسم	الصفة	التوقيع	م	الاسم	الصفة	التوقيع	م	الاسم	الصفة	التوقيع
١				٤٩				٩٧			
٢				٥٠				٩٨			
٣				٥١				٩٩			
٤				٥٢				١٠٠			
٥				٥٣				١٠١			
٦				٥٤				١٠٢			
٧				٥٥				١٠٣			
٨				٥٦				١٠٤			
٩				٥٧				١٠٥			
١٠				٥٨				١٠٦			
١١				٥٩				١٠٧			
١٢				٦٠				١٠٨			
١٣				٦١				١٠٩			
١٤				٦٢				١١٠			
١٥				٦٣				١١١			
١٦				٦٤				١١٢			
١٧				٦٥				١١٣			
١٨				٦٦				١١٤			
١٩				٦٧				١١٥			
٢٠				٦٨				١١٦			
٢١				٦٩				١١٧			
٢٢				٧٠				١١٨			
٢٣				٧١				١١٩			
٢٤				٧٢				١٢٠			
٢٥				٧٣				١٢١			
٢٦				٧٤				١٢٢			
٢٧				٧٥				١٢٣			
٢٨				٧٦				١٢٤			
٢٩				٧٧				١٢٥			
٣٠				٧٨				١٢٦			
٣١				٧٩				١٢٧			
٣٢				٨٠				١٢٨			
٣٣				٨١				١٢٩			
٣٤				٨٢				١٣٠			
٣٥				٨٣				١٣١			
٣٦				٨٤				١٣٢			
٣٧				٨٥				١٣٣			
٣٨				٨٦				١٣٤			
٣٩				٨٧				١٣٥			
٤٠				٨٨				١٣٦			
٤١				٨٩				١٣٧			
٤٢				٩٠				١٣٨			
٤٣				٩١				١٣٩			
٤٤				٩٢				١٤٠			
٤٥				٩٣				١٤١			
٤٦				٩٤				١٤٢			
٤٧				٩٥				١٤٣			
٤٨				٩٦				١٤٤			

عضو اللجنة الأصلية

الاسم : _____

التوقيع : _____

عضو اللجنة الأصلية

الاسم : _____

التوقيع : _____

رئيس اللجنة الأصلية

الاسم : _____

التوقيع : _____

الجمهورية اليمنية
اللجنة العليا للانتخابات

بسم الله الرحمن الرحيم

نموذج رقم (١٤)
الرقم :
التاريخ / / ١٤١٣هـ
الموافق / / ١٩٩٣م

تقرير مرفوع الى اللجنة العليا للانتخابات من اللجنة الاصلية واللجان الفرعية بنتيجة الانتخاب في الدائرة الانتخابية رقم ( ) بمحافظة : _____

الاخ رئيس اللجنة العليا للانتخابات المحترم
تحية طيبة وبعد : -
يسر اللجنة الاصلية واللجان الفرعية بالدائرة الانتخابية رقم ( ) بمحافظة : _____ ان ترفق اليكم تقريراً عن نتائج فرز صناديق الانتخاب في كافة لجان مراكز الانتخاب التابعة للدائرة وذلك على النحو التالي : -
اولاً : قامت لجان الانتخاب بالدائرة بعملية فرز كل صندوق من صناديق الانتخاب على حده وفقاً للاسس والضوابط الواردة في القانون رقم (٤١) لسنة ١٩٩٢م.. بشان الانتخابات العامة والنظام الداخلي لتنفيذ احكام القانون المذكور.
وفي ضوء التعليمات المبينة في الدليل الانتخابي الصادر من اللجنة العليا وطبقاً للنماذج المحددة بشان ذلك.
وقد تمت عملية الفرز في مقر اللجنة الاصلية وذلك من قبل لجنة الفرز برئاسة الاخ رئيس اللجنة الاصلية..
وعضوية الاخوة / عضوا اللجنة الاصلية ورؤساء واعضاء اللجان الفرعية التالية اسماؤهم :

وبحضور الاخوة (المرشحين / مندوبي المرشحين) التالية اسماؤهم :

