

# **REPUBLIC OF YEMEN**

## **Public Administration Country Profile**

Division for Public Administration and Development Management (DPADM)  
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# YEMEN

[Click here](#) for detailed map



Source: [The World Factbook - Yemen](#)

Since the unification of North and South in 1990, Yemen has taken steps toward establishing a more democratic system of government in a complex and challenging environment.

In the face of widespread poverty and illiteracy, tribal influences that limit the central government's authority in certain parts of the country, a heavily armed citizenry, continuing internal tensions and challenges to the state's unity exemplified by the 1994 civil war, and the threat of radical Islamist terrorism, Yemen has succeeded in expanding democratic freedoms and increasing respect for human rights.

In combining the different political and legal systems of two formerly independent countries, Yemen has developed a significant, though still in-complete, body of legislation guaranteeing many internationally accepted political rights and civil liberties.

Source: [Freedom House - Countries at the Crossroads \(2003\)](#)

## Government type

Republic

## Independence

22 May 1990, Republic of Yemen was established with the merger of the Yemen Arab Republic [Yemen (Sanaa) or North Yemen] and the Marxist-dominated People's Democratic Republic of Yemen [Yemen (Aden) or South Yemen]; previously North Yemen had become independent in November 1918 (from the Ottoman Empire) and South Yemen had become independent on 30 November 1967 (from the UK)

## Constitution

16 May 1991; amended 29 September 1994 and February 2001 ([click here](#))

## Legal system

Based on Islamic law, Turkish law, English common law, and local tribal customary law; has not accepted compulsory International Court of Justice jurisdiction

## Administrative divisions

19 governorates (muhafazah)

Source: [The World Factbook - Yemen](#)

# 1. General Information

1.1 People	Yemen	Jordan	Oman	1
<b>Population</b>				a
Total estimated population (,000), 2003	20,010	5,473	2,851	
Female estimated population (,000), 2003	9,849	2,624	1,213	
Male estimated population (,000), 2003	10,161	2,849	1,638	
Sex ratio (males per 100 females), 2003	103	109	135	
Average annual rate of change of pop. (%), 2000-2005	3.52	2.66	2.93	
<b>Youth and Elderly Population</b>				b
Total population under age 15 (%), 2003	49	38	37	
Female population aged 60+ (%), 2003	4	5	4	
Male population aged 60+ (%), 2003	3	5	3	
<b>Human Settlements</b>				c
Urban population (%), 2001	25	79	77	
Rural population (%), 2001	75	21	23	
Urban average annual rate of change in pop. (%), '00-'05	5.34	2.96	3.96	
Rural average annual rate of change in pop/ (%), '00-'05	3.63	2.19	0.91	
<b>Education</b>				d
Total school life expectancy, 2000/2001	8.5 <sup>i</sup>	12.3 <sup>ii</sup>	9	1
Female school life expectancy, 2000/2001	5.3 <sup>i</sup>	12.6 <sup>ii</sup>	8.9	1
Male school life expectancy, 2000/2001	11.4 <sup>i</sup>	12.3 <sup>ii</sup>	9.1	1
Female estimated adult (15+) illiteracy rate (%), 2000	74.7 <sup>iii</sup>	15.7 <sup>iv</sup>	38.4	2
Male estimated adult (15+) illiteracy rate (%), 2000	32.5 <sup>iii</sup>	5.1 <sup>iv</sup>	19.9	2
<b>Employment</b>				e
Unemployment rate (15+) (%), 2000	..	..	..	1
Female adult (+15) economic activity rate (%), 1993	2 <sup>v</sup>	13 <sup>vi</sup>	16	2
Male adult (+15) economic activity rate (%), 1993	81 <sup>v</sup>	73 <sup>vi</sup>	84	2

Notes: <sup>i</sup> 1998/1999; <sup>ii</sup> 1999/2000; <sup>iii</sup> 1994; <sup>iv</sup> 1991; <sup>v</sup> Data refer to the former Yemen Arab Republic only, 1986; <sup>vi</sup> Excluding armed forces

1.2 Economy	Yemen	Jordan	Oman	2
<b>GDP</b>				a
GDP total (millions US\$), 2002	10,395	9,296	20,073	
GDP per capita (US\$), 2002	559	1,798	7,906	
PPP GDP total (millions int. US\$), 2002	14,564	21,233	32,826 <sup>i</sup>	
PPP GDP per capita(int. US\$), 2002	783	4,106	12,929 <sup>i</sup>	
<b>Sectors</b>				b
Value added in agriculture (% of GDP), 2003	15.0	2.2	..	
Value added in industry (% of GDP), 2003	40.0	26.0	..	
Value added in services (% of GDP), 2003	45.0	71.8	..	
<b>Miscellaneous</b>				c
GDP implicit price deflator (annual % growth), 2003	12.5	1.9	-0.5 <sup>ii</sup>	
Private consumption (% of GDP), 2003	63.6	79.7	41.2 <sup>ii</sup>	
Government consumption (% of GDP), 2003	17.6	23.2	24.6 <sup>ii</sup>	

Notes: <sup>i</sup> 2000/2001; <sup>ii</sup> 2002

<sup>1</sup> United Nations Statistics Division:

<sup>a</sup> Statistics Division and Population Division of the UN Secretariat; <sup>b</sup> Statistics Division and Population Division of the UN Secretariat; <sup>c</sup> Population Division of the UN Secretariat; <sup>d1</sup> UNESCO; <sup>d2</sup> UNESCO; <sup>e1</sup> ILO; <sup>e2</sup> ILO/OECD

<sup>2</sup> World Bank - Data and Statistics:

<sup>a</sup> Quick Reference Tables; <sup>b</sup> Data Profile Tables; <sup>c</sup> Country at a Glance

1.3 Public Spending	Yemen	Jordan	Oman	
<b>Public expenditures</b>				3
Education (% of GNP), 1985-1987	..	6.8	4.1	a
Education (% of GNP), 1995-1997	7	7.9	4.5	a
Health (% of GDP), 1990	1.1	3.6	2	
Health (% of GDP), 1998	..	3.6	2.9	
Military (% of GDP), 1990	8.5	11.1	18.3	b
Military (% of GDP), 2000	5.2	9.5	9.7	b
Total debt service (% of GDP), 1990	3.5	15.5	7	
Total debt service (% of GDP), 2000	2.6	8	7.7 <sup>i</sup>	

