

Country/entity	Yemen
Region	Middle East and North Africa
Agreement name	Riyadh agreement between the legitimate Government of Yemen and the Southern Transitional Council (STC)
Date	5 Nov 2019
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

Stage	Framework/substantive - partial
Conflict nature	Government/territory
Peace process	Yemen peace process
Parties	The two parties in the Agreement; the government and the Southern Transitional Council (STC)
Third parties	<p>The two parties in the Agreement; Met under the auspices of the Custodian of the Two Holy Mosques, King Salman Bin Abdulaziz in the Kingdom of Saudi Arabia from 20/8/2019 to 24/10/2019 in response to the Kingdom's invitation to discuss their differences</p> <p>In confirmation of the Coalition to Support Legitimacy in Yemen's role, led by the Kingdom of Saudi Arabia in responding to the legitimate elected President, Abd Rabbuh Mansur Hadi, to protect Yemen and its people from the continued attacks by the Houthi militia, backed by the Iranian government, and to build on the political, military, security, relief and developmental successes, primarily regaining control of the majority of Yemeni territories;</p>
Description	A power sharing agreement between the Government of Yemen and the Southern Transitional Council which attempts to relocate control of Yemen's southern territories through the restructuring of governing bodies. Three detailed and substantive appendices provide for: formation of political institutions in the interim capital Aden and a number of other southern provinces, distribution of state resources and reform of military and security forces.

Agreement document	YE_191105_Riyadh_Agreement_between_the_legitimate_government_of_Yemen_and_the_transitional (opens in new tab) Download PDF
Agreement document (original language)	YE_191105_Riyadh_Agreement_between_the_legitimate_government_of_Yemen_and_the_transitional (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)	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.

Governance

Political institutions (new or reformed) Governance→Political institutions (new or reformed)→New political institutions (indefinite)

Page 2, Appendix 1: Political and economic arrangements,

1. Formation of a technocratic government with no more than 24 ministers. The President will appoint its members after deliberation with the Prime Minister and political components. The ministerial portfolios must be equally distributed between the southern and northern municipalities. The government formation must be carried out within 30 days after signing this Agreement.

Page 2, Appendix 1: Political and economic arrangements,

2. The Yemeni President will appoint the governor and the head of the Aden municipality within 15 days of the date this Agreement was signed based on standards of qualification and integrity and through deliberations. He will also appoint a governor for Abyan and Dhale within 30 days after this Agreement is signed in order to improve the quality of work.

Page 2, Appendix 1: Political and economic arrangements,

3. The current Prime Minister will begin his duties in the temporary capital, Aden, within no more than 7 days from the date this Agreement is signed in order to activate all of the state institutions in the various liberated municipalities to serve the Yemeni people and pay the salaries and financial dues to all military, security and civil sectors in the state and its institutions, located in the temporary capital of Aden and all liberated municipalities.

Page 2, Appendix 1: Political and economic arrangements,

4. The Yemeni President will appoint governors and municipality heads in the remaining southern municipalities, based on standards of qualification and integrity and through deliberations, within 60 days of signing this Agreement.

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	Page 2, Appendix 1: Political and economic arrangements, 3. The current Prime Minister will begin his duties in the temporary capital, Aden, within no more than 7 days from the date this Agreement is signed in order to activate all of the state institutions in the various liberated municipalities to serve the Yemeni people and pay the salaries and financial dues to all military, security and civil sectors in the state and its institutions, located in the temporary capital of Aden and all liberated municipalities.
Constitution	No specific mention.

Political power sharing

Power sharing→Political power sharing→General
State level

Page 2, Appendix 1: Political and economic arrangements,

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Power sharing→Political power sharing→Executive coalition
State level

Page 2, Appendix 1: Political and economic arrangements,

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Territorial power sharing

No specific mention.

Economic power sharing No specific mention.

Military power sharing

Power sharing→Military power sharing→Merger of forces

Page 3, Appendix 2: Military arrangements,

3. Moving all government Military Forces and STC military formations in Aden municipality to the camps outside of Aden, determined by the leadership of the Coalition to Support Legitimacy in Yemen within 30 days of signing this Agreement. They must also be instructed based on the plans approved and under direct supervision of the leadership of the Coalition to Support Legitimacy in Yemen. This excludes the first brigade, which provides protection to the president. It will be tasked with protecting the presidential palaces, their surroundings and securing the movements of the President. They are also tasked with providing security protection to the STC leadership in Aden, under the supervision of the leadership of the Coalition to Support Legitimacy in Yemen.

Page 3, Appendix 2: Military arrangements,

4. Uniting the Military Forces mentioned in Clause 3, numbering them and adding them to the Defence Ministry, followed by issuing the necessary resolutions and distributing them based on the agreed upon plans under direct supervision of the leadership of the Coalition to Support Legitimacy in Yemen within 60 days of signing this Agreement.

