

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

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**Agreement document** [YE\\_111207\\_Decree No. \(184\) FY 2011, to Form a government of National Reconciliation.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)** 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 Mashhoor 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.

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### **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.

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### **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.

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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.

**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.

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**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.

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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.

**Related cases** No specific mention.

**Source** Democratic Transitions in International Law, Lauterpacht Centre for International Law  
[http://www.lcil.cam.ac.uk/sites/default/files/LCIL/documents/arabspring/yemen/Yemen\\_33\\_Decree\\_No184.pdf](http://www.lcil.cam.ac.uk/sites/default/files/LCIL/documents/arabspring/yemen/Yemen_33_Decree_No184.pdf)

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