

**Country/entity** Yemen

**Region** Middle East and North Africa

**Agreement name** Peace and National Partnership Implementation Agreement

**Date** 1 Nov 2014

**Agreement status** Multiparty signed/agreed

**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

<b>Stage</b>	Implementation/renegotiation
<b>Conflict nature</b>	Government/territory
<b>Peace process</b>	Yemen peace process
<b>Parties</b>	<p>Hassan Mohamed Mohamed Zayd, al-Haqq Party;  <small>20</small>  <small>28</small></p> <p>Dr. Ahmed Ubaid Bin Dagher, General People's Congress;  <small>20</small>  <small>28</small></p> <p>Abdul Wahab al-Ansi, Islah Party<small>20</small>  <small>28</small></p> <p>;</p> <p>[No Signature], Arab Baath Socialist Party<small>20</small>  <small>28</small></p> <p>;</p> <p>Yahya Mansour Abu Asbaa, Yemeni Socialist Party;  <small>20</small>  <small>28</small></p> <p>Abdul Aziz Ahmed Jabari, Justice and Construction Party;  <small>20</small>  <small>28</small></p> <p>Mohammed Sulayman Mohammed al-Samman, al-Rashad Party;  <small>20</small>  <small>28</small></p> <p>Nabil Abdullah, Union of Popular Forces;  <small>20</small>  <small>28</small></p> <p>Ahmed Ali Kalez, Unionist Union Party<small>20</small>  <small>28</small></p> <p>;</p> <p>Saleh Ali al-Samad, Ansar Allah<small>20</small>  <small>28</small></p> <p>;</p> <p>Yassin Omar Makkawi, Southern Movement;  <small>20</small>  <small>28</small></p> <p>Shayef Azi Saghir, National Democratic Alliance;  <small>20</small>  <small>28</small></p> <p>Dr. Abdullah Mohammed Dahan, Popular Unificationist Nasserite Organization</p>

**Third parties** -

**Description** Implementation agreement between the Yemeni political parties including Ansar Allah and the Southern Movement, calling for the creation of a new Unity government under President Hadi and Prime Minister Khalid Bahah, extending support to that government and guaranteeing that it's actions will not be challenged in the name of national interest.

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**Agreement document** [YE\\_141101\\_PNPA Implementation Agreement\\_EN.pdf \(opens in new tab\)](#) | [Download PDF](#)

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**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.

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## **Gender**

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

**Men and boys** No specific mention.

**LGBTI** No specific mention.

**Family** No specific mention.

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## **State definition**

**Nature of state  
(general)** No specific mention.

**State configuration** No specific mention.

**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** No specific mention.

**Cross-border provision** No specific mention.

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## **Governance**

**Political institutions (new or reformed)** Governance→Political institutions (new or reformed)→General references  
Page 1, We, the parties and the political components signed below, ask President Abd Rabbo Mansour Hadi and the designated Prime Minister, Khaled Bahah, to form a Government of National Competencies in accordance with the criteria agreed upon in the National Peace and Partnership Document - "Integrity , Competence and expertise; Law and impartiality in the administration of the affairs of the country "- in a manner that does not violate the provisions of the Peace and National Partnership Document, in particular paragraphs seven and eight of the second item, and in the Spirit of consultation between all parties to the Peace and National Partnership Document and in the interest of the supreme national interest. [Will end following the complete implementation of the GCC Initiative]

Page 1, We are fully committed not to challenge what the President of the Republic and the designated-Prime Minister will find.

**Elections** No specific mention.

**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.

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## **Power sharing**

<b>Political power sharing</b>	Power sharing→Political power sharing→General State level Page 1, We, the parties and the political components signed below, ask President Abd Rabbu Mansour Hadi and the designated Prime Minister, Khaled Bahah, to form a Government of National Competencies in accordance with the criteria agreed upon in the National Peace and Partnership Document – "Integrity, competence and expertise; Law and impartiality in the administration of the affairs of the country" – in a manner that does not violate the provisions of the Peace and National Partnership Document, in particular paragraphs seven and eight of the second item, and in the spirit of consultation between all parties to the Peace and National Partnership Document and in the interest of the supreme and national interest.
<b>Territorial power sharing</b>	No specific mention.
<b>Economic power sharing</b>	No specific mention.
<b>Military power sharing</b>	No specific mention.

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## **Human rights and equality**

<b>Human rights/RoL general</b>	No specific mention.
<b>Bill of rights/similar</b>	No specific mention.
<b>Treaty incorporation</b>	No specific mention.
<b>Civil and political rights</b>	No specific mention.
<b>Socio-economic rights</b>	No specific mention.

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## **Rights related issues**

<b>Citizenship</b>	No specific mention.
<b>Democracy</b>	No specific mention.
<b>Detention procedures</b>	No specific mention.

**Media and communication** Rights related issues→Media and communication→Media roles  
Page 1, We are committed to providing all necessary support, including media support, to the new government that will be announced.

**Mobility/access** No specific mention.

**Protection measures** No specific mention.

**Other** No specific mention.

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### **Rights institutions**

**NHRI** No specific mention.

**Regional or international human rights institutions** No specific mention.

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### **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.

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### **Socio-economic reconstruction**

**Development or socio-economic reconstruction** No specific mention.

**National economic plan** No specific mention.

**Natural resources** No specific mention.

**International funds** No specific mention.

**Business** No specific mention.

**Taxation** No specific mention.

**Banks** No specific mention.

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### **Land, property and environment**

**Land reform/rights** No specific mention.

**Pastoralist/  
nomadism rights** No specific mention.

**Cultural heritage** No specific mention.

**Environment** No specific mention.

**Water or riparian  
rights or access** No specific mention.

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### **Security sector**

**Security  
Guarantees** No specific mention.

**Ceasefire** No specific mention.

**Police** No specific mention.

**Armed forces** No specific mention.

**DDR** No specific mention.

**Intelligence  
services** No specific mention.

<b>Parastatal/rebel and opposition group forces</b>	No specific mention.
<b>Withdrawal of foreign forces</b>	No specific mention.
<b>Corruption</b>	No specific mention.
<b>Crime/organised crime</b>	No specific mention.
<b>Drugs</b>	No specific mention.
<b>Terrorism</b>	No specific mention.

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### **Transitional justice**

<b>Transitional justice general</b>	No specific mention.
<b>Amnesty/pardon</b>	No specific mention.
<b>Courts</b>	No specific mention.
<b>Mechanism</b>	No specific mention.
<b>Prisoner release</b>	No specific mention.
<b>Vetting</b>	No specific mention.
<b>Victims</b>	No specific mention.
<b>Missing persons</b>	No specific mention.
<b>Reparations</b>	No specific mention.
<b>Reconciliation</b>	No specific mention.

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**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.

