

Country/entity Yemen

Region Middle East and North Africa

Agreement name UN Security Council Resolution 2452

Date 16 Jan 2019

Agreement status Unilateral document

Interim arrangement Yes

Agreement/conflict level Interstate/intrastate conflict(s)

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	Ceasefire/related
Conflict nature	Government/territory
Peace process	Yemen peace process
Parties	<p>UN Security Council.</p> <p>Members at the time of signing:</p> <p>President: Mr. Singer Weisinger (Dominican Republic)</p> <p>Members: Belgium Mr. Pecsteen de Buytswerve China Mr. Wu Haitao Côte d'Ivoire Mr. Ipo Equatorial Guinea Mr. Ndong Mba France Mr. Delattre Germany Mr. Schulz Indonesia Mr. Djani Kuwait Mr. Alotaibi Peru Mr. Meza-Cuadra Poland Ms. Wronecka Russian Federation Mr. Nebenzia South Africa Mr. Van Shalkwyk United Kingdom of Great Britain and Northern Ireland. Ms. Carr United States of America Mr. Hunter</p>
Third parties	-
Description	UN Security Council resolution providing for the creation of a 6-month, the United Nations Mission to support the Hodeidah Agreement, providing its mandate, names who will head the body, underscores the importance of intra-UN collaboration on Yemen, calls for the deployment of UNMHA and support from UN member states. Lastly, the resolution calls for for the Secretary-General to review the mission in 5 months.

Agreement document

[YE_190116_UN Security Council Resolution 2452.pdf \(opens in new tab\)](#) | [Download PDF](#)

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 1, “Reaffirming its strong commitment to the unity, sovereignty, independence and territorial integrity of Yemen and its commitment to stand by the people of Yemen,

State configuration Page 1, “Reaffirming its strong commitment to the unity, sovereignty, independence and territorial integrity of Yemen and its commitment to stand by the people of Yemen,

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.

Governance

Political institutions (new or reformed) No specific mention.

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.

Power sharing

Political power sharing No specific mention.

Territorial power sharing No specific mention.

Economic power sharing No specific mention.

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 No specific mention.

Democracy No specific mention.

Detention procedures No specific mention.

Media and communication No specific mention.

Mobility/access No specific mention.

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 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.

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.

Security sector

Security Guarantees

Page 1, “2. Decides further that, to support the parties in implementing their commitments in accordance with the Hodeidah Agreement, UNMHA shall undertake the following mandate:

... (c) to work with the parties so that the security of the city of Hodeidah and the ports of Hodeidah, Salif, and Ras Issa is assured by local security forces in accordance with Yemeni law, and

Ceasefire

Security sector→Ceasefire→General commitments

Page 1, “Reaffirming its endorsement of the agreement reached in Sweden by the Government of Yemen and the Houthis on the city of Hodeidah and the ports of Hodeidah, Salif and Ras Issa (the Hodeidah Agreement) and reiterating its call on the parties to implement it,

Page 1, “2. Decides further that, to support the parties in implementing their commitments in accordance with the Hodeidah Agreement, UNMHA shall undertake the following mandate:

(a) to lead, and support the functioning of, the Redeployment Coordination Committee, assisted by a secretariat staffed by United Nations personnel, to oversee the governorate-wide ceasefire, redeployment of forces, and mine action operations,

(b) to monitor the compliance of the parties to the ceasefire in Hodeidah governorate and the mutual redeployment of forces from the city of Hodeidah and the ports of Hodeidah, Salif and Ras Issa,

(c) to work with the parties so that the security of the city of Hodeidah and the ports of Hodeidah, Salif, and Ras Issa is assured by local security forces in accordance with Yemeni law, and

(d) to facilitate and coordinate United Nations support to assist the parties to fully implement the Hodeidah Agreement;

Police

No specific mention.

Armed forces

No specific mention.

DDR

Security sector→DDR→Demilitarisation provisions

Page 1, “2. Decides further that, to support the parties in implementing their commitments in accordance with the Hodeidah Agreement, UNMHA shall undertake the following mandate:

(a) to lead, and support the functioning of, the Redeployment Coordination Committee, assisted by a secretariat staffed by United Nations personnel, to oversee the governorate-wide ceasefire, redeployment of forces, and mine action operations,

(b) to monitor the compliance of the parties to the ceasefire in Hodeidah governorate and the mutual redeployment of forces from the city of Hodeidah and the ports of Hodeidah, Salif and Ras Issa,

...

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 UNSC resolution

Other international signatory No specific mention.

Referendum for agreement No specific mention.

International mission/force/similar

Page 1, “1. Decides to establish a special political mission, the United Nations Mission to support the Hodeidah Agreement (UNMHA), to support the implementation of the Agreement on the city of Hodeidah and ports of Hodeidah, Salif and Ras Issa as set out in the Stockholm Agreement, circulated as document S/2018/1134, for an initial period of six months from the date of adoption of this resolution;

Page 1, “2. Decides further that, to support the parties in implementing their commitments in accordance with the Hodeidah Agreement, UNMHA shall undertake the following mandate:

- (a) to lead, and support the functioning of, the Redeployment Coordination Committee, assisted by a secretariat staffed by United Nations personnel, to oversee the governorate-wide ceasefire, redeployment of forces, and mine action operations,
- (b) to monitor the compliance of the parties to the ceasefire in Hodeidah governorate and the mutual redeployment of forces from the city of Hodeidah and the ports of Hodeidah, Salif and Ras Issa,
- (c) to work with the parties so that the security of the city of Hodeidah and the ports of Hodeidah, Salif, and Ras Issa is assured by local security forces in accordance with Yemeni law, and
- (d) to facilitate and coordinate United Nations support to assist the parties to fully implement the Hodeidah Agreement;

Page 1, “3. Approves the proposals of the Secretary-General on the composition and operational aspects of UNMHA set out in the annex to his letter of 31 December 2018 to the President of the Council, and notes that the Mission will be headed by the Chair of the Redeployment Coordination Committee at Assistant-Secretary-General level, reporting to the Secretary-General through the Special Envoy of the Secretary-General on Yemen and the Under-Secretary-General for Political and Peacebuilding Affairs;

Page 2, “4. Underlines the importance of close collaboration and coordination between all United Nations entities operating in Yemen in order to prevent duplication of effort and to maximise the leveraging of existing resources, including the Office of the Special Envoy of the Secretary-General for Yemen, the Resident/Humanitarian Coordinator and the United Nations country team in Yemen, UNMHA and the United Nations Verification and Inspection Mechanism (UNVIM);

Page 2, “5. Requests the Secretary-General to deploy UNMHA expeditiously and calls on the parties to the Hodeidah Agreement to support the United Nations as set out in document S/2019/28, including by ensuring the safety and security of UNMHA personnel, and the unhindered and expeditious movement into and within Yemen of UNMHA personnel and equipment, provisions and essential supplies;

Page 2, “6. Requests Member States, particularly neighbouring States, to support the United Nations as required for the implementation of UNMHA’s mandate;

Page 2, “7. Requests the Secretary-General to report to the Security Council on a monthly basis on progress regarding the implementation of this resolution, including on any obstructions to the effective operation of UNMHA caused by any party; and on resolution 2451 (2018), including on any non-compliance by any party;

Page 2, “8. Further requests the Secretary-General to present to the Council a review of UNMHA, by five months from the date of adoption of this resolution;

**Enforcement
mechanism**

No specific mention.