Notes: <sup>i</sup> 1998

1.4 Public Sector Employment and Wages						
<i>Data from the latest year available</i>		Yemen 1991-1995	Yemen 1996-2000	Middle East & North Africa average <sup>4</sup> 1996-2000	Non-Gulf States average <sup>4</sup> 1996-2000	Low income group average <sup>4</sup> 1996-2000
<b>Employment</b>						
Civilian Central Government <sup>5</sup>	(,000)	..	280.2			
	(% pop.)	..	1.69	0.65	0.65	0.46
Sub-national Government <sup>5</sup>	(,000)	0.0	0.0			
	(% pop.)	0.0	0.0	0.65	0.65	0.46
Education employees	(,000)	40.0	111.8			
	(% pop.)	0.27	0.67	0.96	0.97	0.91
Health employees	(,000)	28.0	16.7			
	(% pop.)	0.19	0.10	0.20	0.21	0.62
Police	(,000)	..	11.2			
	(% pop.)	..	0.07	0.37	0.26	0.30
Armed forces	(,000)	40.0	237.0			
	(% pop.)	0.26	1.43	0.91	0.86	0.33
SOE Employees	(,000)	..	..			
	(% pop.)	..	..	2.67	1.04	13.1
Total Public Employment	(,000)	..	..			
	(% pop.)	..	..	6.26	6.26	..
<b>Wages</b>						
Total Central gov't wage bill	(% of GDP)	8.0	14.0	11.1	10.5	5.4
Total Central gov't wage bill	(% of exp)	58.1	39.3	32.6	29.3	24.7
Average gov't wage	(,000 LCU)	90.0	275.4			
Real ave. gov't wage ('97 price)	(,000 LCU)	192.8	255.2			
Average gov't wage to per capita GDP ratio		4.6	5.3	2.4	2.4	4.4

Source: [World Bank](#) - [Public Sector Employment and Wages](#)

<sup>3</sup> [UNDP - Human Development Report 2002](#)

<sup>a</sup> Data refer to total public expenditure on education, including current and capital expenditures.

<sup>b</sup> As a result of a number of limitations in the data, comparisons of military expenditure data over time and across countries should be made with caution. For detailed notes on the data see SIPRI (2001).

<sup>4</sup> Averages for regions and sub regions are only generated if data is available for at least 35% of the countries in that region or sub region.

<sup>5</sup> Excluding education, health and police – if available (view [Country Sources](#) for further explanations).

## 2. Legal Structure

A constitution unifying north and south Yemen was drafted in May 1990 and ratified by popular referendum in May 1991. The Constitution was amended in 1994. The Constitution of Yemen provides for free, multiparty elections of members to the legislative and executive branches.

Source: [UNDP \(Programme on Governance in the Arab Region\) - Yemen: Elections](#)

### 2.1 Legislative Branch

A new constitutional amendment ratified on 20 February 2001 created a bicameral legislature consisting of a Shura Council (111 seats; members appointed by the president) and a House of Representatives (301 seats; members elected by popular vote to serve six-year terms).<sup>6</sup>

*women in parliament:* 1 out of 301 seats: (0.3%).<sup>7</sup>

Yemen has a bicameral parliament composed of an upper house, the Consultative Council, and a lower house, the House of Representatives. The House of Representatives (Majlis An-Nuwab) has legislative powers while the Consultative Council serves only in an advisory capacity.

The Consultative Council is composed of 111 members, as of April 28, 2001, appointed by the President, and the House of Representatives is composed of 301 elected members who served four-year terms until a constitutional amendment, voted on in a referendum on February 20, 2001, extended the term of the parliament from four to six years.

**Fact box:**

*elections:* Last held 27 April 2003 (next to be held April 2009)  
*election results:* seats by party - GPC 238, Islah 46, YSP 8, Nasserite Unionist Party 3, National Arab Socialist Baath Party 2, independents 4

The House of Representative has legislative authority. It enacts laws, sanctions general state policy and the socioeconomic plan, and approves government budgets and final accounts. It also directs and monitors the activities of the executive branch.

The parliament holds two ordinary sessions annually. Extraordinary sessions may be convened by presidential decree, a decision by the Presiding Board of the Parliament, or a written request from one third of the members. The Board is composed of the speaker and three officials elected from among the House members. The legislature issues its own by-laws and the procedures of its working committees and determines the legitimacy of its membership. Parliamentary by-laws may not contradict the constitution or suggest its amendment. The by-laws specify all the procedures for electing the parliamentary Board, its duration, and its other functions. The House also has a General Secretariat, presided over by a secretary general.

A member of the legislature represents the whole nation and guards the public interest. A member may not interfere with the work of the executive or the judicial branches. A member may not be subject to procedures of investigation, inspection, arrest, imprisonment, or punishment, except with the permission of the parliament save in the case his being caught in the act.

A member of the House of Representatives or the government has the right to propose bills for laws. Financial laws that aim at increasing or abolishing an existing tax, or decrease or give exemption from part of it, or aim at allocating part of the

<sup>6</sup> Source of fact boxes if nothing else stated: [The World Factbook - Yemen](#)

<sup>7</sup> [Inter-Parliamentary Union - Women in National Parliaments](#)

state funds for a certain project may only be proposed by the government or by at least 20 percent of the representatives. Laws proposed by the members of the House are referred first to a special committee, which determines whether the proposal meets the requirements for action by the House before they are sent to the relevant committee.

The meetings of the legislature require a quorum of at least half the members, excluding those whose seats were declared vacant. Decisions are taken by an absolute majority of the attending members, except in cases where the constitution or House regulations demand a specific majority. If the results of voting are equally divided, further deliberations must be rejected within the same session.

