

Yemen Polling Center
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BRIBERY

IN

YEMEN

Field Study
August, 2006



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Yemen Polling Center
(YPC) – Sana'a



Tel: 279771

Fax: 279772

contact@yemenpolling.ogr

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Prepared by:

Dr. Amer Abdulhafez
Assistant Professor of
Economics – Sana'a
University

Dr. Khalid Al-Udeini
Assistant Professor of
Economics – Sana'a
University

Staff trainers:

Experts from Center for
Development Studies –
Birzeit University –
Palestine



Coordination :

Mohammed Addahri
Ghamdan Al yosofi
from YPC

Translated by:

Adel Al-Khawlani

Preface

I applied for a job thrice in three executive years. I had no money enough to buy qat for officials in the office I visit every year in search of a job. After several weeks, I got a sheet containing “Administrative Affairs for work according to the order”.

I have not yet completed the university and no one of my relatives has a big belly and a tie (indicating the occupation of a good post). I had only a file and a number of certificates, which once I believed they demand hard work to get. In addition, I attended many computer courses and believed that what I completed suffices for a person applying for the job of a typist.

As I apply for the job, I find others who got jobs but never completed the primary education nor do they have an access to computer. Those who got jobs had money enough to pay for the tea and qat for officials and their relatives are on ties.

This is what bribery did in its simple form. Later on, I learned that bribery submits our necks to physicians who graduated from the faculty of arts and teachers who attended courses at the faculty of trade and economics. Bribery is responsible for tender-related corruption, bad road construction and damage of houses. It hinders investment. Bribes pay for banners holding me accountable for corruption and threaten economy and the future of the country.

Bribery is an epidemic destroying institutions and states from within and therefore it spreads in control and monitoring apparatuses. Having pleased by the scene of the front, you will be surprised to find it collapsing on you.

Bribery confused businessmen, economists and economic policy makers and made them pensive in thought how to tackle it. Some of them suggested solutions that undergo constant updating. Bribery is capable enough to improve its immunity while the monitoring means function as a vitamin to nourish it.

Treatment usually starts with diagnosing the disease, and the more thorough the process of diagnosis is, the better remedy we will get for the disease. The study, conducted by the YPC, provides a diagnosis for the phenomenon of bribery in Yemen. The YPC used scientific methods and standards to obtain, for the first time, real data on bribery in Yemen. Moreover, we attempted to complete the study in a time coinciding with the country’s presidential and local elections so that party and independent candidates can benefit from it.

The study was conducted under the supervision of academic experts from Sana’a University and 13 field researchers were selected out of a total number of 35 applicants, who were trained by international experts.

Mohamed Addahri

About the economic and social situations in Yemen

With its population exceeding 20 million, Yemen is one of the poorest countries worldwide, as the average per capita income per year is calculated at \$410, according to scores released by the World Bank for the years 2000-2004. Yemen's total area is 555 thousand square kilometers, however, only 5% of its total area is fertile and used for agriculture.

According scores by the Central Statistics Organization (CSO), Yemen's Gross Domestic Production comes at \$ 13 billion, of which 14 percent comes from the agricultural sector, 43 percent from industry and 43 percent from the services sector. The unemployment rate in Yemen ranges between 20-30 percent of the overall workforce, said international official scores, in addition to a study by Dr. Taher Mujahed, which is documented in the National Information Center.

Based on stats on the most recent workforce survey, conducted by the Yemeni government in 1999, the unemployment rate exceeds 13 percent while 43 percent of the population live below the poverty line. 47 percent of the overall population are illiterate, the percentage rises to 67 percent among the female population, but drops to 27 percent among male population, according to a CSO book released in 2004.

On the other hand, Yemen has great unused wealth such as human resources, which most of the neighboring countries suffer its rarity. Also, Yemen has a 2000km-long coastline stretching along the Red and Arab seas and the Indian Ocean and its water is rich with fisheries.

Yemen is an agricultural country and there is a great possibility for agricultural crops to increase by the rational use of the available water, in addition to oil, energy sources and minerals.

Yemen enjoys environmental and climate diversity and ancient sites, most of which are waiting for research and exploration. All these resources promise a strong tourist industry due to add more revenues to the state's general budget and create job opportunities for citizens.

Domains of Bribery:

Background:

The United Nations defined bribery in 2003 as "Asking or accepting material or personal benefit in the context of a government job in exchange for service that may/ may not violate the law, or promising a government employee of a material or personal benefit or giving it to him in exchange of service.

Through this definition, it has been made clear that bribery is mainly related with the government job and then the state's administrative system. The administrative job is a tool which the society exploits to achieve its interests while the government job must be exercised in an environment ensuring rights and interests of citizens without distinction.

Assessing bribery in Yemen:

No controversy on the existence of bribery in Yemen and its risk to the society, but specifying the size, spread, causes and effects of the phenomenon still is a controversial matter. Many studies discussed the phenomenon such as the one submitted by Dr. Yahya Saleh Mohsen in 2006 and was published serially in the Yemeni Al-Thawri newspaper.

Based on a Transparency International's report issued in 2005, Yemen is placed 103 among the most corrupt countries worldwide as the corruption degree in Yemen was estimated at 2.7. The indicator declined to 2.4 for Yemen to rank 111 in the list of the most corrupt countries. Countries placed against the digit 10 are highly clean and those placed against the zero are extremely corrupt.

The Economic Domain:

According to the economic analysis, bribery is the takings via the illegal exploitation of the government job and it is called takings because it has no relation with any product. The employee is paid for the job he/she performs but the bribes he/she gets is deducted from the citizen's income and harms the principles of economic and social justice (Al-Hamsh 2006).

As a main part of corruption, bribery influences the economic activities within the society. For instance, bribery affects the investment climate and stains the environment of competition supposed to provide fair and noble competition.

Bribery-caused risk is perceived to harm economy and investment in many aspects including customs, taxes, licenses and general tenders, as the money paid as bribes is responsible for the inflation of costs allocated for social projects, from the one hand, and the bad implementation and cheating on the other, coupled with the loss of deserved revenues according to the law.

With the presence of bribery, smuggling, for example, can lead to fostering the foreign product at the expense of the domestic product that helps create job opportunities for citizens.

With the practice of bribery, the society buys commodities and services with higher prices than those found in the market and sells its products with lower prices. As a result, the society has an access to poor services such as electricity that is cut most of the time, numerous hospitals that do nothing for patients who travel abroad for treatment and university graduates who cannot read or write well. Besides, bribery is responsible for the poor infrastructure (rough roads and blocked sewages), meanwhile citizens in Yemen pay higher fees for such services than fees levied on citizens of other countries for the same services. The allocation of resources within the economy is not implemented efficiently according to priorities and needs studied in the development plans.

What makes bribery riskier is that it only benefits particular groups that are able to exercise it at the expense of the majority of citizens, who are pondered upon as partners in the state's resources and revenues. There are strong proofs in many countries, particularly the developing ones, that the higher degrees of corruption are responsible for poor development (Shater 2005). As a part of corruption, bribery hinders progress and economic development. Bribery has a negative impact on creativity and commitment to ideal concepts such as integrity, sacrifice, defiance and patriotism. It empties the economic activity from values and moral concepts that helped other nations reach commendable achievements within a short period of time.

Corruption leaves a negative effect on social justice and economic effectiveness as it closely related with the distribution of commodities and services. Moreover, it contributes to distributing wealth in favor of the fittest who control power. Corruption-related risks are manifested by the change of motives and behaviors as some activities diverge toward the quick interest, in addition to wasting the potential productive energies due to the extensive efforts pursued to curb corruption. Corruption makes the rich richer and the poor poorer (Ibn Ali 2005).

