

Country/entity	Yemen
Region	Middle East and North Africa
Agreement name	Final Decision on the delimitation of the Federal Regions
Date	10 Feb 2014
Agreement status	Unilateral document
Interim arrangement	Yes

Agreement/conflict level Intrastate/intrastate conflict

Yemeni Civil Wars (1994) (2011 -)

The Republic of Yemen was formed in May 1990 after the merger between the Yemeni Arab Republic (YAR) in the north and the People's Democratic Republic of Yemen (PDRY) in the south. The unification process was rushed and the final agreement between President Ali Abdullah Saleh and President Ali Salem al-Beidh was based on the imperfect promise of equality. Following the merger, integration of the militaries and civil services was at best incomplete or at times entirely non-existent. When Saleh's General Congress Party (GPC) allied itself with the newly created Islamist Islah ('reform') party in 1993, the former ruling party of South Yemen – the Yemen Socialist Party (YSP) – was effectively side-lined in the 1993 General Elections. Violence involving the use of heavy weaponry and aerial bombardment erupted in April 1994 and on the 21 May 1994 Vice President al-Beidh declared the secession of the south, citing political centralization with the northern highland tribes, violence against the YSP and economic discrimination. In the midst of fighting, negotiations in Cairo, Egypt, collapsed. The war ended with the military victory of the north, and on the 1 October 1994, Ali Abdullah Saleh was elected President.

Despite the unification of Yemen in 1990, political power during the 1990s and 2000s remained centralized with the northern highland tribes, particularly the villages from which President Ali Abdullah Saleh and his confidants stemmed. The system of clientelism established through the ruling General People's Congress party maintained relative loyalty among the fractured political allegiances of Yemen's traditional tribal leadership. However, diminishing oil reserves and the shrinking opportunities for access to rent increased economic and political marginalization in Yemen's peripheral communities. The degree of regionalism of conflicts is further defined by other local grievances. In the northern governorate of Sa'dah, a backlash was provoked among the local Zaydi Shi'a against Sunni Salafist cultural incursions resulting in six wars between 2004 and 2010. In the southern governorates of Hadramawt, Shabwa, al-Dhali and Abyan, civil and military personnel forcibly retired after the 1994 Civil War began protesting and eventually formed the secessionist Southern 'al-Hiraak' movement in 2007. Furthermore, tribal grievances have spurred attacks on oil companies and government installations to extract rents. Various takfiri groups including al-Qaeda in the Arabian Peninsula have also increased their presence since 1995.

The Yemen Spring in early 2011 allowed all these movements to express their joint displeasure. Moreover, factionalism in the regime split the already weak military and thus allowed the Houthis, the takfiris and tribal-based militia known as popular committees, to assert themselves militarily. Mandated by the UN-sponsored Gulf Cooperation Council Initiative, the National Dialogue held from March 2013 to January 2014 aimed at guaranteeing power-sharing among the different parties. However, the GCC Initiative only included formal political parties that did not accurately reflect political realities. Furthermore, provisions lacked adequate transitional justice and provided former-President Saleh, as well as others, full amnesty. As a result, little faith was placed in the process by formerly marginalized groups such as the Zaydi Shia Houthi rebels (Ansar Allah) and al-Hiraak who opted to increase their bargaining power vis-à-vis the state by strengthening their own territorial enclaves. In September 2014 the Houthis succeeded in capturing the capital Sana'a and gradually expanded their control southward. The subsequent UN-mediated Peace and National Partnership Agreement between transitional president Hadi and the Houthis on a federal, democratic Yemeni state, failed to be implemented as the Houthis successfully dissolved the parliament and deposed Hadi in January 2015. Following the Saudi military intervention to restore the Hadi government in March 2015, ceasefire attempts continuously failed. A two-year