Page 3, Appendix 2: Military arrangements,

5. Re-organising the Military Forces in the Abyan and Lahij governorates under the leadership of the Defence Ministry in accordance with the same measures taken in Aden within 60 days of signing this Agreement.

Page 3, Appendix 2: Military arrangements,

6. Re-organising the Military Forces in the remaining southern governorates under the leadership of the Defence Ministry in accordance with the same measures taken in Aden within 90 days of signing this Agreement.

Page 4, Appendix 3: Security Arrangements,

1. The Police and Rescue Forces in the Aden governorate will be responsible for securing the governorate and working on re-organising government forces and STC formations based on the need and security plan. It will choose its members based on qualification and professionalism and will train them. These forces will be associated with the head of security in the governorate and will be numbered at Security Forces associated to the Ministry of Interior within 30 days of signing this Agreement.

Page 4, Appendix 3: Security Arrangements,

2. Re-organising the Special and Counter-Terrorism Forces in the Aden governorate and choosing new members from the legitimate forces and STC formations. They must be trained, a commander appointed and numbered as Security Forces associated with the Interior Ministry, taking into consideration their confidentiality regarding counter-terrorism units (which will take over counter-terrorism operations and contribute to securing Aden) within 30 days of signing this Agreement.

Page 4, Appendix 3: Security Arrangements,

3. Re-organising the forces responsible for protecting the facilities under a united force named (Facility Protection Force) within 30 days of signing this Agreement in accordance with the following:

- The members of the force will be chosen based on the qualifications of the current officers in the current force, in the legitimate forces, or in the STC formations.
- This force will be tasked with the complete protection of the civilian facilities, protection of the government headquarters, central bank, Aden ports, Aden Airport, ministry headquarters and state institutions in Aden.
- This force will be associated with the Interior Ministry and will be numbered as per the Security Forces associated with it.

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→Citizenship other
Page 1,
4. Committing to the complete citizenship rights of all Yemeni people, rejecting territorial and doctrinal discrimination and division and discord.

Democracy No specific mention.

Detention procedures No specific mention.

Media and communication Rights related issues→Media and communication→Governance of media
Page 1,
5. Ending all offensive media campaigns of all types and by all parties.

Mobility/access No specific mention.

Protection measures	<p>Rights related issues→Protection measures→Protection of civilians</p> <p>Page 1,</p> <p>In confirmation of the Coalition to Support Legitimacy in Yemen's role, led by the Kingdom of Saudi Arabia in responding to the legitimate elected President, Abd Rabbuh Mansur Hadi, to protect Yemen and its people from the continued attacks by the Houthi militia, backed by the Iranian government, and to build on the political, military, security, relief and developmental successes, primarily regaining control of the majority of Yemeni territories;</p> <p>Page 4, Appendix 3: Security Arrangements,</p> <p>3. Re-organising the forces responsible for protecting the facilities under a united force named (Facility Protection Force) within 30 days of signing this Agreement in accordance with the following:</p> <p>...</p> <ul style="list-style-type: none"> • This force will be tasked with the complete protection of the civilian facilities, protection of the government headquarters, central bank, Aden ports, Aden Airport, ministry headquarters and state institutions in Aden.
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.

Development or socio-economic reconstruction	<p>Socio-economic reconstruction→Development or socio-economic reconstruction→Socio-economic development</p> <p>Page 1,</p> <p>In confirmation of the Coalition to Support Legitimacy in Yemen's role, led by the Kingdom of Saudi Arabia in responding to the legitimate elected President, Abd Rabbuh Mansur Hadi, to protect Yemen and its people from the continued attacks by the Houthi militia, backed by the Iranian government, and to build on the political, military, security, relief and developmental successes, primarily regaining control of the majority of Yemeni territories;</p>
National economic plan	<p>Page 2, Appendix 1: Political and economic arrangements,</p> <p>5. State resources, including collecting and depositing all state revenues, including oil, tax and customs revenues, in the Central Bank in Aden, spending based on the approved budget, in accordance with Yemeni law and presenting a regular report that is transparent regarding government revenues and spending to the parliament for evaluation and audit, regional and international experts and specialists must contribute and provide necessary advice in this regard.</p> <p>Page 2, Appendix 1: Political and economic arrangements,</p> <p>6. Activating the central agency for audit and accountability, enriching it with honest and professional individuals and re-forming the national anti-corruption body and activating its monitoring role.</p> <p>Page 2, Appendix 1: Political and economic arrangements,</p> <p>7. Re-forming and activating the Supreme Economic Committee, as well as reinforcing it with qualified, experienced, honest, and independent individuals.</p>
Natural resources	<p>Page 2, Appendix 1: Political and economic arrangements,</p> <p>5. State resources, including collecting and depositing all state revenues, including oil, tax and customs revenues, in the Central Bank in Aden, spending based on the approved budget, in accordance with Yemeni law and presenting a regular report that is transparent regarding government revenues and spending to the parliament for evaluation and audit, regional and international experts and specialists must contribute and provide necessary advice in this regard.</p>
International funds	No specific mention.
Business	No specific mention.

