

Country/entity	Yemen
Region	Middle East and North Africa
Agreement name	Decree No. (184) for the year 2011, to Form a Government of National Reconciliation, 7 December 2011
Date	7 Dec 2011
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	Presidential office of the Republic of Yemen
Third parties	-
Description	Short presidential decree announcing a ministerial shuffle with named individuals.

Agreement document [YE_111207_Decree No. \(184\) FY 2011, to Form a government of National Reconciliation.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) 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) 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

Power sharing→Political power sharing→General State level
Page 1, Decree No. (184) for the year 2011, to form a government of national reconciliation
Power sharing→Political power sharing→Executive coalition State level
Page 1-2, Based on the nomination of General People's Congress and its allies, and the JMP and its allies.
.. Decided to..
Article (1) a government is formed as follows:
1- Mohammed Salem Basendwah - Prime Minister
2- Abubakr Abdullah Al-Qerbi - Minister of Foreign Affairs.
3- Yahia Mohammed Al-Shoaibi - Minister of Higher Education and Scientific Research.
4- Hamood Mohammed Obad - Minister of Endowments and Guidance.
5- Amat-Alrazzaq Ali Hummad - Minister of Social Affairs and Labour.
6- Omar Abdullah Al-Kurshumi - Minister of public works and roads.
7- Awadh Sa'd Al-Suqatri - Minister of Fisheries.
8- Maj. Gen. Mohammed Nasser Ahmed - Minister of Defense.
9- Saleh Hassan Samee' - Minister of Electricity.
10- Hisham Sharaf Abdullah - Minister of Petroleum and Minerals.
11- Nabil Abdo Shamsan - Minister of Civil Service and Insurance.
12- Mo'mmar Mutthar Mohammed Al-Eryani - Minister of Youth and Sports.
13- Maj. Gen. AbdulQader Mohammed Qahtan - Interior Minister.
14- Mohammed Saeed Al-Saadi - Minister of Planning and International Cooperation.
15- Ahmed Obaid Bin- Dagher - Minister of Communications and Information Technology.
16- Ali Mohammed Al-Yazeedi - Minister of Local Administration.
17- Sakhr Ahmed Abbas Al-Wajeeh - Minister of Finance.
18- Abdulhafedh Thabet Noman - Minister of Technical Education and Vocational Training.
19- Fareed Ahmed Mojawwar - Minister of Agriculture and Irrigation.
20- Abdulrazzaq Yahia Al-Ashwal - Minister of Education.
21- Ahmed Qassim Al-Ansi - Minister of Public Health and Population.
22- Hooryah Mashhour Ahmed - Minister of Human Rights.
23- Mohammed Ahmed Al-Mekhlafi - Minister of Legal Affairs.
24- Qassim Sallam - Minister of Tourism.
25- Abdo Razzaz Saleh Khaled - Minister of Water and Environment.
26- Abdullah Awbal Manthoq - Minister of Culture.
27- Mujahed Al-Gohali - Minister of r Expatriate Affairs.
28- Wa'ed Abdullah Bathib - Minister of Transport.
29- Murshed Ali Al-Arashani - Minister of Justice.
30- Sa'daddeen Ali Salem Ben-Talib - Minister of Industry and Trade.
31- Rashar Ahmed Al-Rassas - Minister of State for the affairs of the House of Representatives and the Shura Council.
32- Ali Ahmed Al-Amrani - Minister of Information.
33- Jawharah Hamood Thabet - Minister of State for Cabinet Affairs.
34- Sha'ef Ezzi Sagheer - Minister of State Member of the Council of Ministers.
35- Hassan Ahmed Sharafaddeen - , Minister of State Member of the Council of Ministers.

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** 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.

**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.

Related cases No specific mention.

Source Democratic Transitions in International Law, Lauchterpact Centre for International Law
http://www.lcil.cam.ac.uk/sites/default/files/LCIL/documents/arabspring/yemen/Yemen_33_Decree_No184.pdf
