Country/entity	Yemen
Region	Middle East and North Africa
Agreement name	The Peace and National Partnership Agreement
Date	21 Sep 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

Stage	Framework/substantive - partial
Conflict nature	Government/territory
Peace process	Yemen peace process
Parties	Not signed, agreement mentions the following parties as having produced it: all Yemeni constituencies represented in the National Dialogue Conference. It is presumed to include President Abd Rabbo Mansour Hadi, representatives of Ansarallah and representatives of the Southern Movement.
Third parties	-
Description	This agreement sets forth a roadmap for the creation of a new, federal democratic Yemeni state, including an Annex on the cessation of hostilities and disarmament in specified regions.

Agreement document	YE 140921 PeaceNationalPartnershipAgreement.pdf (opens in new tab) | Download PDF
Agreement document (original language)	YE_140921_PeaceNationalPartnerAgreement_ar.pdf (opens in new tab)

Groups

Children/youth	Groups→Children/youth→Rhetorical Page 2, Article 2 ... The political advisers to the President of the Republic shall make recommendations to the President of the Republic and Prime Minister regarding the allocation of Cabinet seats to the political constituencies, ensuring representation of women and youth.
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	Page 2, Article 2 ... The political advisers to the President of the Republic shall make recommendations to the President of the Republic and Prime Minister regarding the allocation of Cabinet seats to the political constituencies, ensuring representation of women and youth.
Men and boys	No specific mention.
LGBTI	No specific mention.
Family	Page 3, Article 3 ... The committee shall develop a detailed and comprehensive plan, which...shall aim to create an enabling environment whereby all Yemenis are able to maximize their full economic potential and provide a decent standard of living for their families.

State definition

Nature of state (general)	Page 1, Preamble Pursuant to the outcomes of the Comprehensive National Dialogue Conference, which have been agreed upon by all Yemeni constituencies and which laid the foundations for building a new, federal democratic Yemeni state based on the rule of law, equal citizenship, human rights and good governance; resolved to the unity, sovereignty, independence and territorial integrity of Yemen; Page 1, Article 1 In establishing the new government, the principles of competence, integrity and national partnership shall be upheld, and broad participation of political constituencies shall be ensured. Page 4, Article 6 ... A government operating under the principle of national partnership shall respect the high interests of Yemen in both domestic and foreign policies, and reflect the will of all of the people.
State configuration	Page 1, Preamble Pursuant to the outcomes of the Comprehensive National Dialogue Conference, which have been agreed upon by all Yemeni constituencies and which laid the foundations for building a new, federal democratic Yemeni state...
Self determination	No specific mention.
Referendum	Page 4, Article 7 All constituencies shall participate in the preparations for the new biometric voter registry and the referendum on the constitution based on the new voter registry, and shall participate in the preparations and monitoring of elections according to the outcomes of the National Dialogue Conference.
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)→General references Page 1, Article 1 The President of the Republic shall engage in inclusive and transparent consultations with all of the constituencies...The purpose of these consultations shall be to establish a competency-based government in a period not to exceed one (1) month. Page 1, Article 2 ... The President of the Republic shall issue a presidential decree charging the new Prime Minister to form a new government. Page 2, Article 2 ... Within fifteen (15) days following the signing of this Agreement, the President shall issue a decree expanding the Shura Council according to the recommendations of the National Dialogue Conference, and in a manner that ensures national partnership. Page 4, Article 11 The government shall designate a committee with Ansarallah to develop an expedited implementation matrix to execute the outcomes of the Sa'ada Working Group of the National Dialogue Conference. The Government shall designate a similar committee, in agreement with all constituencies, including the Peaceful Southern Movement, to develop an expedited implementation matrix to execute the outcomes of the Southern Issues Working Group of the National Dialogue Conference. Page 5, Article 16 The Parties commit...to continue negotiations through a joint committee established with the support of the United Nations. This joint committee shall be the appropriate forum to raise any concerns related to the interpretation and implementation of this Agreement. Page 5, Annex, Article 4 Regarding Amran, the new Prime Minister shall establish a joint committee, within five (5) days, mandated to normalise the situation, and to complete the organisation of the administrative, security and military authorities in a manner that achieves the establishment of state authority and that achieves security, stability and sustainable development.
Elections	Page 4, Article 6 All constituencies shall participate in the preparations for the new biometric voter registry and the referendum on the constitution based on the new voter registry, and shall participate in the preparations and monitoring of elections according to the outcomes of the National Dialogue Conference.
Electoral commission	No specific mention.
Political parties reform	No specific mention.