The Social Domain:

Influence of bribery does not only appear in the contexts of investment and tenders, rather its risk extended to enrollment in public schools, issuing driving licenses and the registry of births and mortalities, even in child vaccination. When the person, who affords paying bribes, gets benefit in services and commodities while the one, who cannot pay bribes, is deprived of any commodities and services, reactions toward the situation are expected to occur.

The most prominent consequence of the phenomenon is dividing the society into two groups, the first earns and the other loses and according to the viewpoint of either party, assessment of the situation relies on the size of benefits and losses. It is known that Yemen is distinguished with its tribal structure and traditions, which are governed by a broader bond, the homeland, and while drafting laws and regulations, lawmakers take into account the tribal nature of the society.

This background is purposed at exploring the relation between the society and the state's administrative system and the government job. Also it sheds light on the subject of specifying those who benefit from corruption and those who suffer corruption, as well as on the environment that helps spread corruption.

Here, the researchers explain some of the aspects associating with the tribal structure of the Yemeni society such as sidedness or partiality known as the use of family, tribal, party or ethnical relations for the purpose of earning, facilitating a task or evading responsibility.

The other aspect is known as the "Conflict of Interests", which can be defined as the situation where the personal interest on the part of the employee affects objectivity and independence of his/her decisiveness. The World Report on Corruption, 2004, recommended governments to activate laws concerned with the "Conflict of Interests", including laws permitting the transfer of government employees into private sector institutions or government-owned companies.

Bribery is expected to help spread poverty, widen the gap between classes, make people lose confidence in the political regime and shake political and social stability.

The Legal Domain:

The Law No. 19, issued in 1990, along with its Executive Bylaw No. 122, issued in 1991 and the Penal Procedures & Financial and Administrative Violations Bylaw No. 27, issued in 1998, organizes work of the state's administrative system. Article 28 of the Civil Service Law referred to the prohibited acts to be avoided by the employee and its paragraph No. 3 indicates that these prohibited acts includes exploiting the job for personal earnings or accepting bribes.

The law stipulates penalties imposed on the employee in case he/she commits prohibited acts, starting with warning until dismissal from the job (Hamoud & Al-Samhi 2006).

In its chapter No. 3, the Yemeni Penal Law No. 12, issued in 1991, criminalizes bribery and considered employee's accepting bribes to violate their duties and set a maximum penalty of ten years for such a violation. Also, it imposed a maximum sentence of seven years in prison on the employee who refuses to do his duty or accepts a gift. According to the law, the person, found guilty of offering a gift to a government employee, faces a maximum penalty of five years in jail. It imposed the same penalty on the intermediary, the person who takes bribes from the client and give it to the employee (Al-Kharasani & Al-Hadhouri 2006).

Significance and objectives of the study

The study attempts to reveal different aspects of bribery in Yemen and provide interested parties and decision makers with the research findings to help them suggest possible solutions to the phenomenon.

The study collected data and viewpoints on the following areas:

- General information
- The size and spread of bribery
- Causes and motives of bribery
- Mechanisms of bribery
- Attitudes toward bribery
- Efforts to combat bribery

The study was prepared by academics from Sana'a University under an agreement with the Yemen Polling Center (YPC) that collected the data and supervised all the phases of the study. The study was funded by (CIPE), which affiliates with the American Trade Chamber in Washington.

Study methodology

Researchers conducted interviews with respondents and collected data on the phenomenon of bribery in Yemen. Two questionnaire forms were designed for:

- Citizens engaged in pursuit of procedures in government offices.
- Government employees.

13 field researchers, who met the requirements, were selected and trained by academics from Sana'a University, and a research methodology professor from the Palestinian University of Beirzeit, plus the chairman of the university center for development studies. Also, this staff trained the team in charge of the data entry using the (SPSS) program.

To achieve the main objective of the study, a purposive sample was selected including citizens and employees, as the two groups seem to have closer involvement in bribery.

With regard to the geographical area, the researchers selected the Capital City, Taiz, Aden, Hodeida and Sa'ada since these governorates seem to be more important than others in terms of population and economy. The sampled was distributed over the above-mentioned governorates in light of the relative weight of each governorate (population) and the Capital San'a had two-thirds of the relative weight as most of the government bodies and offices exists in this city, in addition activities of the population and the administrative system that features centralization.

Aden, Yemen's economic capital, was selected to represent all the southern governorates, densely populated Taiz was chosen to represent the governorates that lie in the center of the country while Hodeida was covered by the study for representing the western areas, in addition to its important trade port. The study sample included Sa'ada as this governorate represents the northern and eastern areas of the country and is trade passage plus a linking point between Yemen and bordering Saudi Arabia.

The descriptive methodology was used in conducting the study that discussed bribery in Yemen and dimensions of the phenomenon in light of previous studies and researches.

Outcomes of the study

This part discusses the common characteristics of the targeted sample – age, education and gender, as well as the most important findings stated in the following five subheadings:

- Size and spread of bribery in Yemen.
- Causes and motives of bribery.
- Attitudes toward bribery.
- Mechanisms of bribery.
- Efforts for combating bribery.

The study findings will be shown and explained in details when required.

Common characteristics of the sample

The sample participants number 699 with only one case missing from the preplanned number (700 participants). Citizens constituted 48% of the sample and employees the remaining 52%. However, some sample participants left questions unanswered, making the total number in the survey slightly less in some polls.

The overall number of the sample was distributed over the above-said governorates as follows:

Governorate	No. of Interviews
Capital City	176
Taiz	137
Aden	131
Hodeida	127
Sa'ada	128

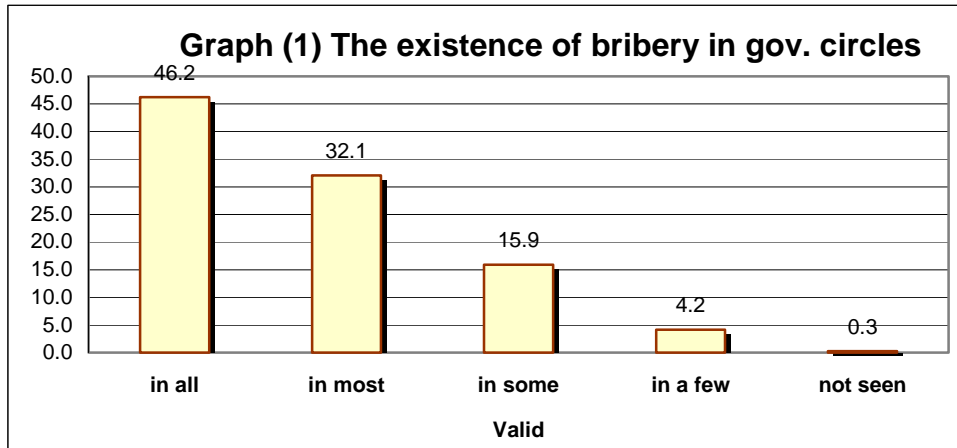
Regarding the Capital City, the relative weight stated in the study methodology, giving this city two-thirds of the total sample, was not implemented due to the limited period of time allocated for this phase of the study. The study sample covered different age groups giving (33.68 years) the average age of those surveyed in the study.

With regard to the gender variable, males constituted 85% of the total sample while females formed 15%, and the fact is attributed to the scarce presence of women in the government administrative system and men's being responsible for pursuit of procedures at government offices. The participants' education level ranges from illiterate to Ph.D. holders. 50% of the participants have certificates below the university level, 48% of them are postgraduates while 2% hold M.A. and Ph.D. certificates.

The sampled covered different social groups: employees, businessmen, soldiers, traders, lawyers and others as indicated by the tables under the Appendix (1).

