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REPORT BY THE SECRETARY-GENERAL TO THE SECURITY
COUNCIL ON THE FUNCTIONING OF THE UNITED NATIONS
YEMEN OBSERVATION MISSION AND THE IMPLEMENTATION
OF THE TERMS OF DISENGAGEMENT COVERING THE PERIOD
FROM 5 JULY TO 4 SEPTEMBER 1964

1. In my last report on the functioning of the United Nations Yemen Observation Mission, which was submitted to the Security Council on 2 July 1964 (S/5794), I stated my intention to extend the Mission for a further period of two months, that is, until 4 September 1964, and this has been done (S/5794/Add.1). The Mission has continued to operate over this latest period under the direction of Mr. Pier P. Spinelli, my Special Representative for Yemen, and whenever he was not in the area, under that of the Chief of Staff of the Mission, Colonel S.C. Sabharwal. There has been during the period under review no significant change in the method of operation of the Mission or in the deployment of its staff of twenty-five United Nations Military Observers. Caribou aircraft of the Royal Canadian Air Force continue to support the Mission.
2. The formal mandate of the Mission has continued to be to observe the implementation of the disengagement agreement between the Governments of Saudi Arabia and the United Arab Republic, under the main provisions of which a demilitarized zone was established on the northern frontier between Saudi Arabia and Yemen; Saudi Arabia undertook to cease providing aid and support to the royalists of Yemen and to prohibit the use of its territory by royalist leaders for the purpose of carrying on the struggle in Yemen; and the UAR agreed to carry out a phased disengagement of its troops from Yemen.

3. United Nations Observers stationed on the northern frontier have continued to observe traffic crossing the border by the main routes, though with increasing difficulty because, inter alia, of less favourable climatic conditions and of problems of vehicle maintenance. Moreover, as indicated in previous reports, the control exercised by Observers on a long frontier is necessarily far from thorough. A small, though increasing, traffic has been observed, but no military supplies have been discovered. However, Observers have noted that royalists in one area not far from the frontier maintain a substantial dump of fuel, arms, ammunition and rations. UAR military authorities have shown UNYOM Observers an appreciable quantity of weapons and ammunition allegedly provided to the royalists by Saudi Arabia and captured from them by UAR troops. It was observed that according to the markings on the boxes the ammunition appeared to have been made in the United States in 1963-1964 and delivered to Saudi Arabia. The Saudi Arabian authorities have emphatically denied that any such war material had been given by them to the royalists of Yemen.

4. As regards the disengagement of UAR troops from Yemen, the United Nations Observers stationed at Hodeida have reported that during the period of this report some 6,700 troops departed by sea, of whom the great majority were in regular formations and were embarked with trucks and anti-tank guns. During the same period, some 4,300 UAR troops were observed to land at Hodeida, of whom about one third appeared to be returning from leave and the remainder to be replacements. Taking into account movements by air, in which there is usually a net balance of troops leaving the country, it is estimated that there has been over the past two months a reduction of about 4,000 troops in the total strength of UAR troops.

5. Despite the reduction in UAR strength, there has been a substantial amount of military action directed against royalist strongpoints in north Yemen, in which Yemen republican troops, some of them trained in the UAR, and Yemeni tribesmen, have taken an increasing part. These operations seem to have met with some success and additional tribes appear to have rallied to the Government of the Yemen Arab Republic. The UAR authorities have, however, stated that the Yemeni units will continue to be supported by UAR ground troops and the UAR Air Force. United Nations Observers at Sada have reported that on several recent occasions operations in that vicinity were supported by aerial bombing and artillery fire.

6. The Saudi Arabian authorities have complained that on several occasions during August UAR military aircraft have flown over Saudi Arabian territory east of Gizan. One of those reports has been confirmed by UNYOM. Representations were made to the UAR commander, who reiterated that his pilots have standing instructions not to fly over Saudi Arabia.

7. In my previous report I noted with regret that during its year of operation the Mission in Yemen had been able to observe only a disappointing measure of disengagement, in particular as regards the withdrawal of UAR troops. I felt obliged, therefore, to appeal most urgently to the parties concerned to meet at the highest level in the near future with a view to achieving full and rapid implementation of the disengagement agreement. I also felt bound to advise the Council that if this new period of two months were to register no substantial progress toward fulfilment, or the firm prospect of imminent fulfilment, I would find it difficult to envisage a further extension of the Mission in its present form, and with its present terms of reference and purpose.

8. The observations of the past two months have been somewhat more encouraging in that there has been a substantial reduction in the strength of the UAR armed forces in Yemen. However, it seems that this withdrawal is a reflection of the improved military situation in Yemen from the point of view of the UAR and of the increased participation by Yemeni republicans, many of them trained in the UAR, in the fight against the royalists, rather than the beginning of a phased withdrawal in the sense of the disengagement agreement. There are indications, moreover, that the Yemeni royalists have continued to receive military supplies from external sources.

9. My Special Representative visited the UAR, Saudi Arabia and Yemen in the first half of August and held discussions with the authorities on the Yemen problem. However, the hoped-for direct high-level discussions between Saudi Arabia and the UAR with a view to further progress towards disengagement have not taken place, and there is no certainty that they will.