Civil society	Page 6, Article 7 The Parties commit to facilitate safe and unhindered access for humanitarian actors to reach people in need of humanitarian assistance. The Parties also commit to ensure the safety of civilians, including those receiving assistance, as well as the need to ensure the security of humanitarian personnel and United Nations and its associated personnel.
Traditional/ religious leaders	No specific mention.
Public administration	Page 3, Article 3 ... the committee shall examine all economic and financial issues, to primarily include the following issues: ... (e) eliminating ghost workers and double dippers in all state civil, military and security institutions, and any new recruitments in state civil institutions shall be done through the Ministry of Civil Service without prejudice to exceptional remedies agreed to in the National Dialogue Conference outcomes; ... The committee shall also make recommendations to the Ministry of Civil Service on reform of salary scales with a view to alleviating the burden on low-income Yemenis. Page 3, Article 4 The new government shall undertake the following: ... (b) increase civil service, military and security sector salaries, and expedite the process for eliminating ghost workers and double dippers by making all payments through bank or post office transfers; Page 5, Annex, Article 4 ... The local officials in Amran shall fully carry out their responsibilities. ... The joint committee shall provide all necessary support and assistance to the local officials so that they may fully carry out their responsibilities, and shall ensure the principle of national partnership.
Constitution	Governance→Constitution→Constitutional reform/making Page 4, Article 7 The President of the Republic shall work closely with all constituencies in order to develop a consensus on a new constitution, through the mechanisms of the Constitution Drafting Commission and the National Body. Page 4, Article 10 The National Body, through its oversight of the Constitution Drafting Commission, shall, among other things, address the structure of the state in a manner that adheres to the outcomes of the National Dialogue Conference.

Power sharing

Political power sharing	Power sharing→Political power sharing→General State level Page 1, Article 1 ... Through this consultation process, constituencies shall be meaningfully engaged, and they shall be represented in the executive bodies at the central and governorate levels to ensure efficiency and national partnership. Page 1, Article 2 ... the President of the Republic shall appoint political advisers from Ansarallah and the Southern Peaceful Movement. Page 4, Article 6 The President of the Republic shall exercise his constitutional authorities to ensure fair representation of all constituencies in executive bodies at the central and governorate levels, as well as in oversight bodies, to ensure national partnership, competence, integrity and efficiency.
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

Page 1, Preamble
Pursuant to the outcomes of the Comprehensive National Dialogue Conference, which have been agreed upon by all Yemeni constituencies and which laid the foundations for building a new, federal democratic Yemeni state based on the rule of law, equal citizenship, human rights and good governance;

Page 1, Article 2
...
The political advisers to the President of the Republic shall develop criteria for candidates for posts in the new government. These criteria shall include: integrity, competency, requisite expertise in a field relevant to the ministerial portfolio, commitment to the protection of human rights and the rule of law, and impartiality in the conduct of state affairs.

Page 6, Annex, Article 7
...
The Parties also commit to ensure the safety of civilians, including those receiving assistance, as well as the need to ensure the security of humanitarian personnel and United Nations and its associated personnel.

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, Preamble
Pursuant to the outcomes of the Comprehensive National Dialogue Conference, which have been agreed upon by all Yemeni constituencies and which laid the foundations for building a new, federal democratic Yemeni state based on the rule of law, equal citizenship, human rights and good governance;

Democracy

Page 1, Preamble
Pursuant to the outcomes of the Comprehensive National Dialogue Conference, which have been agreed upon by all Yemeni constituencies and which laid the foundations for building a new, federal democratic Yemeni state...committed to stabilizing the country and realizing a bright promising democratic future...

Detention procedures	No specific mention.
Media and communication	Rights related issues→Media and communication→Media roles Page 4, Article 14 The political, public and media escalation shall end, and manifestations of the threat or use of force shall cease. This includes obliging State media and urging the private and partisan media to stop their inflammatory campaigns of a sectarian and regional nature.
Mobility/access	Page 6, Article 7 The Parties commit to facilitate safe and unhindered access for humanitarian actors to reach people in need of humanitarian assistance.
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	Page 4, Article 6 ... Fair participation in judicial bodies shall be ensured according to the outcomes of the National Dialogue Conference.
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 1, Preamble
Pursuant to the outcomes of the Comprehensive National Dialogue Conference, which have been agreed upon by all Yemeni constituencies and which laid the foundations for... economic, financial and administrative reforms, and to achieving economic welfare;

Page 2, Article 3
...
the new government shall establish an economic committee of qualified experts and economists drawn from various political constituencies and relevant government ministries with expertise in the field of financial and economic regulation and management.
...
The committee shall study the economic and fiscal situation in Yemen by reviewing the state budget and spending, and shall make recommendations on how the savings will be used to benefit people living in poverty and previously marginalised areas.