Stage	Implementation/renegotiation
Conflict nature	Government
Peace process	Yemen peace process
Parties	Regional Delimitation Committee (Government of President Hadi): Dr ‘ Abd al-Kariīm ‘ Ali – al-Iryānī – Muhammad Muhammad Qahtaṇ Abu – Bakr ‘ Abd al-Rizaq Baḏhiḅ Sultaṇ Hizaṇ al- ‘ Atwaṇī – Yaṣṣiṇ ‘ Umar Makaḡi – Saḡiḡ Ahmad Hubrah Ghaḡiḡ ‘ Abd Allah Matliq al-Daḡ ‘ ai – Dr ‘ Abd Allah Saḡim Lamlis Naḡiyyah ‘ Abd al- ‘ Aziḡ al-Saqaf Dr Afraḡ ‘ Abd al- ‘ Aziḡ al-Zuḡah Khaḡiḡ Abu – Bakr Baḡaṣ ‘ Abd al-Qaḡr ‘ Ali – Hilaḡ Muhammad ‘ Ali – Abu – Lahuṇ Dr M ‘ aiṇ ‘ Abd al-Malik S ‘ aiḡ Ahmad Abu – Bakr Baḡr ‘ ah Yaṣṣar Ahmad Saḡim al- ‘ Awaḡi – S ‘ aiḡ Saḡim Baḡiqiḡah Dr al- ‘ Azzi Hibah Allah ‘ Ali – Shariṇ Muḡbil Naṣr Lakrash ‘ Awad Muhammad bin al-Waziḡ al-Awlaqi – Ahmad Muhammad al-Qard ‘ ai – Dr Ahmad ‘ Awad bin Mubaḡrak – Rapporteur of the Committee Approved by: ‘ Abdrabbuh Mansuḡ Haḡi, President of the Republic Chairman
Third parties	-
Description	Agreement outlines the creation of six federal regions as a means of devolving power from Sanaa by the Region Delimitation Committee, which was created by Presidential decree outside the framework of the National Dialogue Conference. The agreement states that six regions will be created - four in the north and two in the south.

Agreement document	YE_140210_Final Decision on the delimitation of the Federal Regions.pdf (opens in new tab) Download PDF
Agreement document (original language)	YE_140210_Final Decision on the delimitation of the Federal Regions_AR.pdf (opens in new tab)

Groups

Children/youth No specific mention.

Disabled persons No specific mention.

Elderly/age No specific mention.

Migrant workers No specific mention.

**Racial/ethnic/
national group** No specific mention.

Religious groups No specific mention.

Indigenous people No specific mention.

Other groups No specific mention.

**Refugees/displaced
persons** No specific mention.

Social class No specific mention.

Gender

**Women, girls and
gender** No specific mention.

Men and boys No specific mention.

LGBTI No specific mention.

Family No specific mention.

State definition

Nature of state (general)

Page 2, Principles:

The Committee adopted the principles, agreed on in this document and with the decorum of the Comprehensive National Dialogue Conference, as follows:

... - Positive rivalry between the regions

- Integration, which ensures the efficient employment of resources in each region and integration with other regions.

- Homogeneity to ensure stability of society and economy to meet the needs of the people for quality of life.

- All levels enjoy levels of rule with reforms outlined in the constitution within the framework of a unitary state.

Page 2, Committee Work Outcomes:

First: Delineate the number of regions

Building upon data and political visions that were discussed in depth during the period in which the Comprehensive National Dialogue Conference was held. And enquire in the principles which were decided by Yemenis to adopt in order to create a unitary state that aims to ensure a fair partnership in the revolution and the authority and to preserve the security and confirm unity, security and the stability of Yemen, most members of the committee agreed to adopt 6 options for the regions wherein there will be two regions in the south and four in the north.

State configuration

Page 1, Preamble:

Building on the Presidential Decision no. 2 for the year 2014 on the matter of creating a Region Defining Committee tasked to study and approve a choice of six regions – four in the north and two in the south – or the option of two provinces, or any decision between these two options which may achieve an effective consensus. The Committee will also delineate a number of provinces and states (governorates) which will be formed taking into account the current situation, geographic delimitations and aspects of culture and history. ...

