



Security Council

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Letter dated 31 December 2018 from the Secretary-General addressed to the President of the Security Council

As requested by the Security Council in paragraph 6 of its resolution [2451 \(2018\)](#), I have the honour to submit herewith my proposal (see annex) on how the United Nations will support the implementation of the Stockholm Agreement ([S/2018/1134](#), annex), including: substantive monitoring operations for the ceasefire and mutual redeployment of forces from the city of Hudaydah and the ports of Hudaydah, Salif and Ra's Isa; demining of those ports; playing a leading role in supporting Yemen Red Sea Ports Corporation in management of and inspections at those ports; and strengthening the United Nations presence in the city of Hudaydah and the ports.

In that regard, I propose the establishment of a United Nations mission to support the implementation of the Agreement on the City of Hudaydah and Ports of Hudaydah, Salif and Ra's Isa, concluded in Stockholm, for an initial period of six months. The mission would be headed by the Chair of the Redeployment Coordination Committee, at the Assistant Secretary-General level, and would comprise an initial deployment of up to 75 United Nations monitors. Moreover, the mission would include additional staff with a range of substantive, administrative/support and security expertise, as required for the mission to fulfil its mandate, subject to the decision of the General Assembly in the context of its consideration of the mission budget.

The mission would perform the following functions:

- (a) Lead and support the functioning of the Redeployment Coordination Committee, chaired by the United Nations and assisted by a secretariat staffed by United Nations personnel, established to oversee the governorate-wide ceasefire, redeployment of forces and mine action operations;
- (b) Monitor compliance by the parties with the ceasefire in Hudaydah Governorate and the mutual redeployment of forces from the city of Hudaydah and the ports of Hudaydah, Salif and Ra's Isa;
- (c) Work with the parties to ensure the security of the city of Hudaydah and the ports of Hudaydah, Salif and Ra's Isa by local security forces in accordance with Yemeni law;
- (d) Facilitate and coordinate United Nations support for assisting the parties with fully implementing the Stockholm Agreement.



My Special Envoy for Yemen continues to work with the parties concerned in implementing the other elements of the Stockholm Agreement, namely, the Statement of Understanding on Ta'izz and the prisoner exchange mechanism.

I should be grateful if you would bring the present letter and its annex to the attention of the members of the Security Council.

(Signed) António **Guterres**

Annex

[Original: English]

Proposal for the United Nations support for the implementation of the Stockholm Agreement in Hudaydah

31 December 2018

As the escalating conflict in Yemen enters its fourth year, hostilities have continued largely on the same, well-defined fronts between the forces of the Government of Yemen, supported by the Saudi-led coalition, and Houthi forces. Over the past six months, the centre of gravity in the war has shifted to Hudaydah. The concerted efforts of the United Nations and the wider international community have focussed on averting a military confrontation over Hudaydah city and its port, which would greatly exacerbate the risk of famine in a country where 24 million people – nearly 80 per cent of the population – require some form of humanitarian assistance and protection.

Armed conflict and economic collapse have pushed the humanitarian situation in Yemen to catastrophic levels. More than 20 million people are food insecure, half of them severely so, more than twice the number four years ago. Some 250,000 people are facing the worst levels of hunger. Urgent action is required to facilitate full and safe humanitarian access, as well as the unhindered flow of commercial supplies into and across the country. Should these and other measures not be implemented, a large-scale famine in Yemen could rapidly unfold.

The breakdown of the rule of law has had a terrible impact on people's rights to life, freedom from arbitrary arrest and torture, and freedom of expression and religion, as well as on essential social and economic rights, including rights to food, education and health. Cultural rights have also been negatively affected as a result of the destruction of large numbers of buildings by aerial bombardment, including some of major historical interest.

Nevertheless, while those serious challenges cannot be underestimated, an opportunity for progress may now exist, one on which we need to build. After more than two years of stalemate and missed opportunities, political process towards a comprehensive settlement of the conflict in Yemen has finally resumed.

Following months of intensive shuttle diplomacy, the Special Envoy of the Secretary-General for Yemen convened intra-Yemeni consultations in Sweden from 6 to 13 December. The consultations successfully concluded, with the parties to the conflict reaching several agreements on the city and Governorate of Hudaydah and the ports of Hudaydah, Salif and Ra's Isa; an executive mechanism on activating the prisoner exchange agreement and a statement of understanding on Ta'izz. These agreements are collectively known as the Stockholm Agreement ([S/2018/1134](#), annex). On 21 December 2018, the Security Council unanimously adopted resolution [2451 \(2018\)](#) in which it endorsed the Stockholm Agreement.