Meetings of the House of Representatives are open to the public, but the House may hold closed meetings at the request of the president of the parliament, the president of the republic, the government, or at the request of at least twenty members of the House. All laws are published in the Official Gazette within two weeks of issuance. They come into force within thirty days of their publication. This period may be shortened or extended by law.

Members of the parliament have the right to take a vote of confidence in the government after reviewing its programs. Questioning the prime minister or any other minister and withdrawing confidence are also important parliamentary prerogatives. The constitution gives the president of the republic the right to dissolve parliament, although the parliament cannot be dissolved twice for the same reasons. Under the current constitution as amended in 2001 the president may directly call for new legislative elections.

Source: [UNDP \(Programme on Governance in the Arab Region\) - Yemen: Legislature](#)

## 2.2 Executive Branch

*cabinet:* Council of Ministers appointed by the president on the advice of the prime minister  
*elections:* President elected by direct, popular vote for a seven-year term (recently extended from a five-year term by constitutional amendment); election last held 23 September 1999 (next to be held 2006); vice president appointed by the president; prime minister and deputy prime ministers appointed by the president

The president serves as the head of the executive branch of the Republic of Yemen. The president serves a seven-year term.

The presidential elections of 1999 were the first in which the president was elected by popular vote. Prior to this, the legislative branch selected a five-member presidential council as head of the executive branch.

At present a presidential candidate must receive the nomination of at least 10% of the legislature to participate in the general election.

Source: [UNDP \(Programme on Governance in the Arab Region\) - Yemen: Elections](#)

### Fact box:

*chief of state:* President Field Marshall Ali Abdallah SALIH (since 22 May 1990, the former president of North Yemen, assumed office upon the merger of North and South Yemen);  
*Vice President* Maj. Gen. Abd al-Rab Mansur al-HADI (since 3 October 1994)  
*head of government:* Prime Minister Abd al-Qadir BA JAMAL (since 4 April 2001)

## 2.3 Judiciary Branch

Supreme Court.

The legal system of Yemen is based primarily on Islamic legal principles. Article 147 of the Constitution of 1994 provides for a financially and administratively

independent judiciary. The major codifications of the law include the Civil Code of 1992; the Law of Civil Procedure and Civil Execution of Judgments of 1992; Law of Shari'a Crimes and Punishments of 1994; and the Commercial Code of 1991. The Supreme Judicial Council is the administrative authority of the judiciary. The Council reviews policies regarding the structure and function of the judiciary, and supervises appointment, promotion, and transfer of judges. The Council is composed of the President of the Republic, the Ministry of Justice and his deputy, the Chief Justice of the Supreme Court and his deputies, the Attorney General, the Chairman of the Judicial Inspection Commission, and three senior Supreme Court justices. Laws are published in the Official Gazette and the Ministry of Justice publishes *Al-Qahda Iyyah*, a monthly journal addressed to the general public that contains decisions taken by the Supreme Court.

The judicial system is organized in a three-tiered court structure. At the base are the Courts of First Instance (*Mahkama Ibtida'iyya*), one of which is located in each district. The Courts of First Instance are broadly empowered to hear all manner of civil, criminal, commercial, and family matters. A single judge may hear a case in these courts. Decision taken in the Courts of First Instance may be appealed to the Courts of Appeal, of which there is one in each province and one in the capital. Each Court of Appeal includes separate divisions for criminal, military, civil, and family issues. Each division is composed of three judges.

The highest court in Yemen is the Supreme Court of the Republic, located in Sana. The Supreme Court serves a number of roles. It is empowered to determine the constitutionality of laws and regulations, settle jurisdictional disputes between different courts, hear cases brought against high government officials, and serve as the final court of appeal for all lower court decisions. The Supreme Court has eight separate divisions: constitutional (composed of seven judges including the Chief Justice), appeals' scrutiny, criminal, military, civil, family, commercial, and administrative. Each division is composed of five judges.

In addition to the regular hierarchy of courts, there are a number of additional courts with specialized jurisdictions. These include courts for military, juvenile, tax, customs, and labor matters. These courts and tribunals function in the same manner as the Courts of First Instance and decisions made in them may be appealed to the Courts of Appeal.

Source: [UNDP \(Programme on Governance in the Arab Region\) - Yemen: Judiciary](#)

## 2.4 Local Government

There are currently 19 governorates in Yemen.<sup>8</sup> The city of Sana'a has a special administrative status comparable to a governorate.<sup>9</sup> Within each governorate, municipal regions are divided into areas (*Mantaka*). Non-municipal regions are divided into districts (*Mudiriyah*). Citizens of each district and each area elect one representative to the national parliament. While there is no official central government administrative structure below the district, there are several additional administrative sub-divisions: sub-districts (*Uzlah/Markez*), villages, and hamlets (*Mahalla*).

At the governorate, the governor (an appointee of the President) is the highest political authority of the state. His mandate is to ensure public safety and the security of the state, and to coordinate economic development with technical

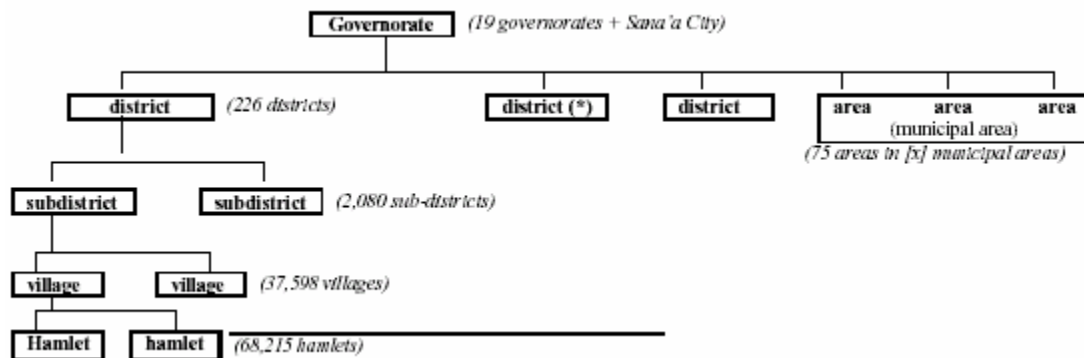
<sup>8</sup> Articles 143-146 of the [Constitution](#) provides for Local Authorities in Yemen

<sup>9</sup> In the government's administrative structure, the governorates are units within the Ministry of Local Administration. The City of Sana'a is located under the Prime Minister.



ministry branch offices that are represented in the governorate. While governors are affiliated with the Ministry of Local Administration, their rank is comparable to that of a minister. The governor is supported by a deputy governor and an office that is staffed through the Ministry of Local Administration.