Size and spread of bribery in Yemen:

The study findings reveal that more than 78% of the sample answered that bribery spreads in all/most of the government circles. Those who said that bribery spreads in some government offices bring to 94% the percentage of participants who believe that bribery exists in government offices, compared to 0.3% who said there is no bribery.



Targeted group		Bribery spreads in all government offices	Bribery spreads in most of the government offices	Bribery spreads in some government offices	Bribery spreads in a few government offices	No bribery	Don't know	Refuse to answer	Total
Citizens	Freq	158	106	49	16	1	4	1	335
	%	22.8%	15.3%	7.1%	2.3%	0.1%	0.6%	0.1%	48.4%
employees	Freq	162	116	61	13	1	2	2	357
	%	23.4%	16.8%	8.8%	1.9%	0.1%	0.3%	0.3%	51.6%
Total	Freq	320	222	110	29	2	6	3	692
	%	46.2%	32.1%	15.9%	4.2%	0.3%	0.9%	0.4%	100.0%

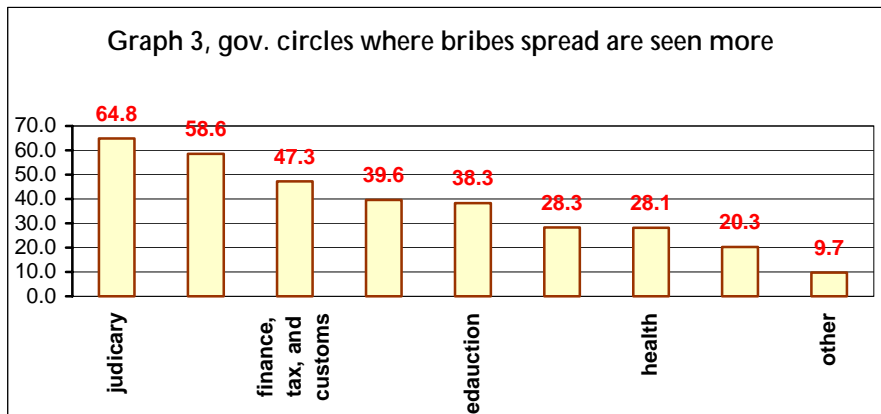
The following table shows the participants' answers to a question about the size of bribery in the government system, according to the government variable.

Place of interview (Governorate)		Bribery spreads in all government offices	Bribery spreads in most of the government offices	Bribery spreads in some government offices	Bribery spreads in a few government offices	No bribery	Don't know	Refuse to answer	Total
Capital City	Freq	82	48	33	10	1	1	0	175
	%	11.8%	6.9%	4.8%	1.4%	0.1%	0.1%	0.0%	25.3%
Taiz	Freq	70	44	15	4	1	2	0	136
	%	10.1%	6.4%	2.2%	0.6%	0.1%	0.3%	0.0%	19.7%
Aden	Freq	58	40	18	9	0	1	2	128
	%	8.4%	5.8%	2.6%	1.3%	0.0%	0.1%	0.3%	18.5%
Hodeida	Freq	64	38	20	3	0	0	0	125
	%	9.2%	5.5%	2.9%	0.4%	0.0%	0.0%	0.0%	18.1%
Sa'ada	Freq	46	52	24	3	0	2	1	128
	%	6.6%	7.5%	3.5%	0.4%	0.0%	0.3%	0.1%	18.5%
Total	Freq	320	222	110	29	2	6	3	692
	%	46.2%	32.1%	15.9%	4.2%	0.3%	0.9%	0.4%	100.0%

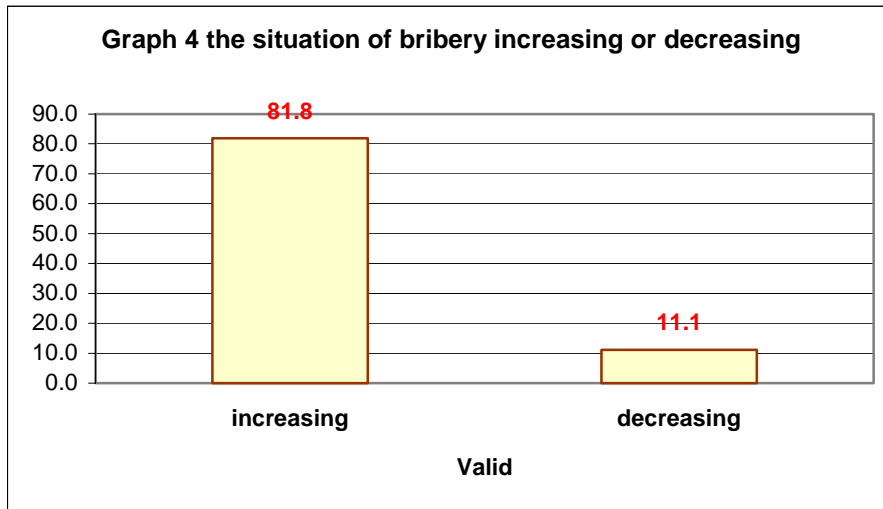
Another part of the question is related with how large the group (government employees who practice bribery) is. The following table reveals that around 67% of the participants believe that this group is large/ very large. Those who bear in mind that the group is somewhat large make the total percentage 92%.

Targeted Group		Very large	Large	Somewhat large	Small	Very small	Don't know	Total
Citizens	Freq	127	107	77	15	7	4	337
	%	18.3%	15.4%	11.1%	2.2%	1.0%	.6%	48.5%
Employees	Freq	123	109	96	22	5	3	358
	%	17.7%	15.7%	13.8%	3.2%	.7%	.4%	51.5%
Total	Freq	250	216	173	37	12	7	695
	%	36.0%	31.1%	24.9%	5.3%	1.7%	1.0%	100.0%

A large percentage of participants believe that bribery widely spreads in certain circles with the judiciary topping these circles according to 65% of the participants. Security authorities stand second with the same percentage of respondents and the Ministry of Finance and its affiliates third according to 47% of the sample. Water, health, and electricity services were assessed by 20%, 28% and 28% of participants, respectively, to feature less practice of bribery.



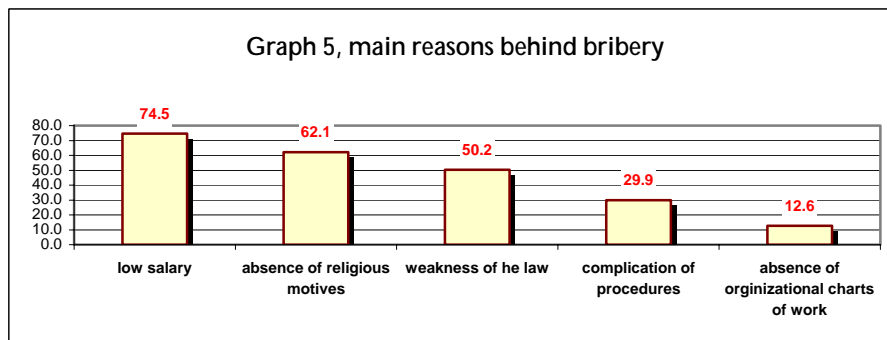
Assessing future of the phenomenon of bribery, participants showed pessimistic viewpoints, as 82% of them voted in favor of the phenomenon’s expansion while only 11% said the spread of bribery is to decline.