Page 3, Article 3
...
the committee shall examine all economic and financial issues, to primarily include the following issues:
...
(j) social protection programmes.

Page 3, Article 4
The new government shall undertake the following:
(a) increase the Social Welfare Fund payments by 50 per cent and deliver the payments to the beneficiaries immediately, while reviewing beneficiary eligibility criteria to ensure that those who are ineligible are eliminated and those who are eligible are enrolled;

Page 3, Article 4
The new government shall undertake the following:
...
(c) increase the budget for the next fiscal year for education and health, which shall be targeted toward people living in poverty and in marginalised areas.

Page 5, Annex, Article 4
Regarding Amran, the new Prime Minister shall establish a joint committee...to complete the organisation of the administrative, security and military authorities in a manner that achieves...sustainable development.
Socio-economic reconstruction→Development or socio-economic reconstruction→Infrastructure and reconstruction
Page 6, Annex, Article 7
The Parties commit to facilitate safe and unhindered access for humanitarian actors to reach people in need of humanitarian assistance.

National economic plan	Page 2, Article 3 ... The committee shall prepare an overall economic reform programme that is time-bound, specific and clear, and that is primarily aimed at eradicating corruption in all sectors, addressing the imbalance in the public budget and rationalising expenditures. ... The committee shall develop a detailed and comprehensive plan, which will include a package of measures to address the financial and economic crisis now facing Yemen in a way that protects and promotes the rights and livelihoods of all Yemenis, particularly the vulnerable and those living in poverty. The plan shall aim to create an enabling environment whereby all Yemenis are able to maximize their full economic potential and provide a decent standard of living for their families.
Natural resources	Page 2, Article 3 The committee shall...shall propose solutions regarding the required comprehensive reforms for the oil and electricity sectors... ... A new decision shall be issued immediately providing for a new price of 20 liters of petrol and diesel at 3000 YR. The abovementioned economic committee shall reconsider this within three (3) months, based on the liberalization of the import and distribution of oil and the reform of the electricity sector, which will lead to real price reform based on a scientific and economic assessment, and meet the aspirations of the people. Page 3, Article 3 ... the committee shall examine all economic and financial issues, to primarily include the following issues: ... (g) alleviating the burden on the citizens from fuel subsidy reform;
International funds	No specific mention.
Business	Page 3, Article 3 ... the committee shall examine all economic and financial issues, to primarily include the following issues: (a) opening up competition and export/import for the private sector; (b) the price of basic commodities; ... (h) infrastructure investment;

Taxation	Socio-economic reconstruction→Taxation→Reform of taxation Page 3, Article 3 ... the committee shall examine all economic and financial issues, to primarily include the following issues: ... (c) ensuring tax and customs revenue collection, and tax and customs reform; (d) collecting revenue owed to all statement institutions, including for taxes, customs or utilities, amongst others, from everyone, focusing on the key land holders;
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 2, Article 3
...
In developing this plan, the committee shall examine all economic and financial issues, to primarily include the following issues:
...
(f) applying the biometric (fingerprint) system in all state, civil, military and security institutions;

Page 4, Article 12
The outcomes of the Working Group on Building the Foundations for the Security and Military Institutions of the National Dialogue Conference shall be strictly implemented according to an agreed-upon timeline, with monitoring and follow-up by the National Body.

Page 4, Article 13
The military and security situation in and the issues related to Amran, Al Jawf, Mareb, Sana'a and any other governorate shall be dealt with in the Annex.

Page 5, Annex, Article 4
Regarding Amran, the new Prime Minister shall establish a joint committee, within five (5) days, mandated to normalise the situation, and to complete the organisation of the administrative, security and military authorities in a manner that achieves the establishment of state authority and that achieves security, stability and sustainable development.

Page 5, Article 5
...
The new government shall be responsible for the organisation of the administrative, security and military authorities in Al Jawf and Mareb, in a manner that achieves the security, stability and national partnership. The state military and security forces shall carry out their functions in ensuring security and stability in the two governorates.

Ceasefire

Security sector→Ceasefire→Ceasefire provision
Page 5, Annex, Article 1
...
All hostilities being conducted by all sides inside the capital, Sana'a, and its surroundings shall cease.

Page 6, Annex, Article 5 and Article 6, make substantial provision for an immediate ceasefire, but the duration is unclear.