Administrative divisions in Yemen:



Source: [World Bank - Comprehensive Development Review \(1/2000\)](#)

In March 1999, a national conference on decentralization helped provide the impetus for the Yemen Parliament to adopt the Local Authority Law, which presents the present model for national decentralization.<sup>10</sup> The law calls for municipal elections, held for the first time in February 2001. It restructures the distribution of budgetary resources between the local and central government. The law consolidates local authority for planning, development, and administration into one elected body: the municipal council. It also provides for a yearly national conference to be convened by the prime minister to review the status of national decentralization.

Implementation of the Local Authority Law has been slow due to political opposition, difficulties in demarcating new municipal districts, and a lack of institutional commitment. The municipal elections held in February 2001 included 26,832 candidates for 6,614 district municipal council seats and over 2,500 candidates for 418 provincial municipal council seats. These officials will serve a two-year transitional term as the first elected municipal representatives in Yemen's history.

The Local Authority Law seeks to fiscally decentralize the Yemeni government by increasing local budgetary autonomy. Before 1999, fiscal allocations were tightly controlled by the central government, creating delays in local development projects. Most local revenues raised through taxes and fees were transferred to the capital of Sana'a, with virtually all of local budgets coming from fund transfers from the national government. The new law provides that local authorities will keep revenues collected at the local level. Portions of monies collected by the central government will be distributed to municipalities based on population density.

Source: [UNDP \(Programme on Governance in the Arab Region\) - Yemen: Decentralization](#)

[Click here](#) for UNDP case study (Decentralization and Local Development Support Programme)

<sup>10</sup> According to the World Bank's Comprehensive Development Review (2000) Yemen had a highly centralized administrative structure.

## 3. The State and Civil Society

### 3.1 Ombudsperson

Source: [Institution - Title](#)

### 3.2 NGOs

Source: [Institution - Title](#)

### 3.3 Civil Society

The Presidential Decree Law No. 11 of 1963 on Societies, the Parties and Political Organizations Law No. 66 for 1991, the Draft Law on Organized Demonstrations of 1993, the Draft Law regulating Social and Cultural Associations, Federations, Forums, Professional Unions, and Charitable Societies of 1997, and the Draft Law for Foundations and Associations of 1998 regulate associative life in Yemen. Yemeni non-governmental organizations (NGOs) may not be involved in political activities.

The Parties and Political Organizations Law No. 66 for 1991 makes no distinction between political parties and political organizations. According to this law, Yemeni political parties may not contradict Islam, endorse any of the former regimes of the imams or the sultans before the revolution, disrupt the general order and security, use mosques or educational and governmental facilities to promote or criticize any party or political organization, or limit membership to any geographical region, tribe, sect, class, or profession. Parties may use public land for political activities with prior consultation with the relevant authorities.

The registration procedures require a political party to provide an application signed by 75 founding members, verified in a court of law. The party also has to provide a list showing at least 2,500 members distributed across the country.

Government funding for political parties is available, with 25 percent of the total to be shared equally by all parties represented in parliament and the remaining 75 percent divided in proportion to the share of votes obtained by each party at a general election (excluding those that won less than five percent of the total votes).

A party may not accept any gifts, merits, or services from non-Yemeni individuals or parties. It must provide a detailed record of its financial affairs; including the notification of the government of any single donation over 100,000 riyals (about \$700) or multiple donations from a single source exceeding 200,000 riyals.

Registration is supervised by the Committee for the Affairs of Parties and Political Organizations (CAPPO), consisting of the Minister of State for Parliamentary Affairs (as chairman), the Interior Minister and the Justice Minister and four non-party members who must be either retired judges or lawyers. The law specifies no grounds for refusing the registration of a party. The CAPPO is authorized to file an urgent request with the relevant court to stop the activities of a party or disable its decisions if it commits any illegal activities. The court must decide on the request within fifteen days, and the party has the right to appeal to the Supreme Court, which must issue its final decision within ninety days.

The Federation of Chambers of Commerce and the Aden Chamber of Commerce are important umbrella organizations.

Yemen's press is considered among the freest in the Arab region. There are only one television station and two newspapers. The Press and Publications Law No. 25 for 1990 regulates the Yemeni media. The Ministry of Information supervises the implementation of its provisions. The law has given the right to any Yemeni citizen, institution, political party or group to publish newspapers and/or magazines. But the law stipulates that these publications must never be funded by foreign sources, and that they should keep clear and accurate financial statements.

A political manifesto called the National Accord was drafted by a National Dialogue Committee in 1981. The committee consisted of fifty members, representing the spectrum of political religious and tribal groups as well as academics and public figures. The accord was drafted to achieve national consensus and a unified front that would ensure political stability in the country. It was approved by a referendum.

The accord upheld the principles of the rule of law, the importance of local administration, separation of powers, the independence of the judiciary, equality of opportunity, and women's participation in education and the workplace. The document guaranteed personal freedoms, the basic political rights of individuals and groups, and economic freedoms. It also discussed the conditions and criteria for choosing and appointing officials for public office.

The 1993 multiparty elections in Yemen were the first of their kind in the Arabian Peninsula and the first in which women could vote. They were fairly conducted and the voter turnout was quite high. 40 political parties participated in the elections, which were won by the General People's Congress Party (GPC). The other noteworthy party is the Southern Yemen Socialist Party (YSP). Before the unification of the Republic of Yemen, the GPC and the YSP were the ruling parties of North and South Yemen respectively.