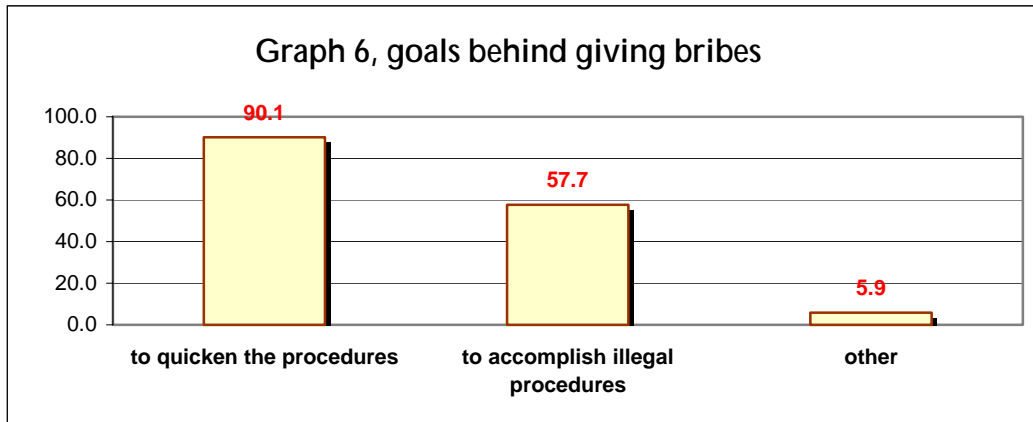
Targeted Group		Bribery to expand	Bribery to decline	Others	Don't know	Refuse to answer	Total
Citizens	Freq	286	23	10	12	4	335
	%	41.3%	3.3%	1.4%	1.7%	.6%	48.3%
Employees	Freq	281	54	14	7	2	358
	%	40.5%	7.8%	2.0%	1.0%	.3%	51.7%
Total	Freq	567	77	24	19	6	693
	%	81.8%	11.1%	3.5%	2.7%	.9%	100.0%

Causes and motives of bribery:

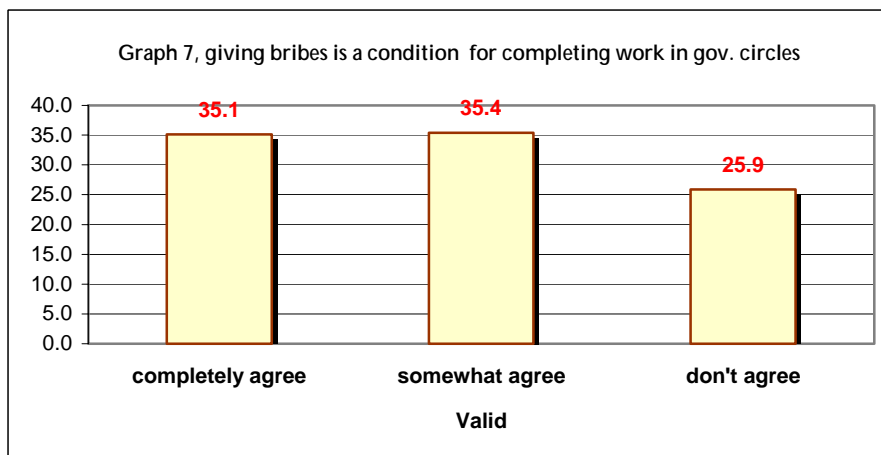
This part discusses the primary causes and motives behind the spread of bribery in Yemen. Meanwhile the diagram (5) reveals that low salaries given to employees top the list of causes, according to 75% of the participants. 62% of the participants hold the view that the weak religious beliefs are one of the primary causes of the spread of bribery while 50% of them voted for other reasons such as complicated procedures and the absence of bylaws.



The study shows that citizen's resort to pay bribery to accelerate their procedures, and this cause was given 90% of votes. However, 57% of the participants believe that bribery is paid with the aim to finish procedures in an illegal way. (More than one answer was allowed for each participant)



More than 70% of the participants either strongly agree or somehow agree that bribery is paid as a condition for completing procedures in government offices and this illustrated in the diagram (7).



Mechanisms of bribery:

Due to the significance of this subject, a large portion of the questionnaire was devoted to identifying the most important aspects associated with the mechanisms of bribery. Diagram (8) shows that more than 70% of the participants believe that employees tend to delay progress of procedures and use it as mean to get bribery. Moreover, nearly 58% of the participants say that employees ask for bribery in a frank way or by hinting. There are other means for asking for or agreeing on bribery such as the presence of an intermediary. In some cases, it is the client himself who suggest the bribery to be paid for the employee in a direct way. (More than one answer was allowed for each participant).

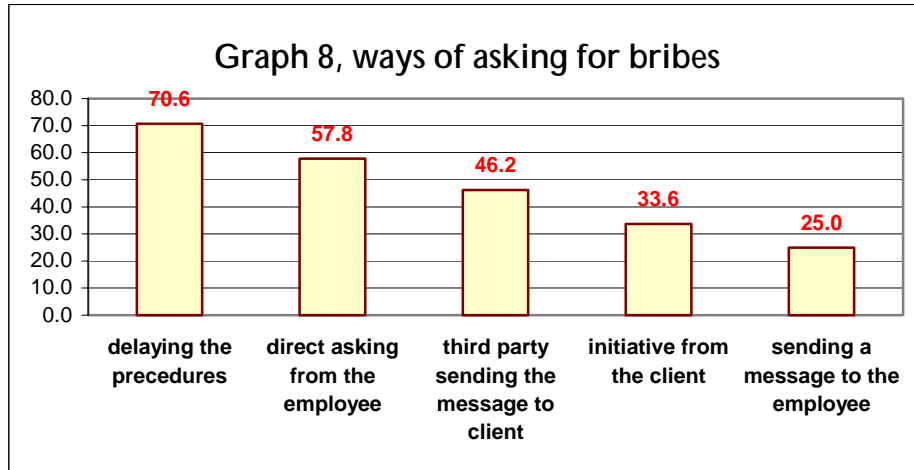
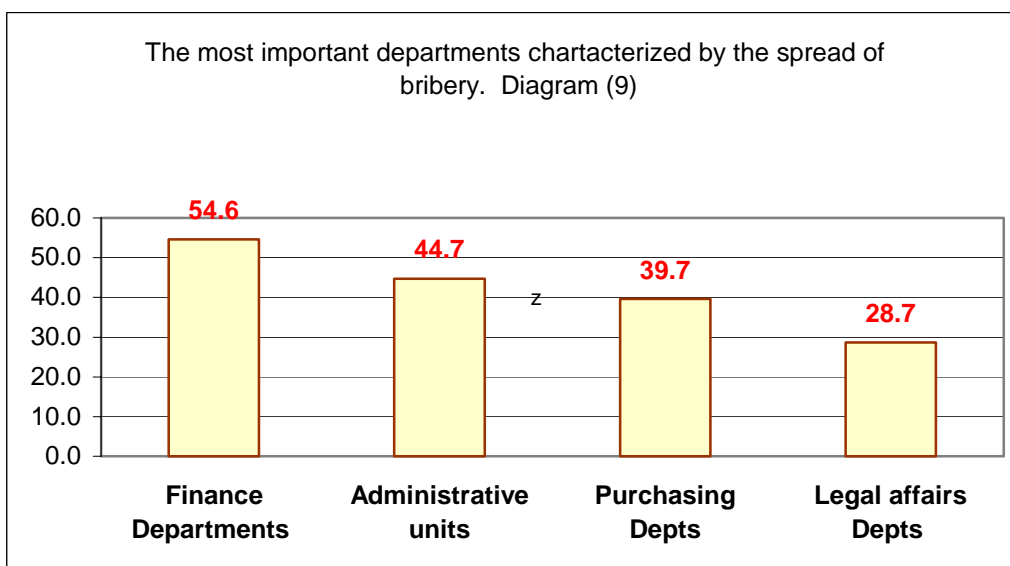