Taxation

Socio-economic reconstruction→Taxation→Reform of taxation

Page 2, Appendix 1: Political and economic arrangements,

5. State resources, including collecting and depositing all state revenues, including oil, tax and customs revenues, in the Central Bank in Aden, spending based on the approved budget, in accordance with Yemeni law and presenting a regular report that is transparent regarding government revenues and spending to the parliament for evaluation and audit, regional and international experts and specialists must contribute and provide necessary advice in this regard.

Banks

Socio-economic reconstruction→Banks→Central bank

Page 2, Appendix 1: Political and economic arrangements,

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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.

Security sector

Security Guarantees

Page 1,

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Page 1,

3. Reorganise the Security Forces under the leadership of the Ministry of Interior, based on the security arrangements outlined in the third appendix of this Agreement.

Page 1,

6. Uniting efforts, under the supervision of the Coalition to Support Legitimacy in Yemen to restore security and stability in Yemen and to confront terrorist organisations.

Ceasefire

No specific mention.

Police

Page 4, Appendix 3: Security Arrangements,

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Armed forces

Page 3, Appendix 2: Military arrangements,

1. All forces that moved from their original locations and camps towards Aden, Abyan and Shabwa since the beginning of August 2019 will return to their former positions, including all of their members and weapons. They will be replaced by the Security Forces of the local authority in every municipality within 15 days of signing this Agreement.

Page 3, Appendix 2: Military arrangements,

2. Collecting and moving medium and heavy artillery weapons from all military and Security Forces in Aden within 15 days of signing this Agreement to camps inside Aden, determined and supervised by the leadership of the Coalition to Support Legitimacy in Yemen. Such weapons include tanks, armoured vehicles, artillery, thermal missiles and heavy and medium artillery weapons.

Page 3, Appendix 2: Military arrangements,

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DDR

Security sector→DDR→Demilitarisation provisions

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**Intelligence
services**

No specific mention.

**Parastatal/rebel
and opposition
group forces**

Page 3, Appendix 2: Military arrangements,
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**Withdrawal of
foreign forces**

No specific mention.

Corruption	Page 2, Appendix 1: Political and economic arrangements, 5. State resources, including collecting and depositing all state revenues, including oil, tax and customs revenues, in the Central Bank in Aden, spending based on the approved budget, in accordance with Yemeni law and presenting a regular report that is transparent regarding government revenues and spending to the parliament for evaluation and audit, regional and international experts and specialists must contribute and provide necessary advice in this regard.
	Page 2, Appendix 1: Political and economic arrangements, 6. Activating the central agency for audit and accountability, enriching it with honest and professional individuals and re-forming the national anti-corruption body and activating its monitoring role.
	Page 2, Appendix 1: Political and economic arrangements, 7. Re-forming and activating the Supreme Economic Committee, as well as reinforcing it with qualified, experienced, honest, and independent individuals. The committee will be associated with the Prime Minister to support financial policies and combat corruption.
Crime/organised crime	No specific mention.
Drugs	No specific mention.
Terrorism	Page 1, 6. Uniting efforts, under the supervision of the Coalition to Support Legitimacy in Yemen to restore security and stability in Yemen and to confront terrorist organisations.
	Page 4, Appendix 3: Security Arrangements, 2. Re-organising the Special and Counter-Terrorism Forces in the Aden governorate and choosing new members from the legitimate forces and STC formations. They must be trained, a commander appointed and numbered as Security Forces associated with the Interior Ministry, taking into consideration their confidentiality regarding counter-terrorism units (which will take over counter-terrorism operations and contribute to securing Aden) within 30 days of signing this Agreement.

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	<p>Page 2, Appendix 1: Political and economic arrangements.</p> <p>1. Formation of a technocratic government with no more than 24 ministers. The President will appoint its members after deliberation with the Prime Minister and political components. The ministerial portfolios must be equally distributed between the southern and northern municipalities. The government formation must be carried out within 30 days after signing this Agreement. Those chosen must be proven to be honest, qualified and possess experience relevant to the ministerial portfolio, as well as not have been involved in any combat or inciting activities during the Aden, Abyan and Shabwa incidents.</p>
Victims	No specific mention.
Missing persons	No specific mention.
Reparations	No specific mention.
Reconciliation	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	<p>Page 1,</p> <p>7. Forming a committee under the supervision of the Coalition to Support Legitimacy in Yemen, led by the Kingdom of Saudi Arabia, specialising in monitoring, executing and implementing the provisions of this Agreement and its appendices.</p>
Related cases	No specific mention.
Source	<p>Retrieved from https://adennews.net/92370, on November 6 2019. Archived on WaybackMachine.</p> <p>Translation retrieved from https://www.middleeastmonitor.com/wp-content/uploads/2019/11/Riyadh-Agreement-between-the-legitimate-government-and-the-Southern-Transitional-Council-sk-converted.pdf (accessed on November 25 2019)</p>