Source: [UNDP \(Programme on Governance in the Arab Region\) - Yemen: Civil Society](#)

## 4. Civil Service<sup>11</sup>

### 4.1 Legal basis

The legal framework in Yemen consists of the Civil Service Law Number 19/1991; the Republican (Presidential) Decree Number 122/1992; and the Prime Ministerial Decree Number 276/1992 which establishes the rules for hiring in the public sector, the qualifications required for civil service positions, and the salary scale for those positions.

Source: [World Bank - Comprehensive Development Review \(1/2000\)](#)

#### **Civil Service Act (No. 19 of 1991).**

Official Gazette, 1991-03-31, No. 6, pp. 1-43

Provides comprehensive legislation concerning the employment of civil servants. Chapter 1 outlines bodies responsible for administering the civil service; s. 6 establishes a Higher Council of the Civil Service with the function of training and developing human resources. Chapter 2 sets forth obligations of employees. No civil servant may hold more than one post at a time (s. 14). Chapter 3 establishes the wage structure and classification of posts. Chapter 4 contains provisions relating to appointment, promotion and upgrading. Inter alia, every administrative unit shall appoint a specific number of disabled persons (s. 24). Chapter 5 relates to hours of work, leave, and overtime; s. 48 stipulates that pregnant or breast-feeding women shall not work more than 4 or 5 hours a day, respectively. Chapter 6 relates to employee mobility, including secondment. Chapter 11 contains provisions concerning labour relations. Employees have the right to organize and enjoy protection for participation in trade union activities (s. 126-129). Other provisions relate to social security, training and disciplinary measures.

Source: [International Labour Organization - NATLEX](#)

The Civil Service Law applies to employees in all of the government's administrative units. It also covers employees in the public enterprise and mixed sectors, unless additional legislation that specifically governs those sectors is issued. It does not apply to the armed forces, the Ministry of Interior (except administrative staff), the judiciary, or the diplomatic corps.

There are five job groups for civil servants, each divided into two or three classes. This results in a total of 13 job grades. The overwhelming majority of civil servants are in the second and third grades. Secondary school teachers are included in grade two; teachers below the secondary level are in grade 3.

Source: [World Bank - Comprehensive Development Review \(1/2000\)](#)

### 4.2 Recruitment

Minister of Civil Service, Hamoud Khalid Al-Sufi, decided in September 2003 to suspend all employment procedures because of corruption and bribes taken by people in charge of the hiring process.<sup>12</sup>

Source: [Freedom House - Countries at the Crossroads \(2003\)](#)

<sup>11</sup> [Click here](#) for comprehensive World Bank review (2000) of the public sector and civil service in Yemen

<sup>12</sup> According to Freedom House, no merit-based competitive selection process exists de facto for civil-service positions, except for certain positions in Yemen's foreign ministry.

Yemen's legislative framework does not require merit based recruitment, but it does allow for it. In fact, even public announcement of vacancies, by law, is only required for positions if the Ministry of Civil Service decides it is essential or if the concerned administrative unit recommends it. In 2000, The Ministry of Civil Service issued instructions on recruitment procedures that for the first time required the announcement of all positions and specified a selection process which, while not on merit, was transparent in detail and based on selection by pre-specified minimum qualifications.

The law also allows for the Ministry of Civil Service to identify positions subject to examination, although this has never taken place. Nor are there any institutional structures to support holding a public service entrance exam. Difficulties in moving to merit based recruitment are compounded by the lack of job descriptions and identification of appropriate qualifications for specific positions.

Appointment to top senior management positions requires a Republican Decree based on the nomination of the responsible Minister and approval of Council of Ministers. For other senior management jobs, the process is the same except the appointment is by a Prime Ministerial Decree. For other civil servants, new appointments are by decree of the concerned minister or his delegate.

Source: [World Bank - Comprehensive Development Review \(1/2000\)](#)

### **4.3 Promotion**

In Yemen, there are two types of promotions:

Advancement refers to movement from one strata to the next in the same job grade. Technically, an employee is entitled to advancement if his performance in the past two years has been judged excellent.

Promotion, moving from one's current job grade to a higher one, takes place whenever the individual meets the minimum qualifications for that higher grade (*i.e.*, through additional education or years of experience)<sup>13</sup> and when he is at least a good performer. In the law, there is a preference for promotion from within the administrative unit.

Source: [World Bank - Comprehensive Development Review \(1/2000\)](#)

### **4.4 Remuneration**

High inflation in the early 1990s, with minimal wage increases, caused a dramatic decline in real wages. By 1996, the average real wage in the public sector was only 15% of the 1990 real wage level. Since 1996, wages have basically kept pace with inflation.

Over the past few years, the government has limited wage increases. However, it has also introduced a number of special laws for specific cadres of workers (e.g., teachers, health care workers, and university professors).

Wage levels are very low compared to the private sector. It appears that by any international comparison, Yemen's public sector compensation system is low.

Yemen's vertical compression (the ratio of the midpoint of the highest civil service payscale to the midpoint of the lowest civil service pay scale) is 2.5.<sup>14</sup> Senior civil

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<sup>13</sup> Thus persons can be promoted from one job grade to the next, simply through years of experience, even if his specific job does not change.

<sup>14</sup> Internationally, vertical compression ratios vary widely from highs of 30 or more to lows of 2, with a mode of around 6 or 7.

servants get 2.5 times the compensation of lowest ranking civil servants. Compression is only slightly less severe when looking at gross compensation packages rather just base salaries.

Average Base Wages and Total Wages by Civil Service Group:

	YR per month		
	Gross Pay	Base Pay	Allowances as % of Gross Pay
Group 1 A	13,099	9,389	28%
B	12,380	9,525	23%
C	10,986	7,816	29%
Group 2 A	9,967	6,789	32%
B	9,005	5,704	37%
C	7,393	5,146	30%
Group 3 A	7,738	4,277	45%
B	6,443	3,908	39%
C	5,550	3,316	40%
Group 4 A	6,174	3,311	46%
B	5,277	3,383	36%
Group 5 A	5,118	2,656	48%
B	4,245	2,879	32%
Other	6,013	3,120	48%

Source: MOCSAR employee database, June 1998

Source: [World Bank - Comprehensive Development Review \(1/2000\)](#)

#### 4.5 Training

The National Institute of Administrative Science (NIAS) is the primary institution responsible for managerial and administrative training for civil servants. A number of other ministries and administrative units have specialized training centers attached to them. There is neither central monitoring nor coordination of training activities. Nor is there effective training evaluation to identify the relevance and cost effectiveness of training.