10. In the light of these circumstances, I addressed on 19 August 1964 identical notes to the two Governments (Annex I) which, after recalling the remarks set forth in my previous report, I asked them to inform me of their wishes with regard to the termination of the Mission on 4 September 1964 or its extension beyond that date on the prevailing basis.
11. In a reply dated 26 August 1964 (Annex II), the Saudi Arabian Government, after noting that it had carried out its responsibilities as set out in the agreement faithfully and honestly, but that the other part had not carried out its responsibilities, stated that it found itself unable to continue the payment of expenses resulting from the agreement and unable to abide by its terms after 4 September 1964. I was informed orally on 31 August that the UAR Government, in response to my note, had no objection to the termination of UNYCM on 4 September.
12. In view of the expressed wishes of the parties to the agreement and in accordance with my own previously stated views, it is my intention to terminate the activities of the United Nations Observation Mission in Yemen on 4 September 1964.
13. It is a matter of regret to me that the Mission has been able to observe only limited progress towards the implementation of the disengagement agreement. In this regard, I must reiterate that the terms of reference of the Mission were restricted to observation and report only, and that the responsibility for implementation lay with the two parties which had concluded the agreement and which had requested the establishment of the Mission. My regret, however, is tempered by reason of the fact that the potential threat to international peace and security represented by the Yemen question has greatly diminished during the existence of the Mission and, I believe, to a considerable extent because of its activities. The true measure of the Mission, of course, is to be found in how it has discharged the limited responsibility and authority entrusted to it. In this respect, I think it can be said without question that the Mission actually accomplished much more than could have been expected of it, in the circumstances; it certainly could have been much more useful, had the definition of its functions been broader and stronger. It is clear, however, that during the fourteen months of its presence in Yemen, the UN Mission exercised an important restraining influence on hostile activities in that area.

14. It is not possible to assess the likely effect of the withdrawal of the Mission at this time. It is my hope that there will be no intensification of fighting, and that sincere efforts will be made by the Governments of Saudi Arabia and the United Arab Republic to settle their needless and now senseless dispute over the Yemen of today.

15. I have welcomed the re-establishment of diplomatic relations between Saudi Arabia and the United Arab Republic and hope that the differences of approach between them on the Yemen question may be reconciled. I remain convinced that a meeting at the highest level between the two countries would provide the best means for significant progress towards disengagement and towards peace and stability in Yemen and I hope that in the near future the opportunity for such a meeting will occur. I am, as always, at the disposal of the parties in the search for a peaceful solution.

16. I wish in conclusion to pay tribute to those who served the United Nations in Yemen under very trying material and climatic conditions and at some degree of personal risk, whether as members of the Yugoslav military unit or the Canadian air unit, as military Observers from the thirteen Member States which provided such personnel, or as members of the Secretariat. Their performance conformed to the highest United Nations standards. If, despite some incidents, there are no casualties to be deplored, this is to be attributed in part to good fortune and in part to the friendliness and consideration generally shown towards United Nations personnel by Yemenis of all factions.

ANNEX I

Notes dated 19 August 1964 from the Secretary-General
addressed to the Governments of Saudi Arabia and of
the United Arab Republic

The Secretary-General has the honour to approach the Government of Saudi Arabia (United Arab Republic) on the subject of the United Nations Observation Mission in Yemen.

The purpose of this communication is to determine the wishes of your Government with regard to the Yemen Mission, which will come to an end on 4 September 1964, unless specific action is taken to extend it once again. A communication identical to this one is being addressed to the Government of the United Arab Republic (Saudi Arabia).

The Mission to Yemen was established in July 1963, in response to the agreement between Saudi Arabia and the United Arab Republic on disengagement in Yemen. The Mission, by the terms of reference defined for it in that agreement, has had a limited purpose and function, which it has discharged to the best of its ability for more than a year.

It will be recalled that the Secretary-General in his report to the Security Council of 2 July 1964 (S/5794), indicated that on the expiration on 4 September of the present two month's extension of the Mission, he would not be inclined to take the initiative in seeking a further extension in the absence of substantial progress in the fulfilment of the agreement between the two parties.

Clearly, the wishes of the two parties to the agreement should be a major determining factor in arriving at a final decision on the future of the Mission. It will be very much appreciated, therefore, if the Government of Saudi Arabia (United Arab Republic) will inform the Secretary-General within the next ten days as to its wishes with regard to the United Nations Observation Mission in Yemen, that is to say, whether it wishes the Mission to come to an end on 4 September 1964, or to be extended beyond that date on the prevailing basis.

The Secretary-General takes this opportunity to express to the Government of Saudi Arabia (United Arab Republic) his appreciation of the co-operation it has never failed to extend to the Mission.

ANNEX II

Note dated 25 August 1964 from the Chargé d'Affaires of the
Permanent Mission of Saudi Arabia to the United Nations
addressed to the Secretary-General

The Chargé d'Affaires of the Permanent Mission of Saudi Arabia to the United Nations presents his compliments to the Secretary-General of the United Nations and with reference to His Excellency's note dated 19 August 1964, regarding the future of the United Nations Observation Mission in Yemen, has the honour, upon instructions received from his Government to convey the following:

The Kingdom of Saudi Arabia, bearing in mind the contents of His Excellency's last report on the situation to the Security Council indicating that he will not request a further extension of the Mission on the basis that the two parties have not progressed in implementing the disengagement agreement, and noting that at the same time, His Excellency has declared that Saudi Arabia has, for its part, carried out its responsibilities as set out in the agreement for a period of twelve months faithfully and honestly, and noting further His Excellency's observance that the other party has not carried out its responsibilities, finds itself unable to continue the payment of expenses resulting from the agreement and unable to abide by its terms after 4 September 1964, and at the same time the Saudi Arabian Government expresses its gratitude in appreciation of His Excellency's good offices and unceasing goodwill.