ثانياً : انتهت عملية الفرز في الساعة ( ) من _____ يوم _____ بتاريخ / / ١٤١٣هـ الموافق / / ١٩٩٣م ثم قامت بتجميع ومراجعة نتائج الفرز من واقع محاضر وكشوفات فرز صناديق لجان مراكز الانتخاب بالدائرة.
وقد اسفرت عملية الفرز والمراجعة على النحو التالي :-
ا) عدد الناخبين المسجلين بجداول قيد الناخبين بالدائرة ( ) _____ ناخباً
ب) عدد الذين ادلوا باصواتهم في صناديق الانتخاب بالدائرة ( ) _____ ناخباً منهم من اوصلوا شهادات القيد وعددهم ( ) _____ ناخباً ومنهم من اوصلوا استمارة اثبات قيد وتم التعريف بهم وعددهم ( ) _____ ناخباً . كما ان الأميين عددهم ( ) ... ناخباً
جـ) عدد الذين تغيبوا ولم يدلوا باصواتهم بالدائرة ( ) _____ ناخباً
د) عدد الاصوات الصحيحة وذلك من واقع عملية فرز الصناديق بالدائرة ( ) _____ ناخباً
هـ) عدد الاصوات التي اقرت اللجنة بطلانها من الناحية القانونية ( ) _____ صوتاً
و) وحصل كل الاصوات الصحيحة التالية :-

BEST AVAILABLE COPY

م	اسم المرشح رباعياً	عدد الاصوات الصحيحة التي حصل عليها في الدائرة	م	اسم المرشح رباعياً	عدد الاصوات الصحيحة التي حصل عليها في الدائرة
١			٢		
٣			٤		
٥			٦		
٧			٨		
٩			١٠		
١١			١٢		
١٣			١٤		
١٥			١٦		
١٧			١٨		
١٩			٢٠		
٢١			٢٢		
٢٣			٢٤		
٢٥			٢٦		

وقد جاء اجمالي الاصوات التي حصل عليها كل مرشح مطابقة لما ورد بالمحاضر والكشوفات السابقة.. وبهذا فان المرشح الفائز بهذه الدائرة الاخ/ _____ الذي حصل على ( ) _____ صوتاً وتم وضع جميع الوثائق الانتخابية من جداول ومحاضر واوراق انتخاب مستخدمة ومرجوعة وشهادات قيد وكشوفات تفريغ، بداخل « صناديق، وقد تم اغلاقها وسد فتحاتها وفتحات اقفالها بالشمع الاحمر وهي موضحة بخلاصات جمع الوثائق المرفقة بهذا .

وبذلك ترجو اللجنة الاصلية واللجان الفرعية بالدائرة ان تكون قد وفقت في اداء المهام الموكلة اليها وبالصورة المطلوبة .

وفق الله الجميع لما فيه الصالح العام، وبما يعود بالنفع والخير لشعبنا وبلادنا .

م	رؤساء واعضاء اللجان	الصفة	التوقيع

1993 IFES REPORT ON YEMEN POLLWORKER TRAINING

APPENDIX H

REPORT ON COMMODITIES COMPONENT OF IFES PROJECT

COMMODITIES PROCUREMENT

The initial discussions between IFES and USAID Yemen regarding material support to the Yemen elections included the proposed procurement of ballot boxes and voting screens as well as ballot box seals. In February and March, IFES provided specifications and cost and shipping information on several models of U.S.-manufactured ballot boxes and voting screens to USAID Yemen, which USAID then shared with the Supreme Elections Committee (SEC). First for the ballot boxes and then for the voting screens, the SEC expressed a preference to have these items manufactured locally. USAID Yemen agreed to finance the local construction of the boxes and screens. Except for consultations on the design of both the boxes and the screens and some informal oversight of their construction and storage, IFES' involvement with the procurement of these two items ended with USAID's decision to finance local procurement.

The third election commodity which IFES had proposed to procure for the SEC, with USAID funding, was ballot box seals. These seals, made of metal and plastic, are designed to be more secure than padlocks or other traditional methods of locking a ballot box. They are small, inexpensive, and require no key. The plastic body of the seal is marked with a serial number. The seals, once closed, can only be opened by breaking the metal wire. Thus, rather than preventing tampering of the ballot box by presenting an unopenable barrier, the seals deter tampering by ensuring that any tampering is easily detectable. Each seal's serial number can be noted by officials and observers when the box is sealed, and may be noted again to assure it is the same seal when the box is opened.

As specified in the PIO/T, IFES chose a seal type that was most appropriate to the needs in Yemen and obtained bids from the two U.S. manufacturers of this type of seal. The supplier which submitted the lower bid, E.J. Brooks Co. of Newark, New Jersey, was selected. Soon after the IFES project budget was approved by A.I.D., IFES placed an order for 24,000 seals with E.J. Brooks, in mid-March, for delivery in San'a on or before April 15.

After the arrival of Project Manager Ron Wolfe in Yemen at the end of March, IFES/Washington was informed through Ron that the election supplies distribution schedule in Yemen had been moved up, so that the ballot box seals must be delivered to Yemen before April 12 if they were to be used. IFES Project Officer Laurie Cooper, working with the E.J. Brooks Co., was able to speed up the manufacturing and shipping schedule so that the 24,000 seals arrived at the Sana'a airport and were received by the SEC on April 11, 1993. These seals played a small and significant part in ensuring the success of the Yemeni elections.