NIAS has over 158 academic staff, and since its establishment in 1963 has provided short or long courses to over 40,000 individuals. In addition to its main campus in Sana'a, it now has branches in [five] governorates.

The government's training budget is very modest. It contains resources for three types of training: 1) local training, i.e., training that takes place in Yemen; 2) training abroad, i.e., short courses and workshops; and 3) scholarships. Scholarships dwarf the other two categories, representing about 90% of budgeted resources. For non-scholarship training, locally provide training absorbs over 80% of the resources, although there are significant differences across units.

Source: [World Bank - Comprehensive Development Review \(1/2000\)](#)

The civil service is faced with poor capacities and from a severe shortage in qualified personnel. The Employees Survey of 1998 shows that the employees having university degrees represent 16.3% of the total employees, while the employees without any educational qualification rose to 26.6% of the total number of 404,522 employees.

The Civil Service Fund addresses inflation in the civil service through the identifications of needs of administrative units of staff in line with organizational and employees structures, the referral of excess labor force to the fund so as to re-arrange either re-training and distribution according to market need or the

procurement of outstanding service before referral for retirement or paying compensation for those wishing to leave public office.

Source: [IMF - Poverty Reduction Strategy Paper \(PRSP\) 2003-2005](#)

#### **4.6 Gender**

The Civil Service Law applies the principle of equal opportunity by ensuring equal rights for all citizens without discrimination or differentiation in the holding of public posts. This right is reinforced by several articles of the law, including:

- Maternity and Child leave with full pay for 60 days and an additional 20 days following a difficult delivery, caesarean or the birth of twins.
- A nursing mother must only work a maximum five working hours per day, until the infant reaches six months of age.
- The law lowers the working hours of pregnant employees to four hours per day beginning from the sixth month of pregnancy until the delivery.
- The law grants female employees leave without pay for a full year, as a maximum period, approved by the administrative unit, if she is in need of such leave.
- If one of spouses is to accompany the other in travel abroad, they may be granted leave without pay for up to four years.

Source: [International Labour Organization - Employment](#)

## 5. Ethics and Civil Service

### 5.1 Corruption

2003 CPI Score relates to perceptions of the degree of corruption as seen by business people and country analysts and ranges between 10 (highly clean) and 0 (highly corrupt).

Corruption Perceptions Index							
		2003 CPI Score	Surveys Used	Standard Deviation	High-Low Range	Number Inst.	90 percent confidence range
Rank	Country						
1	Highly clean	9.7	8	0.3	9.2 - 10.0	4	9.5 - 9.9
88	Yemen	2.6	4	0.7	2.0 - 3.4	4	2.1 - 3.1
133	Highly corrupt	1.3	8	0.7	0.3 - 2.2	6	0.9 - 1.7

Source: [Transparency International - Corruption Perceptions Index 2003](#)

**Surveys Used:** Refers to the number of surveys that were used to assess a country's performance. 17 surveys were used and at least 3 surveys were required for a country to be included in the CPI.

**Standard Deviation:** Indicates differences in the values of the sources. Values below 0.5 indicate agreement, values between 0.5 and c. 0.9 indicate some agreement, while values equal or larger than 1 indicate disagreement.

**High-Low Range:** Provides the highest and lowest values of the sources.

**Number Institutions:** Refers to the number of independent institutions that assessed a country's performance. Since some institutions provided more than one survey.

**90 percent confidence range:** Provides a range of possible values of the CPI score. With 5 percent probability the score is above this range and with another 5 percent it is below.

Corruption is considered a major problem in Yemen, a fact recognized not only by the political opposition but also by senior members of the current government, including the head of Yemen's primary audit agency and numerous ministers.

Yemen's civil service and public administration suffer from overall underdeveloped institutional capacity, inefficient management systems, burdensome procedures, underpaid civil servants who sometimes resort to corruption to supplement their incomes, and an unnecessarily large number of personnel.

Hamoud Khalid Al-Sufi., the minister of civil service and procurement, stated publicly in October 2003 that the Yemeni government did not have an accurate count of Yemen's civil servants, but that such a count should be completed in 2004. Al-Sufi estimates job redundancies at 30,000, but a final determination will be made after Yemen's current review. Yemen has embarked on a reform process to eradicate bureaucratic inefficiencies and corruption in the civil service, but the efforts have been impeded in part by low salaries and widespread poverty throughout the country.

Source: [Freedom House - Countries at the Crossroads \(2003\)](#)

Administrative conditions became worse, as a result of the augmentation of the various forms of corruption, in light of the poor application of the law, the absence of an integrated public administrative system, poor managerial competence, low wages, salaries and incentives, rigid centralization and redundant administrative procedures, the lack of employment classification and arrangement system and the absence of reward and punishment and accountability, which led to making the administrative apparatus incapable of keeping pace with developments, domestically and externally. Obtaining public employment has become, to a certain extent, associated with



corruption and nepotism, and the time, connections, and sometimes money and bribery, not to mention treating public employment as though it was a right and a privilege.

As a result, the public employee obstructs most of the functions by (deliberately) delaying any processing of any transactions, in order to obtain additional payments, and, accordingly, make the poor the most unfortunate victims of corruption. Corruption, however, was also not confined to the low level employees alone, but also extended to the higher levels, exemplified by possession of major contracts, import licenses and other various forms of monopolistic acts. Corruption grew and broadened, given the increasing violations of policies, which gave rise to the intentionally fabricated and false gaps between demand and supply and the creation of opportunities for making illegal profits. There is no secret that it is the adverse effects caused by corruption, which were a major factor hindering investment, disrupting public confidence and adulterating the social resources, and accordingly retracting private investment and economic growth – except for investments in the oil sector.

Source: [IMF - Poverty Reduction Strategy Paper \(PRSP\) 2003-2005](#)

The central organization for control and auditing (COCA) serves as the supreme audit institution in the country. COCA conducts a series of regular audits of government ministries and organizations.