In the same resolution, in line with the request of the parties, the Security Council also authorized the Secretary-General to establish and deploy, for an initial period of 30 days from the date of adoption of the resolution, an advance team to begin to monitor and to support and facilitate the immediate implementation of the Stockholm Agreement. It also mandated the United Nations to chair the Redeployment Coordination Committee established to oversee the ceasefire and the redeployment of forces, among other matters. The Secretary-General has appointed retired Major General Patrick Cammaert of The Netherlands as the Chair of the

Redeployment Coordination Committee. Mr. Cammaert and the advance team are in Hudaydah and have engaged with the parties to commence the provision of United Nations support for the implementation of the Agreement. Mr. Cammaert has assumed his role as Chair of the Committee and convened the first in-person meeting of the Committee from 26 to 28 December 2018.

Proposed mission

The Secretary-General proposes the establishment of a United Nations mission for the implementation of the Hudaydah Agreement, that is, the Agreement on the City of Hudaydah and the Ports of Hudaydah, Salif and Ra's Isa as found in the Stockholm Agreement, for an initial period of six months, to carry out the following main functions:

(a) To lead and support the functioning of the Redeployment Coordination Committee, assisted by a secretariat staffed by United Nations personnel, established to oversee the governorate-wide ceasefire, redeployment of forces and mine action operations;

(b) To monitor compliance by the parties with the ceasefire in Hudaydah Governorate and the mutual redeployment of forces from the city of Hudaydah and the ports of Hudaydah, Salif and Ra's Isa;

(c) To work with the parties to ensure the security of the city of Hudaydah and of the ports of Hudaydah, Salif and Ra's Isa by local security forces in accordance with Yemeni law;

(d) To facilitate and coordinate United Nations support for assisting the parties with fully implementing the Hudaydah Agreement.

The mission would be headed by the Chair of the Redeployment Coordination Committee, at the Assistant-Secretary-General level, and would comprise an initial deployment of up to 75 United Nations monitors. In addition, the mission would comprise additional staff with a range of substantive, administrative/support and security expertise, as required for the mission to fulfil its mandate, subject to the decision of the General Assembly in the context of its consideration of the mission budget. It would be a nimble presence as the mission would monitor the compliance of the parties; where possible, establish and assess the facts and conditions on the ground in an objective manner; engage all relevant parties; and report to the Secretary-General through his Special Envoy for Yemen and the Under-Secretary-General for Political and Peacebuilding Affairs.

Appropriate resources and assets would also be required to ensure the safety and security of United Nations personnel, including armoured vehicles, communications infrastructure, aircraft and appropriate medical support. Such resources would be a prerequisite for the effective launch and sustainment of the proposed mission. Moreover, the proposed mission would work in close collaboration and coordination with the Office of the Special Envoy of the Secretary-General for Yemen, the Resident and Humanitarian Coordinator and the United Nations country team in Yemen.

The parties' commitment to the full implementation of and adherence to their obligations to respect the ceasefire; to redeploying forces outside the city of Hudaydah and the ports of Hudaydah, Salif and Ra's Isa; to ceasing to bring military reinforcement to the city of Hudaydah, the ports of Hudaydah, Salif and Ra's Isa and Hudaydah Governorate; and to removing military manifestations from the city of Hudaydah is critical to facilitating a sustained cessation of violence. Overseeing the adherence to those requirements by the parties would be a core activity of the mission monitors, who, in the course of their aforementioned duties, would pay due regard to

the implementation of other aspects of the Hudaydah Agreement by the United Nations country team in Yemen.

The mission would contribute to sustaining the fragile political process recently relaunched by the Special Envoy. This would provide important support for his efforts to facilitate an inclusive political process aimed at reaching a negotiated settlement that will bring about a permanent end to the conflict in Yemen.

As called for in resolution [2451 \(2018\)](#), it is incumbent upon the Government of Yemen and the Houthis to facilitate and support the role of the United Nations in Hudaydah, including by facilitating the expeditious and unhindered deployment of the personnel and capabilities that the mission requires to fulfil its mandate; ensuring its full, unimpeded and immediate freedom of movement and access; allowing it unobstructed communications; and allowing it to communicate freely and privately with individuals throughout the country without retaliation against any person as a result of interaction with the mission. The safety of the mission and its personnel should be guaranteed by all parties without prejudice to its freedom of movement and access. Consultations have taken place to explain those principles to the parties, including the fundamental principles of United Nations procedures regarding the selection of personnel. In resolution [2451 \(2018\)](#), the Security Council also calls for the unhindered flow of humanitarian supplies across the country. Commitments similar to the ones above will be required from the parties to facilitate scaled-up humanitarian operations across the country conducted in parallel with the mission, including for United Nations agencies and non-governmental organizations.