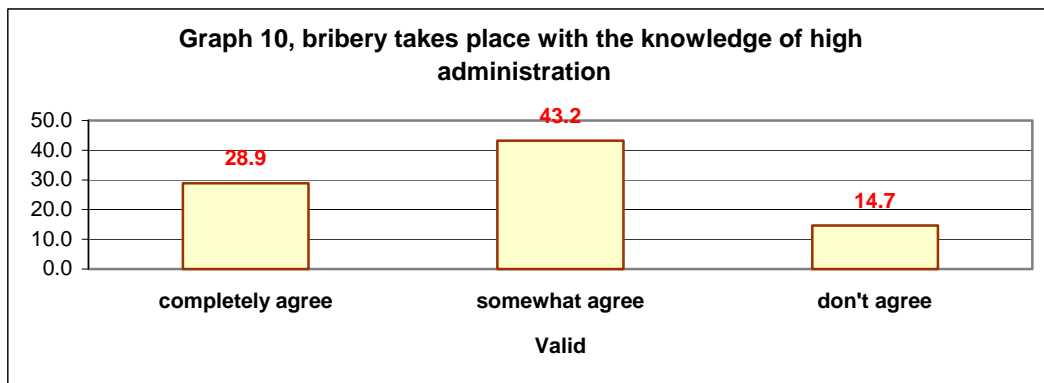
Diagram (9) indicates that bribery spreads more in finance departments according to 54.6 of participants, followed by the spread of bribery in administrative units with 45% of votes and then in purchasing departments with 40% of votes. 29% of the participants voted for the spread of bribery in legal affairs departments. (More than one answer was allowed for each participant).



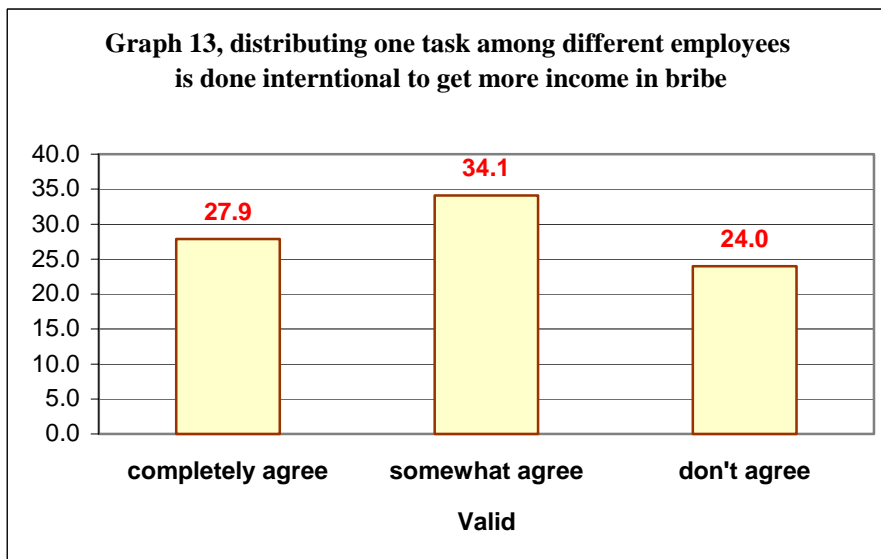
Around 72% of the participants strongly agree/somewhat agree that higher administrative authorities know that bribery has become commonplace and this is explained in the following table:

Targeted group		Strongly agree	Somewhat agree	disagree	Don't know	Refuse to answer	Total
Citizens	Freq	104	141	49	37	4	335
	%	14.9%	20.3%	7.0%	5.3%	.6%	48.1%
Employees	Freq	97	160	53	42	9	361
	%	13.9%	23.0%	7.6%	6.0%	1.3%	51.9%
Total	Freq	201	301	102	79	13	696
	%	28.9%	43.2%	14.7%	11.4%	1.9%	100.0%

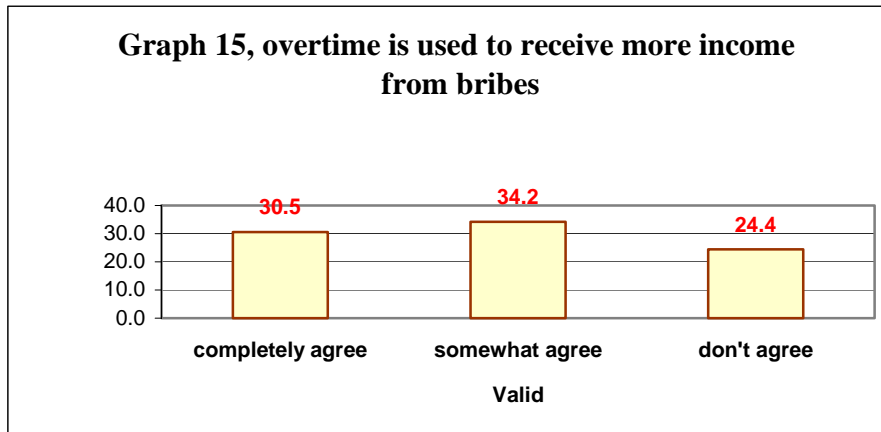
According to 76% of the participants, bribery takes place with the knowledge of higher administration. This fact is illustrated in the diagram (10).



The chart below shows that 57% of the participants hold the view that the special employee, who is in charge of initial phases of the procedures, is responsible for implementing his boss's directives concerned with bribery and this person practices bribery more than other higher employees: heads of departments or general managers.



According to 65% of the study sample, employees exploit overtime work to complete procedures in exchange for bribery.



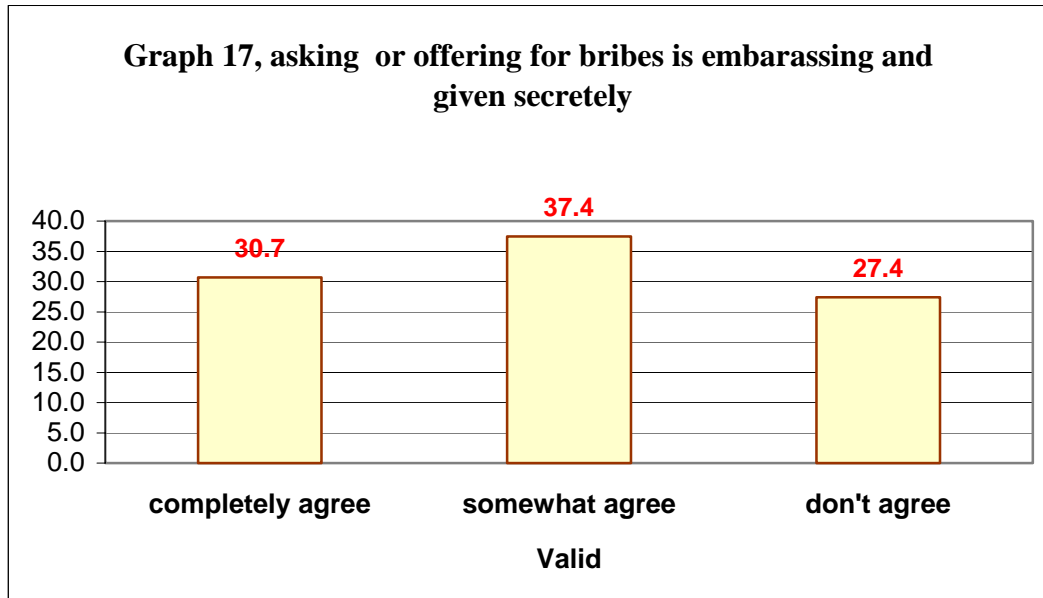
Attitudes toward bribery:

The spread of bribery is correlated with attitudes of the society members toward the phenomenon and their assessment of those exercising bribery. Remarkably, 55% of the sample either strongly agree or somewhat agree that people look at those in charge of public money or exploit their jobs for illegal earning with full respect, while 39% oppose this concept.