Source: [Freedom House - Countries at the Crossroads \(2003\)](#)

## **5.2 Ethics**

There is no separate code of conduct, but the Civil Service Law sets out basic duties and principles of employment. Public employment carries with it the responsibility to serve the public interest with trustworthiness and in a manner in which public interest prevails over self interest. Staff must abide by their duties, perform efficiently and honestly, maintain proper attendance, respect citizens, and exercise due care with State property. Staff may not engage in more than one civil service job nor in any other employment during official working hours. They are also forbidden from using their position as a means of influence to obtain benefit for themselves or others.

Except for the prohibition against using office for personal gain, there are no specific rules against conflict of interest in the civil service legislation. The Financial Law Number 8/1990 (article 58) requires that all employees in revenue entities and financial fields make annual personal financial disclosures. This has never been implemented. In 1997, as widely reported in the press, the Prime Minister sought to introduce financial disclosure at the cabinet level; however this idea never got past cabinet discussions.

The Civil Service legislation does not set forth rules of political neutrality, nor is political activity prohibited within the civil service. Political activity and electioneering takes place while staff are on duty and on governmental premises. Almost all political party workers are actually civil servants on secondment from their original position (with the original agency continuing to pay their salary). This is actually permitted in the law for periods of up to 12 months. However, most such party workers have been on secondment for far longer.

Source: [World Bank - Comprehensive Development Review \(1/2000\)](#)

## 6. e-Government

### e-Government Readiness Index:

The index refers to the generic capacity or aptitude of the public sector to use ICT for encapsulating in public services and deploying to the public, high quality information (explicit knowledge) and effective communication tools that support human development.

The index is comprised of three sub-indices: Web Measure Index, Telecommunications Infrastructure Index and Human Capital Index.

### Web Measure Index:

A scale based on progressively sophisticated web services present. Coverage and sophistication of state-provided e-service and e-product availability correspond to a numerical classification.

### Telecommunications Infrastructure Index:

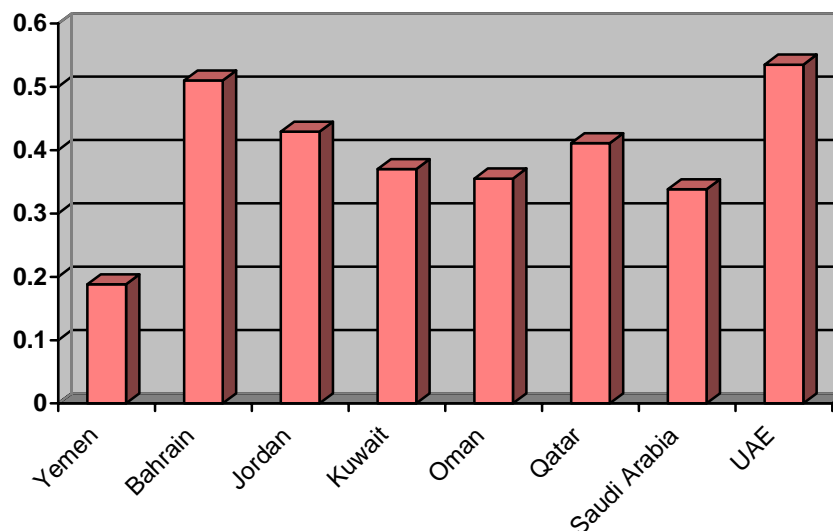
A composite, weighted average index of six primary indices, based on basic infrastructural indicators that define a country's ICT infrastructure capacity.

Primary indicators are: PC's, Internet users, online population and Mobile phones. Secondary indicators are TVs and telephone lines.

### Human Capital Index:

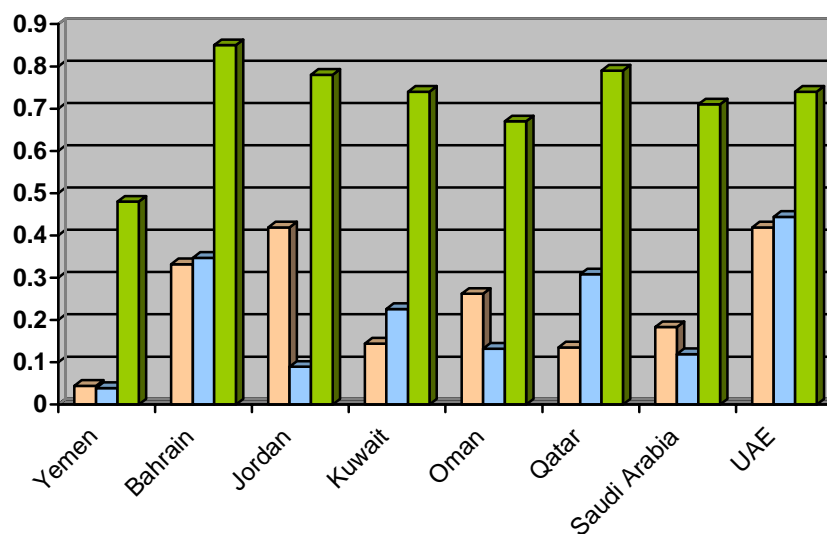
A composite of the adult literacy rate and the combined primary, secondary and tertiary gross enrolment ratio, with two thirds of the weight given to adult literacy and one third to the gross enrolment ratio.

### e-Government Readiness Index



Source: HUnited Nations – World Public Sector Report 2003H

### Web Measure Index Telecom. Infrastructure Index Human Capital Index



Source: HUnited Nations – World Public Sector Report 2003H

**e-Participation Index:**

Refers to the willingness, on the part of the government, to use ICT to provide high quality information (explicit knowledge) and effective communication tools for the specific purpose of empowering people for able participation in consultations and decision-making both in their capacity as consumers of public services and as citizens.