The United Nations will seek to conclude with the Government of Yemen an agreement concerning the status of the mission within 30 days of the adoption of the resolution establishing the mission, taking into consideration General Assembly resolution [58/82](#) on the scope of legal protection under the Convention on the Safety of United Nations and Associated Personnel. In accordance with the customary practice of the United Nations, pending the conclusion of such an agreement, the model agreement dated 9 October 1990 ([A/45/594](#)) shall apply provisionally.

Member States, and in particular neighbouring States, should assist the advance team and the mission by ensuring the free, unhindered and expeditious movement to and from Yemen of all personnel and of equipment, provisions, supplies and other goods, including vehicles, aircraft and spare parts, through their territory, as well as the stationing of United Nations support personnel, vehicles and aircraft on their territory. Similar commitments are required for efforts to scale up humanitarian operations across the country conducted in parallel with the work of the mission.

A detailed budget proposal outlining the resource requirements of the mission would be submitted to the governing bodies, as appropriate.

Support of the Office of the Special Envoy of the Secretary-General for Yemen

The proposed mission would work closely with the Office of the Special Envoy of the Secretary-General for Yemen and the United Nations country team in order to prevent the duplication of efforts and maximize the leveraging of existing resources. The advance team has already made use of the extensive support offered by the Office and the country team, in particular with regard to the facilitation of its deployment to Hudaydah in late December 2018. The support of the Office has been instrumental during the initial phase of the advance team's work in Hudaydah and will continue to be critical as it moves forward. The administrative and support requirements of the proposed mission would largely draw upon relevant elements of the Office mission support component, augmented as necessary, optimizing the use of existing resources on the ground and reducing the need for additional layers of staff. This support should

be determined in close coordination with the Office, taking into consideration the latter's own operational requirements and the proposed mission deployment planning.

Efforts of United Nations entities

The activities of the mission will be undertaken within a complex humanitarian context, necessitating effective field coordination and coherence across all the United Nations entities involved in supporting the Stockholm Agreement and the wider humanitarian response across the country, including in Hudaydah. The multifaceted nature of the Stockholm Agreement will also require that every effort is made to ensure the best use of resources, reflecting the principle of comparative advantage, effective cross-organizational priority-setting and active cooperation across all related activities.

The United Nations country team in Yemen will play a leading role in supporting the Yemen Red Sea Ports Corporation in the management of and inspections at the ports of Hudaydah, Salif and Ra's Isa. To that effect, the United Nations will require staff with expertise in port management to support the Corporation, as well as accountancy experts to work with customs authorities at the ports and with the Corporation to ensure that all revenues, including customs revenues and port fees, are properly accounted for and deposited at the Hudaydah Branch of the Central Bank of Yemen or into other accounts, as agreed to by the parties, and that such revenues are utilized to pay the salaries of government employees in Hudaydah and social expenditure, as required.

Under the oversight of the Redeployment Coordination Committee, the United Nations would provide assistance with the deployment of demining personnel, utilizing Yemeni and international capacities, as required, in order to support demining in Hudaydah, Salif and Ra's Isa. In addition, the United Nations country team would assist the mission with support and training for a police force and the rehabilitation of police infrastructure (stations) in Hudaydah.

The United Nations Verification and Inspection Mechanism is enhancing monitoring in the ports of Hudaydah, Salif and Ra's Isa by establishing capacity and initially deploying up to 25 personnel to support the Yemen Red Sea Ports Corporation with inspections at ports. The Mechanism will support the Corporation by inspecting cargo entering the ports of Hudaydah, Salif and Ra's Isa in line with the arms embargo established under Security Council resolution [2216 \(2015\)](#). If the Mechanism finds material prohibited under paragraph 14 of resolution [2216 \(2015\)](#) during an inspection, it will send a written report to the Security Council Committee established pursuant to resolution [2140 \(2014\)](#). As additional capacity is being scaled up, the Mechanism operations will also expand from regional ports where they are already established. Discussions on the deployment of Mechanism monitors to additional ports in the region will continue.

The Emergency Relief Coordinator will remain responsible for the coordination and monitoring of humanitarian assistance. All parties must allow the immediate, full and unimpeded access of humanitarian personnel and supplies to all people in need and cooperate fully with the United Nations and relevant humanitarian organizations to facilitate the swift provision of humanitarian assistance in all parts of the country.