The table below indicates that employees constitute 30% and citizens 25% of the participants who agree that people controlling public money in Yemen are looked at with respect. On the contrary, citizens constituted 20.5% and employees 18.8% of the participants opposing this concept.

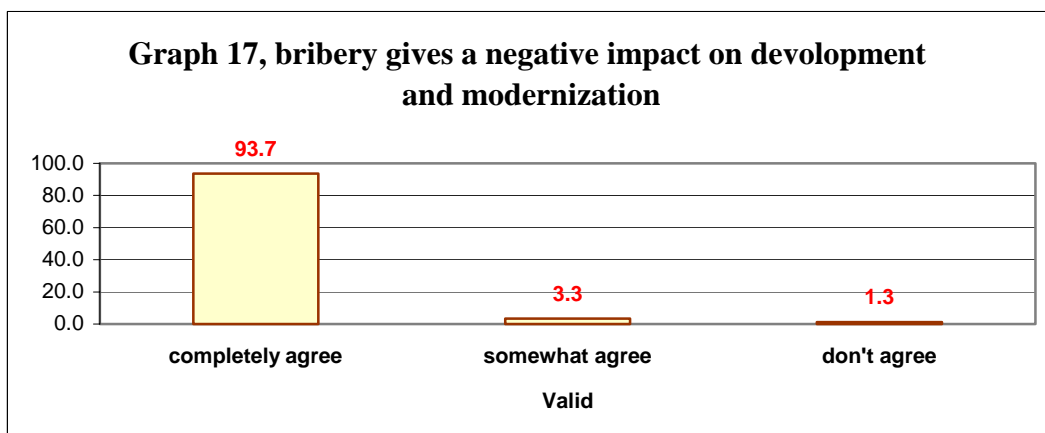
Targeted Group		Strongly agree	Somehow agree	Disagree	Don't know	Refuse to answer	Total
Citizens	Freq	90	81	141	18	0	330
	%	13.1%	11.8%	20.5%	2.6%	.0%	48.0%
Employees	Freq	110	99	129	14	6	358
	%	16.0%	14.4%	18.8%	2.0%	.9%	52.0%
Total	Freq	200	180	270	32	6	688
	%	29.1%	26.2%	39.2%	4.7%	.9%	100.0%

However, asking for bribery or the agreement and talk about it is an embarrassing habit that takes place in privacy according to 68% of the participants while 27% of them demonstrate opposite viewpoints and consider it not embarrassing, as illustrated by the diagram (17).



Finally, 97% of the sample participants reach a consensus that bribery leaves a negative impact on economic and social development and prosperity in Yemen, compared to 1.3% who disagreed. The following table shows these results that are pondered upon as the base for efforts to combat the phenomenon.

Targeted Group		Strongly agree	Somehow agree	Disagree	Don't know	Refuse to answer	Total
Citizens	Freq	316	9	4	5	2	336
	%	45.4%	1.3%	.6%	.7%	.3%	48.3%
Employees	Freq	336	14	5	5	0	360
	%	48.3%	2.0%	.7%	.7%	.0%	51.7%
Total	Freq	652	23	9	10	2	696
	%	93.7%	3.3%	1.3%	1.4%	.3%	100.0%

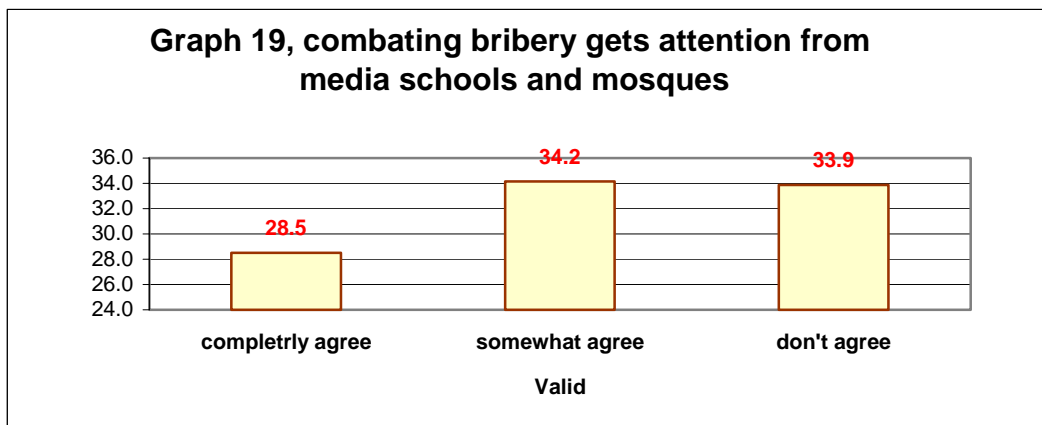


Efforts to combat bribery:

The questionnaire form covered 4 questions about combating bribery, and therefore the table below reveals that around 48% of the sample don't agree that the government is serious to combat bribery, compared to 43% who either strongly agree or somehow agree that the government is serious to put a stop to the phenomenon.

Targeted Group		Strongly agree	Somehow agree	Disagree	Don't know	Refuse to answer	Total
Citizens	Freq	53	78	172	28	2	333
	%	7.7%	11.3%	24.9%	4.1%	.3%	48.3%
Employees	Freq	71	95	159	24	8	357
	%	10.3%	13.8%	23.0%	3.5%	1.2%	51.7%
Total	Freq	124	173	331	52	10	690
	%	18.0%	25.1%	48.0%	7.5%	1.4%	100.0%

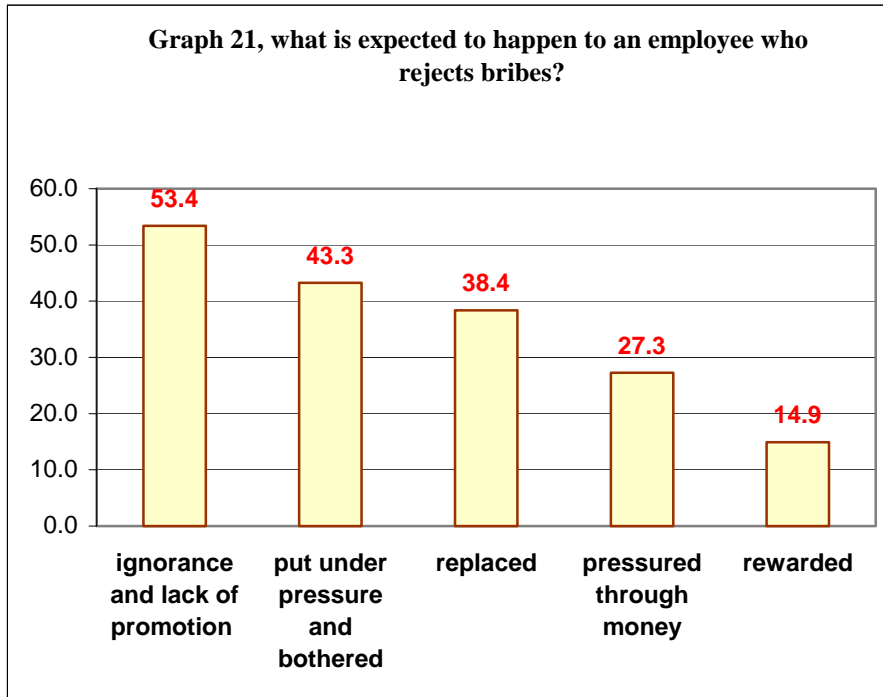
62% of the participants hold the view that media, schools and mosques are interested in spreading awareness about bribery. This is explained in the diagram (19).