Page 1, Preamble:

... In light of the special importance of the two city municipalities of Sana'a and Aden, presentations were presented designed to give an overview of the situation of these two cities and the expected central and fundamental role they will play in the unified state.

...

Page 2, Committee Work Outcomes:

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Self determination

No specific mention.

Referendum	No specific mention.
State symbols	No specific mention.
Independence/ secession	No specific mention.
Accession/ unification	No specific mention.
Border delimitation	Page 3, Secondly: General Provisions 1. The formation of current borders for the governorates, 'states', within each region, constitute the total boundaries of that region.
Cross-border provision	No specific mention.

Governance

Political institutions (new or reformed)	No specific mention.
Elections	Page 4, Secondly: General Provisions ... 3. The law of the regions should determine that the borders of the regions may be reviewed after the election cycle or more, and this is regulated by federal law.
Electoral commission	No specific mention.
Political parties reform	No specific mention.
Civil society	No specific mention.
Traditional/ religious leaders	No specific mention.
Public administration	No specific mention.
Constitution	No specific mention.

Political power sharing	Power sharing→Political power sharing→Proportionality in legislature State level Page 4, Secondly: General Provisions ... 4. To ensure a true partnership in the legislative authority, each region must ensure rotation of the Head of the Legislative Council, as well as ensure fair representation for each state in the Federal Parliament.
Territorial power sharing	Power sharing→Territorial power sharing→Federal or similar sub-divided government Page 2, Committee Work Outcomes: First: Delineate the number of regions Building upon data and political visions that were discussed in depth during the period in which the Comprehensive National Dialogue Conference was held. And enquire in the principles which were decided by Yemenis to adopt in order to create a unitary state that aims to ensure a fair partnership in the revolution and the authority and to preserve the security and confirm unity, security and the stability of Yemen, most members of the committee agreed to adopt 6 options for the regions wherein there will be two regions in the south and four in the north. Page 3, [Summary] Table contains the details of the new regions. Page 4, Secondly: General Provisions ... 2. Regional laws must containing the possibility of a return to the internal borders of current constituencies within each Administrative region according to specific rules [to come into force] after the election cycle or more, and this is regulated and issued by the legislature of each region. Power sharing→Territorial power sharing→Local/municipal government Page 3, Secondly: Delineating the following state (governorate) for each region and the naming of the regions and appointing of their capitals: ... Everyone agreed on: 1. The Capital Sana'a: A federal city not subject to the authority of any region, special arrangements to ensure its neutrality and independence will be included in the Constitution. 2. The City of Aden: an administrative and economic city holding a special situation in the framework of the Aden region, to enjoy legislative powers and executive independence. Page 4, Secondly: General Provisions ... 5. To ensure a true partnership in the executive authority, each region must ensure a lack of state control over the jurisdiction of government formation in the region.
Economic power sharing	Power sharing→Economic power sharing→Sharing of resources Page 4, Secondly: General Provisions ... 6. To ensure a fair distribution of the revenues of wealth, in consultation with the regions and the states, [the committee] drafted a standardised and fair distribution of natural and non-natural resource revenues in a transparent manner, fair to all the people and taking into account the needs of the producing region and states, in particular the allocation of revenue from the federal government.
Military power sharing	No specific mention.

Human rights and equality

Human rights/RoL general No specific mention.

Bill of rights/similar No specific mention.

Treaty incorporation No specific mention.

Civil and political rights No specific mention.

Socio-economic rights No specific mention.

Rights related issues

Citizenship Rights related issues→Citizenship→Citizens, specific rights
Page 1-2, Principles:
The Committee adopted the principles, agreed on in this document and with the decorum of the Comprehensive National Dialogue Conference, as follows:
- All Yemeni citizens enjoy rights and obligations including equal citizenship.

Democracy No specific mention.

Detention procedures No specific mention.

Media and communication No specific mention.