**e-information:**

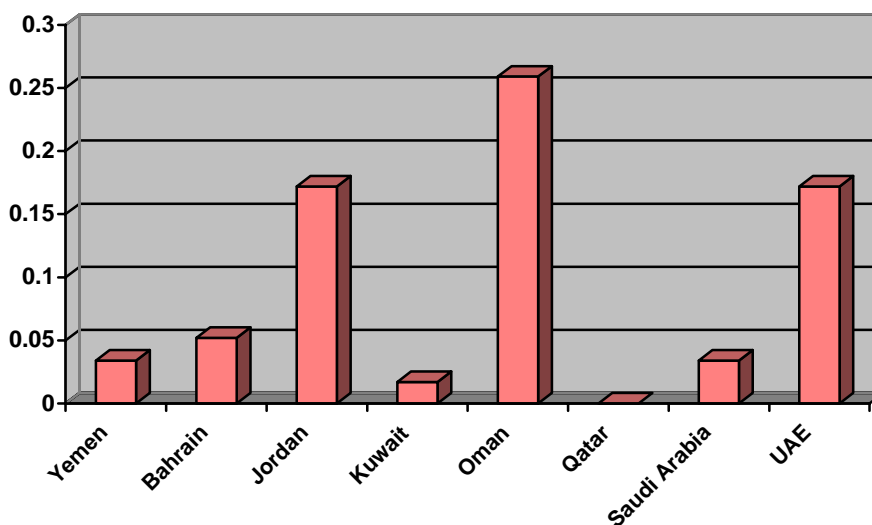
The government websites offer information on policies and programs, budgets, laws and regulations, and other briefs of key public interest. Tools for disseminating of information exist for timely access and use of public information, including web forums, e-mail lists, newsgroups and chat rooms.

**e-decision making:**

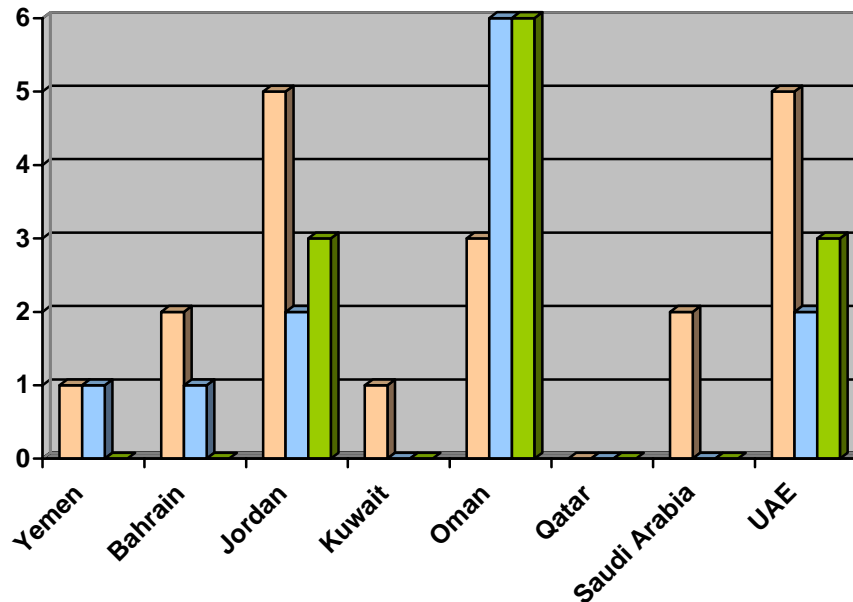
The government indicates that it will take citizens input into account in decision making and provides actual feedback on the outcome of specific issues.

**e-consultation:**

The government website explains e-consultation mechanisms and tools. It offers a choice of public policy topics online for discussion with real time and archived access to audios and videos of public meetings. The government encourages citizens to participate in discussions.

**e-Participation Index**

Source: HUnited Nations – World Public Sector Report 2003H

**e-information e-decision making e-consultation**

Source: HUnited Nations – World Public Sector Report 2003H

## 7. Links

7.1 National sites	
Authority	Topic
President	<a href="http://www.presidentsaleh.info/">http://www.presidentsaleh.info/</a>
Government	<a href="http://www.yemen.gov.ye">http://www.yemen.gov.ye</a>
Ministries	<a href="http://www.yemen.gov.ye/egov/static/ministry-english.html">http://www.yemen.gov.ye/egov/static/ministry-english.html</a>

7.2 Miscellaneous sites	
Institution	Topic
Arab Administrative Development Organization (ARADO)	<a href="http://www.arado.org.eg/">http://www.arado.org.eg/</a>
Arab Election Law Compendium	<a href="http://www.arabelectionlaw.net">http://www.arabelectionlaw.net</a>
Arab Fund for Economic and Social Development	<a href="http://www.arabfund.org/">http://www.arabfund.org/</a>
Arab Gulf Programme for United Nations Development Organizations	<a href="http://www.agfund.org/">http://www.agfund.org/</a>
Arab Inter-Parliamentary Union	<a href="http://www.arab-ipu.org/">http://www.arab-ipu.org/</a>
Arab Social Science Research	<a href="http://www.assr.org/countries/yemen/index.html">http://www.assr.org/countries/yemen/index.html</a>
Cooperation Council for the Arab States of the Gulf	<a href="http://www.gcc-sg.org/">http://www.gcc-sg.org/</a>
European Union (EU)	<a href="http://europa.eu.int/comm/external_relations/yemen/intro/index.htm">http://europa.eu.int/comm/external_relations/yemen/intro/index.htm</a>
International Labour Organization (ILO)	<a href="http://www.ilo.org/dyn/natlex/natlex_browse.home">http://www.ilo.org/dyn/natlex/natlex_browse.home</a>
United Nations Development Programme (UNDP)	<a href="http://www.undp.org.ye/">http://www.undp.org.ye/</a>
UNDP - Programme on Governance in the Arab Region (POGAR)	<a href="http://www.undp-pogar.org/countries/yemen/index.html">http://www.undp-pogar.org/countries/yemen/index.html</a>
UNPAN	<a href="http://www.unpan.org/virtual_library-byregion.asp">http://www.unpan.org/virtual_library-byregion.asp</a>
World Bank (WB)	<a href="http://www.worldbank.org/ye">http://www.worldbank.org/ye</a>