Despite the fact there is a limited trust in the state's seriousness to combat bribery and that media is interested in discussing the issue, 65% of the sample argue that no firm procedures are taken against employees after it has been proved that they get bribery, compared to 15% of the participants who believe that employees are punished for accepting bribes as indicated in the table below.

Targeted Group		Employees who accept bribes are punished	No procedures against employees who accept bribes	Others	Don't know	Refuse to answer	Total
Citizens	Freq	34	241	27	29	2	333
	%	4.9%	34.9%	3.9%	4.2%	.3%	48.3%
Employee	Freq	69	209	48	25	6	357
	%	10.0%	30.3%	7.0%	3.6%	.9%	51.7%
Total	Freq	103	450	75	54	8	690
	%	14.9%	65.2%	10.9%	7.8%	1.2%	100.0%

Here, results show that the honest employee who rejects bribes are subjected to different consequences such as ignorance and lack of promotion and awards according to 53% of the participants. 43% of participants said that honest employees are subjected to harassments while 38% of them provided that these kind of employees face pressure to change their behavior. According to 27% of the sample, if employees demonstrate honesty, they will be replaced while 15% of the sample mentioned that employees of this kind receive honors for their honesty.



The most important findings based on characteristics of the sample:

This part discusses influence of the social gender, geographical areas and the nature of participants (citizens or employees) on the study findings.

Gender:

The male participants constitute around 85% of the overall sample while the female participants don't exceed 15%. The fact is ascribed to the large portion of male employees in the government's administrative system, however, both male and female participants showed similar viewpoints most of the time.

Given below is a list of the most important differing viewpoints:

- Around 24% of the female participants believe that higher authorities don't know that employees take bribes, compared to 13 % of the male participants who bear in mind the same concept.
- 65% of the female participants mentioned that the employee who accepts bribes receive support and protection from other officials, compared to 80% of the male participants who supported this concept.
- The employee, who is found to take bribes, is punished according to 3.5% of the female participants, compared to 11.4% of the male participants.
- Only 0.4% of the female participants said they raised complaints against employees who asked them for bribes, compared to 8.5 % of the male participants who did so.

Geographical areas:

The study covered five governorates: the Capital Sana'a, Aden, Taiz, Hodeida and Sa'ada and participants in these governorates provided relatively similar responses except for some minor differences that are summarized as follows:

- The number of participants who believe that bribery spreads in all government offices increases in Taiz and Hodeida, constituting 51% of the total sample in both governorates, compared to 45.5% of the total sample in the Capital City and Aden and 36% of the total sample in Sa'ada who bear in mind the same notion.
- Employees who accept bribes constitute a very large group in the government's administrative system, according to 47% of the Taiz sample and 43% of the Hodeida sample. Participants who support the notion account for 36%, 28% and 27% in Aden, Sa'ada and Aden respectively.

Employees & Citizens:

The study sample covered two groups: government employees and citizens in pursuit of procedures at government offices. Differences between the two groups are illustrated as follows:

- 78% of the employees sampled believe that low salaries given to workers is the primary reason behind the spread of bribery.
- 44% of the citizen sample hold the view that bribes are paid as a condition to complete procedures, compared to only 27% of the employee sample who have the same viewpoint.

- According to 40% of the employee sample, citizens in pursuit of procedures take the initiative to bribe employees, compared to 26% of the citizen sample.
- Remarkably, the percentage of the citizen sample (59%), who say that the employee take the initiative to ask for bribes frankly or by hinting, is relatively similar to the percentage of the employee sample (57%) having the same viewpoint.

Recommendations:

Based on the findings reached by the field study on bribery in Yemen and according to viewpoints of the sample, the researchers suggest the following recommendations:

- Bribery has become rampant in the government's administrative system and there is a great portion of employees who accept bribes particularly in judiciary and security apparatuses, pondered upon as the most important parties in the sense of achieving justice and putting laws into practice.
- Extensive efforts should be pursued in both parties to put a stop to the spread of the phenomenon.
- Bribery is expanding despite announced efforts to combat corruption and the role the media play in discussing the phenomenon and its risks, as well as members of the society realizing the risk the phenomenon poses to economic and social development and prosperity.
- Concerned parties should increase public awareness about the risks associated with the spread of bribery and support serious efforts aimed at combating corruption and bribery.
- Numerous are the reasons behind the spread of bribery, the most important of which are the low salaries owed to employees, coupled with the absence of religious and legal restraints. So, concerned parties have to work on improving the living standards of employees.
- Concerned parties should reinforce laws banning employees from accepting bribes and impose firm procedures against those who ask for bribes.
- The society should react to the practice of corruption and bribery in the government's administrative system and the exploitation of post for illegal earning.
- Other similar studies should be conducted at the level of projects, authorities and organizations to diagnose the phenomenon completely and suggest the applicable solutions.

Conclusion:

The study was conducted in cooperation with the YPC and under the supervision of academics from Sana'a University. It was funded by CIPE.

Despite difficulties facing implementation of the study due to sensitivity of the topic and the lack of knowledge about the importance and utility of such researches, the findings reached by the study have a great value and are reliable.

For the study to reach its sought goal, it should be published and its findings have to reach individuals and parties interested in bribery and corruption either directly or indirectly. We welcome any remarks or comments that may benefit us, researchers and people interested in such a kind of studies.

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Appendices

Appendix (1)

Characteristics of the study sample

Targeted Group	Frequency	%
Citizens	337	48.21
Employees	362	51.78
Total	699	100

Gender	Frequency	%
Males	593	84.83
Females	106	15.16
Total	699	100

Qualification	Frequency	%
Illiterate	26	4.01
Basic education completed	3	0.46
Preparatory education completed	25	3.86
Secondary education completed	173	26.73
Diploma after high school	93	14.37
University completed	315	48.68
M.A. & Ph.D.	12	1.85
Sub-total	647	92.56
No answer	52	7.44
Total	699	100

Average age	33.68
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Job	Frequency	%
Public relations officer	113	19.31
Accountant	32	5.47
Medical Equipment Engineer	1	0.17
Purchasing Manager	5	0.85
Trader	6	1.02
Administrative officer	160	27.35
Journalist	4	0.68
Engineer	10	1.70
Statistician	7	1.19
Secretary	25	4.27
Clerk	17	2.90
Sales agent	9	1.53
Housewife	1	0.17
Teacher	46	7.86
Special business	12	2.05
No job	89	15.21
Nurse	14	2.39
Soldier	17	2.90
Technician	15	2.56
Lawyer	2	0.34
Sub-total	585	83.70
No answer	114	16.30
Total	699	100

Appendix (2)

Tables of the study findings

First: General findings (Total sample)

1- Do you think that bribery spreads in Yemen's government system?

	Frequency	%	Acc. %
Bribery spreads in all government offices	320	46.2	46.2
Bribery spreads in most of the government offices	222	32.1	78.3
Bribery spreads in some government offices	110	15.9	94.2
Bribery spreads in a few government offices	29	4.2	98.4
No bribery	2	0.3	98.7
Don't know	6	0.9	99.6
Refuse to answer	3	0.4	100.0
Total	692	100	

2- There is a group of employees who accept bribes, in your opinion how large or small is the group?

	Frequency	%	Acc %
Very large	250	36.0	36.0
Large	216	31.1	67.1
Somewhat large	173	24.9	91.9
Small	37	5.3	97.3
Very small	12	1.7	99.0
Don't know	7	1.0	100.0
Total	695	100.0	

3- What in your opinion are the primary causes of bribery? (You can choose more than one).