Mobility/access Page 4, Secondly: General Provisions
...7. To ensure the freedom of trade and economic activity as a means of promoting integration between the regions and facilitate the movement of citizens, goods, services, and money, either directly or indirectly, and not impose any barriers, obstacles, restrictions, customs [tax], tax, or administrative fees when passing from one region to another.

Protection measures No specific mention.

Other No specific mention.

Rights institutions

NHRI No specific mention.

Regional or international human rights institutions No specific mention.

Justice sector reform

Criminal justice and emergency law No specific mention.

State of emergency provisions No specific mention.

Judiciary and courts No specific mention.

Prisons and detention No specific mention.

Traditional Laws No specific mention.

Socio-economic reconstruction

Development or socio-economic reconstruction Socio-economic reconstruction→Development or socio-economic reconstruction→Socio-economic development
Page 4, Secondly: General Provisions
... 8. Each region has a leading role in economic development and to ensure equal living conditions in all regions through the strengthening of cooperation and solidarity between the regions.

National economic plan No specific mention.

Natural resources Page 4, Secondly: General Provisions
... 6. To ensure a fair distribution of the revenues of wealth, in consultation with the regions and the states, [the committee] drafted a standardised and fair distribution of natural and non-natural resource revenues in a transparent manner, fair to all the people and taking into account the needs of the producing region and states, in particular the allocation of revenue from the federal government.

International funds No specific mention.

Business	Page 4, Secondly: General Provisions ...7. To ensure the freedom of trade and economic activity as a means of promoting integration between the regions and facilitate the movement of citizens, goods, services, and money, either directly or indirectly, and not impose any barriers, obstacles, restrictions, customs [tax], tax, or administrative fees when passing from one region to another.
Taxation	Socio-economic reconstruction→Taxation→Reform of taxation Page 4, Secondly: General Provisions ...7. To ensure the freedom of trade and economic activity as a means of promoting integration between the regions and facilitate the movement of citizens, goods, services, and money, either directly or indirectly, and not impose any barriers, obstacles, restrictions, customs [tax], tax, or administrative fees when passing from one region to another.
Banks	No specific mention.

Land, property and environment

Land reform/rights	No specific mention.
Pastoralist/ nomadism rights	No specific mention.
Cultural heritage	Land, property and environment→Cultural heritage→Other Page 3, Secondly: Delineating the following state (governorate) for each region and the naming of the regions and appointing of their capitals: The Committee adopted the following criteria: ... - Societal, cultural and historical factors
Environment	No specific mention.
Water or riparian rights or access	No specific mention.

Security sector

Security Guarantees	Page 2, Committee Work Outcomes: First: Delineate the number of regions Building upon data and political visions that were discussed in depth during the period in which the Comprehensive National Dialogue Conference was held. And enquire in the principles which were decided by Yemenis to adopt in order to create a unitary state that aims to ensure a fair partnership in the revolution and the authority and to preserve the security and confirm unity, security and the stability of Yemen, most members of the committee agreed to adopt 6 options for the regions wherein there will be two regions in the south and four in the north.
Ceasefire	No specific mention.
Police	No specific mention.
Armed forces	No specific mention.
DDR	No specific mention.
Intelligence services	No specific mention.
Parastatal/rebel and opposition group forces	No specific mention.
Withdrawal of foreign forces	No specific mention.
Corruption	No specific mention.
Crime/organised crime	No specific mention.
Drugs	No specific mention.
Terrorism	No specific mention.

Transitional justice

Transitional justice general	No specific mention.
Amnesty/pardon	No specific mention.

Courts	No specific mention.
Mechanism	No specific mention.
Prisoner release	No specific mention.
Vetting	No specific mention.
Victims	No specific mention.
Missing persons	No specific mention.
Reparations	No specific mention.
Reconciliation	No specific mention.

Implementation

UN signatory	No specific mention.
Other international signatory	No specific mention.
Referendum for agreement	No specific mention.
International mission/force/similar	No specific mention.
Enforcement mechanism	No specific mention.