Police

No specific mention.

Armed forces

Page 3, Article 4
The new government shall undertake the following:
...
(b) increase civil service, military and security sector salaries...

Page 5, Annex, Article 4
...
The state military and security forces shall carry out their functions in ensuring security and stability in the governorate.

Page 6, Annex, Article 5
...
The new government shall be responsible for the organisation of the administrative, security and military authorities in Al Jawf and Mareb, in a manner that achieves the security, stability and national partnership. The state military and security forces shall carry out their functions in ensuring security and stability in the two governorates.

Page 6, Annex, Article 10
The State shall commit to abolish any punitive administrative, financial or other measures on military personnel and civilians in the context of their participation in peaceful demonstrations, and their support, by peaceful means, of legitimate, popular demands.

DDR

Security sector→DDR→Demilitarisation provisions
Page 4, Article 15
...
the camps in the vicinity of high security facilities, including Hezyaz, Al Sabaha and the airport, shall be dismantled and removed. With the start of the formation of the new government, the camps established around the capital, Sana'a, as well as camps within the city limits, shall be dismantled and removed. Unofficial checkpoints in and around Sana'a shall also be dismantled.

Page 5, Annex, Article 3
With the technical support of the United Nations, an agreement shall be reached on a mechanism for the implementation of the recommendations of the National Dialogue Conference relating to the "disarmament and recovery of State-owned heavy and medium weapons from all parties, groups and individuals that were plundered or seized nationwide, within a specific time frame and simultaneously."

Page 6, Annex, Article 4
...
The joint committee shall be primarily responsible for the supervision and the implementation of this Agreement, including the withdrawal of all armed groups coming from outside Amran.

Page 6, Annex, Article 9
Normalisation in areas where camps were established after their removal. The establishment of military positions shall be prevented on the land vacated by the camps.

Intelligence services	No specific mention.
Parastatal/rebel and opposition group forces	Page 6, Annex, Article 5 ... All armed groups coming from outside Al Jawf and Mareb shall withdraw, while simultaneously the administrative, security and military authorities are restructured.
Withdrawal of foreign forces	No specific mention.
Corruption	Page 2, Article 3 The committee shall prepare an overall economic reform programme that is time-bound, specific and clear, and that is primarily aimed at eradicating corruption in all sectors, addressing the imbalance in the public budget and rationalising expenditures. The committee shall identify and report on the deficiencies caused by pervasive corruption and lack of adequate oversight... Page 3, Article 3 ... the committee shall examine all economic and financial issues, to primarily include the following issues: ... (e) eliminating ghost workers and double dippers in all state civil, military and security institutions, and any new recruitments in state civil institutions shall be done through the Ministry of Civil Service without prejudice to exceptional remedies agreed to in the National Dialogue Conference outcomes; ... (i) financial and administrative corruption; ... The committee shall include in its plan a proposal to activate the monitoring and audit bodies, notably the Central Organization of Control and Audit and the Anti-Corruption Authority, and to make their annual reports accessible to the public. Page 3, Article 5 The new government shall commit to the full implementation of the outcomes of the National Dialogue Conference relevant to countering corruption and shall provide the necessary resources in this regard.
Crime/organised crime	No specific mention.
Drugs	No specific mention.
Terrorism	Page 6, Annex, Article 8 The State shall undertake to protect the citizens in Al Beidha from Al Qaeda in the Arabian Peninsula (AQAP), and shall stand by them in facing the dangers posed by AQAP and terrorism.

Transitional justice

Transitional justice general	No specific mention.
Amnesty/pardon	Transitional justice→Amnesty/pardon→Amnesty/pardon proper Page 6, Annex, Article 10 The State shall commit to abolish any punitive administrative, financial or other measures on military personnel and civilians in the context of their participation in peaceful demonstrations, and their support, by peaceful means, of legitimate, popular demands.
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	Page 1, Preamble ... the Parties, in the interest of national unity and building and promoting peace, commit to the following...

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	Page 5, Article 17 The Parties request the Special Adviser to the Secretary-General on Yemen to continue United Nations support for the implementation of the measures agreed upon in this Agreement. In this regard, the Parties request the Special Adviser to continue to monitor any violations. Page 5, Annex, Article 3: With the technical support of the United Nations, an agreement shall be reached on a mechanism for the implementation of the recommendations of the National Dialogue Conference relating to the “disarmament and recovery of State-owned heavy and medium weapons from all parties, groups and individuals that were plundered or seized nationwide, within a specific time frame and simultaneously.”