	Frequency	%
Low salaries owed to employees	518	74.532
Absence of religious automotive	433	62.123
Weakness of legal restraint	349	50.216
Procedures complicated	209	29.943
No bylaws placed in effect	88	12.589
Others	14	2.0029
Don't know	2	0.2861
Refuse to answer	0	0

4- For which purpose bribes are paid? (You can choose more than one).

	Frequency	%
Accelerating procedures	628	90.1
Completing illegal procedures	403	57.7
Others	41	5.9
Don't know	7	1.0
Refuse to answer	1	0.1

5- How is the agreement on bribes reached? (You can choose more than one).

	Frequency	%
Via delaying procedures	493	70.6
Employees ask for bribes frankly or by hinting	404	57.8
Via a third person on the employee's behalf	323	46.2
The client suggest the bribery for the employee	235	33.6
Via a third person on the client's behalf	174	25.0
Others	0	0
Don't know	23	3.3
Refuse to answer	4	0.6

6- Which departments featuring terrible spread of bribery? (You can choose more than one)

	Frequency	%
Financial Affairs Depts.	379	54.6
Administrative Affairs Depts.	311	44.7
Purchasing Depts.	276	39.7
Legal Affairs Depts.	200	28.7
Others	73	10.4
Don't know	95	13.6
Refuse to answer	13	1.9

7- Higher authorities know that employees take bribes.

	Frequency	%	Acc %
Strongly agree	201	28.9	28.9
Agree	301	43.2	72.1
Disagree	102	14.7	86.8
Don't know	79	11.4	98.1
Refuse to answer	13	1.9	100.0
Total	696	100.0	

8- Employees who accept bribery receive support and protection from other officials. Do you think that this happens?

	Frequency	%	Acc %
Always happens	163	23.4	23.4
Happens most of the time	206	29.5	52.9
Sometimes happens	161	23.1	75.9
Rarely happens	87	12.5	88.4
Never happens	36	5.2	93.6
Don't know	40	5.7	99.3
Refuse to answer	5	0.7	100.0
Total	698	100.0	

9- Distributing tasks to employees within the same department has relation with bribery revenues.

	Frequency	%	Acc %
Strongly agree	193	27.9	27.9
Agree	236	34.1	62.0
Disagree	166	24.0	86.0
Don't know	84	12.1	98.1
Refuse to answer	13	1.9	100.0
Total	692	100.0	

10- Which of the tabulated post occupiers takes bribes more than others? (You can choose more than one)

	Frequency	%
Concerned employee	396	57.1
General manager	156	22.3
Head of the department	162	23.2
Director of the unit	110	15.7
Higher authorities	52	7.4
Others	0	0
Don't know	70	10.0
Refuse to answer	16	2.3

11- Overtime work is exploited to complete procedures in exchange for bribes.

	Frequency	%	Acc %
Strongly agree	210	30.5	30.5
Agree	235	34.2	64.7
Disagree	168	24.4	89.1
Don't know	66	9.6	98.7
Refuse to answer	9	1.3	100.0
Total	688	100.0	

12- In your opinion, the bribe value for each procedure is:

	Frequency	%	Acc %
Fixed and known to everyone	18	2.6	2.6
Subjected to bargaining	282	40.7	43.3
Differ from one employee to another	354	51.1	94.4
Others	9	1.3	95.7
Don't know	27	3.9	99.6
Refuse to answer	3	0.4	100.0
Total	693	100.0	

13- Those who control public money or exploit posts for illegal earning are looked at with respect.

	Frequency	%	Acc %
Strongly agree	200	29.1	29.1
Agree	180	26.2	55.2
Disagree	270	39.2	94.5
Don't know	32	4.7	99.1
Refuse to answer	6	0.9	100.0
Total	688	100.0	

14- The government is serious to put a stop to bribery.

	Frequency	%	Acc %
Strongly agree	124	18.0	18.0
Agree	173	25.1	43.0
Disagree	331	48.0	91.0
Don't know	52	7.5	98.6
Refuse to answer	10	1.4	100.0
Total	690	100.0	

15- Media, schools and mosques pay attention to combating bribery.

	Frequency	%	Acc %
Strongly agree	197	28.5	28.5
Agree	236	34.2	62.7
Disagree	234	33.9	96.5
Don't know	19	2.7	99.3
Refuse to answer	4	0.6	99.9
No answer	1	0.1	100.0
Total	691	100.0	

16- Asking for bribe on the part of the employee or offering it on the part of the client is embarrassing and takes place in privacy.

	Frequency	%	Acc %
Strongly agree	214	30.7	30.7
Agree	261	37.4	68.1
Disagree	191	27.4	95.6
Don't know	21	3.0	98.6
Refuse to answer	10	1.4	100.0
Total	697	100.0	

17- Bribery have a negative impact on the economic and social development and prosperity in Yemen.

	Frequency	%	Acc %
Strongly agree	652	93.7	93.7
Agree	23	3.3	97.0
Disagree	9	1.3	98.3
Don't know	10	1.4	99.7
Refuse to answer	2	0.3	100.0
Total	696	100.0	

18- What will be done in case an employee is found to receive bribe from a client?

	Frequency	%	Acc %
The employee faces punishment	103	14.9	14.9
No punishment	450	65.2	80.1
Others	75	10.9	91.0
Don't know	54	7.8	98.8
Refuse to answer	8	1.2	100.0
Total	690	100.0	

19- In your opinion, the phenomenon of bribery in Yemen:

	Frequency	%	Acc %
Expands	567	81.8	81.8
Declines	77	11.1	92.9
Others	24	3.5	96.4
Don't know	19	2.7	99.1
Refuse to answer	6	0.9	100.0
Total	693	100.0	

20- The employee who abides by the law and rejects bribe will: (You can choose more than one).

	Frequency	%
Be subjected to ignorance	371	53.4
Be subjected to harassment	302	43.3
Be replaced	268	38.4
Face pressure to change his behavior	189	27.3
Receive honor	104	14.9
Others	--	--
Don't know	20	2.9
Refuse to answer	10	1.4

21- The Employee who takes bribes is part of a group that organizes the bargain.

	Frequency	%	Acc %
Strongly agree	232	33.4	33.4
Agree	237	34.1	67.6
Disagree	154	22.2	89.8
Don't know	65	9.4	99.1
Refuse to answer	6	0.9	100.0
Total	694	100.0	

Part Two: Questions given to citizens

1- While in pursuit of procedures at government offices, do you pay bribes?

	Frequency	%	Acc %
Always	69	22.77228	22.77
Most of the time	66	21.78218	44.55
Sometimes	63	20.79208	65.34
Rarely	48	15.84158	81.18
Never	30	9.90099	91.08
No Answer	19	6.270627	97.35
Don't know	3	0.990099	98.34
Refuse to answer	5	1.650165	100
Total	303	100	

2- Have you ever raised a complaint against an employee who asked you for bribe?

	Frequency	%	Acc %
Yes	61	19.12	19.12
No	224	70.22	89.34
No answer	34	11	100
Total	319	100	

3- If yes, what was the consequence?

	Frequency	%	Acc %
The employee faced punishment	5	1.567	1.567
No procedures were taken	48	15.05	16.61
Others	7	2.194	18.81
No answer	259	81	100
Total	319	100	

4- If no, why?

	Frequency	%	Acc %
No trust that the employee will face firm procedures	103	32.49	32.49
Fear the employee may delay my procedures	91	28.71	61.2
Others	26	8.202	69.4
No answer	97	31	100
Total	317	100	